FINAL REPORT

DEVELOPING A NETWORK OF SERVICES FOR THE ELDERLY

Subgrant Agreement No. NIS-2022-00-19

Submitted by

The Salvation Army World Service Office

March 29, 1996

Executive Summary

This project has made remarkable progress in establishing an aging service system and facilitating the development of non-governmental organizations. The outcomes of the demonstration effort far exceeded the most optimistic expectations, especially in view of the economic and social transition underway in Russia. The availability of project funds was often instrumental in leveraging the initial cooperation of other non-governmental organizations. Providing seed money for a collaborative activity often set the stage for an on-going partnerships.

The Training Institute conducted in 1994 in the United States was crucial to the success of the project. Countries unfamiliar with a client-centered service approach have tremendous difficulties in conceptualizing a service systems approach, understanding the interrelationship of service components and the array of services, and visualizing how they are delivered. In addition, collaboration among organizations both hierarchically and horizontally across services is difficult in a society organized and directed by a centralized government. The exposure at the Training Institute to a wide variety of settings and approaches to service delivery helped the participants to see the possible, and also to apply their own creativity to adapting the concepts to their own environments.

A direct result of the Training Institute is the development of the Moscow Council on Aging which is in the process of becoming an NGO in its own right and is instrumental in policy development and service delivery coordination for the aging population. With support from Salvation Army staff, an elected official of the Dhuma will take over chairmanship of the Council. This will improve the success of policy development and advocacy efforts.

The Seniors Center and Home Care Programs are serving as models for other NGOs as well as state-run operations. An exchange program has been developed with state centers and training seminars are offered to both government and non-governmental organizations. Additional Home Care Programs will be developed through the Russian Salvation Army.

Finally, significant organizational and financial commitments towards institutionalizing the program have been made by The Salvation Army/Russia to ensure the continued availability of services for the poor and frail elderly of Moscow.

FINAL REPORT

Grantee Name:	Salvation Army World Service Office
Grant No:	NIS-2022-00-19
Project Title:	Developing a Network of Service for the Elderly
Name of NIS Partner(s):	The Salvation Army/Russia
Country Sites:	Russia
Grant Amount:	$500,000
Grant Start/End Dates:	9/10/93-1/31/96
Reporting Officer:	Rosemary Regis (SAWSO) and Major Sandra Foster (Salvation Army/Russia)
Contact Address/Phone:	SAWSO, P.O. Box 269, Alexandria, VA 22313
Date of Report:	10/12/95

I. FINANCIAL STATUS

See attached.

II. PROJECT STATUS

This document provides a summary of the project in accordance with the project framework. Please see attached project framework for project goal, outcomes, outputs and related end of project indicators. In addition, the consultant's report completed by Theresa Lambert of the National Association of State Units on Aging and Eleanor Cain of the State of Delaware's Department on Aging provides a more qualitative picture of the project. **These two documents comprise the final report and should not be separated. To fully understand the project and the significance of its accomplishments it is necessary to read both documents.**

OUTCOME: The Salvation Army/Russia and others improve the quality of services provided to the elderly and strengthen coordination of a system of services for the elderly in Russia.

Cumulative Results (End of Project Status):

- Enabled Salvation Army/Russia's (SAR) Russian staff to independently manage an elderly center and home care program based on U.S. model of elderly service provision.

  The Senior Center is staffed by an all Russian staff consisting of a Center Director, Activities Director, Program Worker, and a part-time housekeeper. Center record-keeping systems, job descriptions, strategic plans, and policy have

been developed. An advisory board of senior citizens has been established to provide guidance on services. Collaborative activities include relationships with other senior day centers operated by the Ministry of Social Defense (including an exchange program) and other Salvation Army/Russia programs. Twenty-seven to thirty seniors attend the Center each day (on a rotating basis).

The original Home Care Program was based at the Elderly Center. As the programs at the Center have grown its demands on staff time have also increased, therefore it is now under the supervision of another Salvation Army unit (a "corps" staffed by Russians). This has also allowed for "institutionalizing" the program into the Army's general programming and facilitated the inclusion of volunteers. The Home Care Program provides a full range of services for the elderly. Two other Home Care Programs have been started in Moscow through Salvation Army Corps. In addition, Home Care Programs have been started in St. Petersburg and Volgograd, bringing the total to five programs.

Please see attached table showing services.

- Improved capacity of Russians involved in elderly care in the management of NGOs and provision of services to the elderly.
- Educated Russians involved in elderly care about the bottom-up planning process in providing services to the elderly as utilized in the United States.

Provided education regarding the bottom-up process used in elderly service provision in the U.S. through a two week Training Institute for 16 Russians in 1994. This Institute provided information on the American approach to elderly services and site visits to a wide variety of American elderly facilities and service providers, as well as general management training. In the two years since the Training Institute, several participants have expressed their view that they would not have persisted in their efforts to work with the elderly if they could not have seen what was achieved in the United States. In addition, seminars were offered through the Elderly Center in a variety of elderly services issues.

- Establishment of networking and referral activities through which a bottom-up planning process in providing services to the elderly can be implemented.

Networking and referral activities are taking place through the Moscow Council on Aging which was created as a direct result of the Training Institute. This Council is developed to serve as an advocacy network on behalf of the elderly and provide a vehicle for identifying and coordinating resources toward the development of a comprehensive service system. Membership now includes several who attended the Training Institute who work at various agencies as well as others who subsequently joined including Valeriy Borschev, an elected representative to the State Dhuma who will soon assume the role of Chairman. This Council is in the process of developing bylaws and securing official

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government recognition, their application will be submitted this spring. This will result in formal acknowledgement of the Council and allow it to receive grants and facilitate the ability of member groups to promote social policies that are responsive to the elderly.

SAR and MCH satellite agencies have formally set up collaborative efforts in the training of elderly workers. Specific topics are listed in the next section.

OUTPUTS:

Cumulative Results:

1. A model multi-purpose senior citizen center as a focal point for service delivery to the elderly was developed.

   A facility was located, remodeled, equipped, and staffed to meet program needs. The elderly were contacted through the local government, fliers, and word-of-mouth; new marketing approaches continue to be investigated. A full range of programs has been developed and are operational. Programs continue to be refined, developed, and enlarged. Programming includes the following activities:

   - health services: health screening, regular physical fitness/exercise program, five health education sessions conducted by medical specialists (therapists, oncologists, etc.).
   - mental health services: provided monthly under an agreement with a local psychologist.
   - legal counseling assistance: provided quarterly by an attorney.
   - field trip program: offered 42 group field trips to museums, theaters, parks, cinemas, concerts, exhibits, etc.
   - concert program: professional musicians volunteered to perfrom at eight concerts held at the center.
   - cultural program: special interest presentations.
   - current events discussion group: meets regularly to discuss movies, news events, political events, etc.
   - senior choir: rehearses each week and performed at public event.
   - social/recreational activities: including bingo, crafts, birthday celebrations, art projects, etc.

   Center standards and by-laws are developed. Strategic plans are developed; the objectives in the first strategic plan have been met and completed. An advisory board of senior citizens has been established to provide guidance on priorities and programs. Mechanisms have been developed for elderly feedback and assessment of programs. Center statistics include: 375 meals served throughthe congregate meals program; 3,260 items of humanitarian aid (food and clothing) distributed; tailored, individual assistance

provided to 635 elderly persons in response to requests.

Collaborative relationships with other senior day centers operated by the government have been developed and there have been four visits by elderly groups from other programs as a result. Collaboration with other Salvation Army units have resulted in volunteers assisting with Center activities. An agreement with Moscow Charity House resulted in the following seminars at the Center:

April, 1995:	Legal Aspects of Social Defense
June, 1995:	Role and Place of Volunteers in Work with the Elderly
September, 1995:	Governmental Policy on Aging
November, 1995:	Home Care Programs
December, 1995:	Government Agency (working with elderly)
January, 1996:	International Experience (Lambert/Cain)

Results and reaction from these seminars have shown that participants believe these seminars to be valuable. The average number in attendance was 27 with representatives from Salvation Army, Moscow Charity House, and governmental agencies.

2. Home Care Programs (HCP) including health screening and education, counseling, socialization, and volunteer opportunities were developed. Services include assistance with personal care, transferring, meal preparation, home chores, escort services to medical/legal appointments, and shopping assistance. The Salvation Army programs target low income elderly. The project currently operates in three districts:

- The Presnia District: originally operating from the Senior Center, was transferred to that District's Salvation Army Corps. This enabled the program to increase the number of home care workers to five. It now serves approximately 90 homebound elderly. It has also facilitated the use of volunteers and improved supervision of personnel. In addition, meals and a social program are provided two days a week to approximately 35 individuals within a government rehabilitation center for the mentally handicapped (many are elderly).
- The Lublino District: expanded to two full-time and three part-time home care workers. In addition, two days a week 30 elderly are given hot meals and assistance. The local government provided the listing of elderly. There are plans for a second site because the need is so great.
- Nizhegorodskyi District: Started in November, this HCP has five part-time workers. It is also run out of a Salvation Army Corps.

In addition, the Home Care Program in St. Petersburg (based on the Moscow model) now has 11 workers and secured its own office with space available for staff meetings and facilities necessary to do laundry for immobile clients. The home delivered soup program, originally operated by students, is now based out of a Corps with the students still volunteering on the weekends. A new Home Care Program has been initiated in the Pushkin District in a Corps. Networking with other NGOs and governments has not yet

occurred. However, this is a priority for 1996.

In Volgograd the Senior Center facility offers recreation and social programs and a congregate meal site provides a hot lunch for elderly. The Home Care Program has four home care workers and is run from the Senior Center. There have been some networking activities in Volgograd but these have not expanded due to a recent change in leadership.

HCP protocol and standards have been developed as well as a volunteer program to assist with homebound elderly visits and activities. Many of the volunteers are coming from the elderly community itself.

3. The Training Institute increased the knowledge and skills for 16 delegates (some delegates did not receive visas) from Russia regarding American grass-roots approach to elderly services. The Institute was divided into three segments: 1) Washington D.C. for an orientation to the U.S. aging network; 2) Delaware to learn about aging programs and to make site visits to a variety of programs serving the elderly; and 3) work at a Salvation Army/Delaware senior citizen center for a smaller number of participants. The Insitute was organized around several themes including partnerships, volunteerism, advocacy, and empowerment.

   Lessons learned at the Institute are being demonstrated at the Salvation Army Senior Center in Moscow and home care programs in Moscow, Volgograd, and St. Petersburg, as well as at other agencies where the delegates are currently working. The Moscow Council on Aging was created at the Institute as a means of coordination of services to the elderly.

4. Mechanisms and/or entities through which the bottom-up planning process for providing services to the elderly can be implemented have been developed.

   The Council on Aging begun in Moscow is a direct result of Institute teaching and information. This Council consists of staff from Moscow Charity House, the Institute of Social Work, Salvation Army/Russia, Veterans organization, and an elected official of the Dhuma. This Council also coordinates and works on activities with other organizations not officially represented on the Council. The Council meets monthly. Plans are being made to increase the role of the Council once official recognition has been achieved. Development of federal legislation/policies and advocating for the elderly are a priority. The Salvation Army plans to provide staff support once Valeriy Borschev assumes chairmanship of the Council. See additional recommendations in consultant's report attached.

   The seminars offered by The Salvation Army/Russia in conjunction with a Moscow Charity House territorial office (listed above) will continue and these will also provide a forum for those working in elderly services to meet and network.

The consultants used in the project and the Salvation Army Project Officer visited St. Petersburg and Volgograd at least once a year to work on systems development in those cities. One delegate attended the Training Insitute from each of those cities. It has become apparent how important a role the Training Institute has played in systems development. While systems development proceeded much faster in Moscow where there were many delegates from the Institute, it is a much more difficult and slow process where there are fewer delegates and less support. Although slow, progress is being made in these two cities.

Comments and Recommendations

There are two issues on which clarification may be useful for future projects:

1) If a specific individual at a collaborating NGO appears to obstruct project progress, then it may be useful to be more open to alternative ways of dealing with the problem. For example, working with Territorial Agencies of Moscow Charity House proved to be more realistic, useful, and financially sound than working with the main MCH organization. However, this issue seemed to cloud perceptions of this project throughout the length of the grant. It is in reality insignificant because Salvation Army/Russia did collaborate extensively the MCH Territorial Agencies and aid them in their development -this was a very successful effort. Too much energy and time was expended in trying to build a relationship with persons at Moscow Charity House who had no time and little genuine interest in service provision to the elderly, and too much interest in self promotion.

2) It may be useful to explicitly define the definition of "partners" at the outset of the project. The Salvation Army is not an American organization except in the United States. The Army has in some cases been in developing countries for a longer period of time than in the U.S. The Salvation Army was in Russia before the revolution and is in the process of becoming fully Russian staffed and operated; this project enabled the development of the Army's ability to provide services to the elderly, and created a permanent presence that can continue to advocate, provide, and coordinate elderly services.

SALVATION ARMY-MOSCOW
AGING SERVICE SYSTEM

Presnia District

Home Care Program
- Personal Care
- Homemaker/Chore
- Meal Preparation
- Shopping Assistance
- Escort Services

Senior Center
- Advisory Board
- Congregate Meals 5 days/week
- Food/Clothing Distribution
- Individual Assistance
- Exchange Programs with other Senior Centers
- "Home League" Volunteer Program
- Health Programs
  - o health screening
  - o fitness/exercise program
  - o health education
- Mental Health Services
- Legal Counseling
- Field Trip Program
  - o museums
  - o theaters
  - o concerts
  - o exhibits
- Concert Program
- Cultural Program
  - o artists
  - o composers
  - o architecture
- Current Events Discussion
- Senior Chorus
- Social/Recreational Program
  - o crafts
  - o art projects
  - o bingo
  - o celebrations

Community Services
- Congregate Meals and Social Programs
  - o Older Persons with Mental Retardation/ Chronic Mental Illness
  - o Rehabilitation Center
- "Home League" Volunteer Program

Lublino District

Home Care Program
- Personal Care
- Homemaker/Chore
- Meal Preparation
- Shopping Assistance
- Escort Services

Community Services
- Congregate Meals Program
  - o school
  - o restaurant
- "League of Mercy" Volunteer Program
- "Home League" Volunteer Program

Nivhegorodskyi District

Home Care Program
- Personal Care
- Homemaker/Chore
- Meal Preparation
- Shopping Assistance
- Escort Services

PROJECT FRAMEWORK
SAWSO - Salvation Army Russia
Developing a Network of Services for the Elderly

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
GOAL The elderly in Russia maintain their mental and physical health by provision of a system of elderly services.	Status of the elderly and pensioners. Services and resources available to the elderly. # of elderly being served by elderly programs.	National and local statistics.	Stability of government in Russia.
OUTCOME Salvation Army-Russia and others improve quality of service and strengthen coordination of a system of services for the elderly in Russia.	EOPS Enabled SAR Russian staff to independently manage an elderly center & home care program based on U.S. model of elderly service provision. Improved capacity of Russians involved in elderly care in the management of NGOs and provision of services to the elderly. Educated Russians involved in elderly care about the bottom-up planning process in providing services to the elderly as utilized in the U.S. Establishment of networking and referral activities through which a bottom-up planning process in providing services to the elderly can be implemented.	Senior Center records. Home-care program records. Field status reports. Evaluation of Training Institute and interviews with participants. Meeting minutes of Moscow Council on Aging. Final evaluation.	Stability and continuity of other NGOs and individuals working with/for the elderly in Russia. Openness of Russians to grassroots approach to the provision of services to the elderly.

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OUTPUTS			
1. A model multi-purpose senior citizen center as a focal point for service delivery to the elderly.	1.1 Facility located, leased, remodeled, staffed, and equipped to meet program needs. 1.2 Target group contacted and informed about elderly programs offered. 1.3 Center programs developed and operating: # programs, # volunteers. 1.4 Center standards and by-laws developed. 1.5 # of seniors participating in center activities: # by program, # receiving referrals. 1.6 PVO participation in center activities: # training activities; topics covered, # people attended.	1.1 Visits to facility. 1.2 Review of elderly records received from local government and others and lists developed by SAR. 1.3 Program records: attendance, activities, curricula, etc. 1.4 Review Center records, standards, policy. 1.5 Review of Center and program records. 1.6 Review of Center records, curricula, contracts with trainers.	Legal structures in place to assure minimal lease protection for facility. Local government willing to provide information on elderly. Visas issued by Russian government for participants in Training Institute. Macroeconomic stability in Russia. Logistical barriers (e.g. local politics, natural disasters, U.S./host government relations) do not prevent delivery of inputs. Government continues to look favorably at Salvation Army as a vehicle for meeting social service needs. Other NGOs and individuals working with the elderly are able (financially, organizationally, and conceptually) to participate in developing a system of services.
2. A home-care program including health screening and education, counseling, socialization, and volunteer opportunities	2.1 Home-care program initiated, clientele surveyed, and program modified to meet needs. 2.2 Home-care program protocol and standards developed. 2.3 # of elderly served by home care services; 2.4 Services offered to elderly through program. 2.5 # of volunteers working in program; # persons served.	2.1 Home-care program records, survey materials, evaluation by U.S. gerontologists. 2.2 Review program standards and policy. 2.3 Review of program records. 2.4 Review of program records, policy, and program descriptions. 2.5 Review of program records.	

3. Increased knowledge and skills for 19 delegates from Russia regarding American grass-roots approach to elderly services.	3.1 Training Institute conducted: # attended; topics covered; # site visits; # resource materials provided. 3.2 Lessons learned at Institute demonstrated "on the ground" at senior center, other agencies, and Council meetings. 3.3 # NASUA and Delaware Dept. of Aging consultations on approach to elderly services, program management, etc.	3.1 Training Institute records, evaluations, and curriculum. 3.2 Senior center supervisor and program records. Review of advocacy, policy, and networking activities. 3.3 Quarterly status reports. Consultant reports.	
4. Mechanisms and/or entities through which the bottom-up planning process for providing services to elderly can be implemented.	4.1 # of NGOs, individuals, and government entities in elderly services working together to develop services for the elderly. 4.2 # of meetings and activities for the elderly developed & conducted collaboratively by SAR and other NGOs. 4.3 # visits to areas outside Moscow to develop systems.	4.1 Meeting minutes of grassroots committees. 4.2 Records of collaborative efforts; contracts with other agencies/individuals. 4.3 Consultant reports.	
<u>INPUTS/ACTIVITIES</u> 18 mos. -grant: $500,000 -match: $167,383 (25.08%) -partner: Salvation Army/Russia -collaborators: Moscow Charity House, National Association of State Units on Aging, State of Delaware Division on Aging.			

5 May 1995

MEANS OF VERIFICATION:

- Financial reports
- Quarterly status reports
- Consultant (NASUA and DoD) reports
- Technical assistance visits
- Program records
- Midterm and final evaluations

WORLD LEARNING/NIS FINANCIAL REPORT FORMAT

AGENCY: SAWSO GRANT #: NIS-2022-00-19 TOTAL AMOUNT OF GRANT: $500,000.00 GRANT PERIOD: SEPT. 10, 1993 TO JAN. 31, 1996

	THIS PERIOD FROM: 10-1-95 TO: 1-31-96		TOTAL TO DATE FROM: 9-10-93 TO: 1-31-96		BUDGET FOR TOTAL PERIOD OF GRANT (See Grant Agreement)		
	WORLD LEARNING	SAWSO	WORLD LEARNING	SAWSO	WORLD LEARNING	SAWSO	COMMENTS
1. BALANCE BEGINNING OF PERIOD (line 6 previous Financial Report)	(23,599.53)	0.00		0.00			
2. TOTAL RECEIPTS		44,282.14	221,563.47	109,213.30			
3. TOTAL AVAILABLE (add lines 1 and 2)	(23,599.53)	44,282.14	221,563.47	109,213.30			
4. EXPENSES (by line item; see Grant Agreement)							
A. Personnel	16,650.89	6,893.00	80,906.07	23,805.00	136,400	19,800	
B. Procurement	40,213.10	25,975.00	127,131.51	31,835.00	128,720	46,000	
C. Travel & Transportation	1,186.00	1,412.00	36,320.37	13,696.32	57,351	10,000	
D. Communications	111.72	305.00	1,151.19	2,480.00	24,600	8,000	
E. Other Direct Costs	8,100.00	2,400.00	13,448.07	19,400.00	44,400	56,000	
F. Evaluation	0.00	0.00	12,067.71	0.00	26,135	0	
G. A-133 Audit Costs	0.00	0.00	0.00	0.00	0	0	
H. Indirect Costs	13,073.43	7,297.14	53,473.22	17,996.98	82,394	27,583	
5. TOTAL EXPENSES	79,335.14	44,282.14	324,498.14	109,213.30	500,000	167,383	
6. EXCESS (DEFICIENCY) END OF PERIOD (subtract line 5 from line 3)	(102,934.67)	0.00	(102,934.67)	0.00			

IF USING NON U.S. CURRENCY, PLEASE GIVE U.S. DOLLAR EQUIVALENT ONE DOLLAR =

The undersigned hereby certifies:

a. that payment of the sum claimed under the cited subgrant is proper and due and that appopriate refund to World Learning will be made promptly upon request by World Learning in the event of nonperformance in whole or in part under the Subagreement for any breach of the terms of the Subagreement; and,

b. that information in the financial report is correct and such detail supporting information as World Learning may require will be furnished by the Subrecipient promptly to World Learning on request; and

c. that all requirements called for by the Subagreement to the date of this certification have been met.

By:_____ Title: _____ Date: 3-29-96

Developing Aging Service Systems in Russia

— Final Report —

Developed by

Theresa N. Lambert
National Association of State Units on Aging

for

Salvation Army World Service Office

March, 1996

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DEVELOPING AGING SERVICE SYSTEMS IN RUSSIA

— FINAL REPORT —

The purpose of the project is to foster the develop of a comprehensive and coordinated system of services for older Russians aimed at improving their lives and enhancing their capacity to remain independent in their communities. Fundamental to accomplishing this goal has been building the capacity of private voluntary organizations (PVOs) to become effective service providers and advocates for the elderly. To measure the progress of the developments in Russia, it is essential to understand the policy framework which shaped the design and evolution of the project.

I. OLDER AMERICANS ACT: MODEL FOR THE RUSSIA PROJECT

The passage of the OAA in 1965 was the culmination at the federal level of over a decade of activity by local and state level organizations to address the service needs of older persons. Congressionally initiated and constituency based, the OAA established the fundamental framework for the complex and sophisticated system of services currently in place across the nation.

Using the OAA as its model, the project has been guided by the fundamental principles of democratization and empowerment. The OAA articulates these principles through its dual mandate of service systems development and advocacy. As originally conceived, the OAA system has directed its efforts at: a) developing "gap filling" services for the elderly — services not available through other systems — and b) advocating — directly or indirectly — with governmental and non-governmental organizations for policies that are responsive to the elderly and to secure a "fair share" of resources/services available through other institutions for the elderly.

A key strategy of the project was to facilitate the replication of the grassroots political evolution of OAA in Russia through the development of non-governmental organizations and senior advocacy. A second strategy was to expedite the development of a service system in Russia by applying U.S. expertise resulting from its 30+ years of experience in serving the elderly.

Governmental and non-governmental organizations work in partnership in the OAA service system. In general, services at the local level are delivered by private, non-profit community based organizations. All organizations involved in OAA programs share a common and interrelated set of responsibilities that can be categorized as service systems development and advocacy. The success of the project in Russia can be assessed most accurately by measuring its progress in each of these arenas.

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❑ Service Systems Development

In the U.S. system, priority services for older persons are determined at the local level based on needs assessment information collected regularly from the elderly and with input from advisory bodies comprised largely of the elderly. This bottoms-up planning process assures the system is maximinally responsive to the changing service needs of the community and ensures involvement of the elderly in maintaining the integrity of the system.

The needs of older persons in the geographic service area become the foundation for the development of service and advocacy plans which, in turn, drive the activities of aging organizations. In other words, the programs and services are not dictated by a centralize government agency, but reflect the specific needs and priorities of communities across each state and the nation. Securing the resources necessary to support the local plan often involves pooling and leveraging other financial and in-kind resources. Monitoring activities against the plan, evaluating outcomes and making changes where needed are central to furthering the evolution of the system.

Fundamental to systems development is the establishment and on-going improvement of the priority services needed by the elderly. Over the past 30 years, the OAA system has evolved a full range of services to address the continuum of needs of older persons. For the healthy elderly, the goal is to maximize well-being, maintain physical/mental function, and screen for disease via programs such as congregate meals, health education, nutrition and blood pressure screening, physical fitness programs, volunteer and employment opportunities, and participation in community activities. These programs are based in the community — most often at senior centers, which service as focal points for service delivery. Other services are available beyond those cited above to assist moderately impaired older persons, such as transportation to community services and escort services for medical/legal appointments. For the homebound, case management, personal care, homemaker/chore services, home delivered meals, home-health, and friendly visiting are available to assist frail older persons remain in their homes and avoid institutionalization.

In addition to developing and delivering needed services, aging organizations must evaluate their effectiveness, improve management practices to enhance efficiency, maintain reporting systems, and ensure on-going staff training and development.

❑ Advocacy

Advocacy within the OAA system has taken two primary forms: empowerment of aging agencies/organizations to speak on behalf of older persons and empowerment of the elderly to speak on their own behalf. As direct advocates, aging service organizations make public officials and the community aware of the needs of the elderly; coordinate planning and

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development of activities across aging organizations; collaborate with other aging organizations to expand services; share information and provide technical assistance to organizations interested in older persons; and form coalitions to provide a stronger voice on behalf of the elderly. Aging organizations also facilitate the ability of older persons to advocate on their own behalf. Ensuring participation of the elderly in advisory committees of aging service organizations; stimulating the development of independent senior citizen groups or associations; and working collaboratively with senior groups in formulating and implementing a policy agenda — all are strategies that aging organizations use to promote the participation of older persons in the aging policy arena.

Within this OAA context, the follow section summarizes the progress to date of the project in Russia.

II. SUMMARY OF STATUS OF THE PROJECT IN ADVANCING AGING SERVICE SYSTEMS DEVELOPMENT AND ADVOCACY

The technical assistance team from the United States consisted of Eleanor Cain, Director, Delaware Division of Services for Aging and Adults and with Disabilities, and Theresa Lambert, Associate Director, National Association of State Units on Aging. The second technical assistance visit was conducted during the period of January 12th - January 27th, 1996. The team visited Moscow and St. Petersburg to directly observe the progress in the project. The team was unable to visit Volgograd; however, an update was provided by the project director on its activities.

In each city, the TA team, working in close collaboration with Major Sandra Foster, the Project Director for Salvation Army-Russia (SA-R), assessed the status of services development, systems development, interagency coordination, partnership development, financial and volunteer development, and advocacy activities. Based on the progress to date, available resources, political context, and organizational capacity, recommendations were made for furthering the evolution of the aging service system. Assistance was also directed at problem-solving and determining creative approaches for overcoming barriers/difficulties.

In addition to consultation, the TA team provided six boxes of supplies requested by the project for the various programs in the three cities. These supplies included: six blood pressure instruments and cuffs; physical fitness program videotapes; 150+ pairs of eye glasses for reading; three boxes of personal care items (soaps, shampoo, toothpaste, deodorant, etc.) for the home care programs; office supplies; and a variety of materials related to aging policy, disease specific consumer education, and staff development.

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The TA team also conducted a one-day training seminar for staff from the member agencies on the Council on Aging. The session focused on developing a strategic plan; marketing programs and services for the elderly; enhancing visibility of aging issues; and strategies for increasing financial resources through fundraising activities, foundations, and corporate contributions.

A. Moscow - The Demonstration Site

The TA team, accompanied by the SA-R project director, visited a variety of community service locations, congregate meals sites, home care programs and service recipients, and the senior center in Moscow. Meetings were held with the staff for key programs at each location.

1. SERVICE SYSTEMS DEVELOPMENT

A comprehensive system of service necessarily includes community based services, home care services, and access services. The Moscow demonstration has expanded the service system substantially during the last year with programs and services now provided in three different geographic districts within the city: Presnia District, Lublino District, and Nivhegorodskyi District. In light of the limited resources available through the project, the progress is indeed impressive.

Since the last technical assistance visit in January 1995, the Moscow project has significant accomplishments to its credit with regard to service systems development. Included in its achievements:

- increased from 1 to 3 the number of home care programs operating in the city;
- increased the number of elderly served in two of the home care programs by adding new staff;
- added three new congregate meals sites;
- developed day programming for mentally disabled elderly in collaboration with a government rehabilitation center;
- expanded the scope of services available through the model senior center;
- established mechanisms for the involvement of older persons in setting priorities for services and programs at the senior center; and

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- initiated volunteer programs in all three districts to assist older persons.

In addition, qualitative improvements have been made in a variety of areas during the last year:

- outreach, marketing, and program visibility;
- networking, relationship building and collaborative activities with governmental and non-governmental organizations; and
- staff capacity building through on-going education and training

• Services

Fundamental to service system development is the establishment, expansion, and improvement of specific home and community based services. The following summaries provide a more in-depth understanding of the achievements of the past year in services development.

a. Senior Center

- o Developed and implemented a strategic plan for 1995.
- o Establish an advisory board of senior citizens to provide guidance on priorities and programs to serve the elderly participants. Selected a chairperson to direct the board and operationalized several committees. The Board developed its purpose, structure and a plan of work for 1995 and for 1996.
- o Served 375 meals through the congregate meals program.
- o Distributed 3,260 items of humanitarian aid (food and clothing).
- o Provided individual, tailored assistance to 635 elderly persons in response to requests.
- o Established collaborative relationships with other senior day centers operated by the Ministry of Social Defense. An exchange program was developed and resulted in four visits by elderly groups from the other programs.

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- o Collaborated with the district Salvation Army (SA) Corps to secure cadets to conduct programs at the center and to involve the "Home League" (volunteers) to assist with center activities.

- o Expanded programming for the elderly to include:

  - health programs - health screening, regular physical fitness/exercise program, five health education sessions conducted by medical specialists (therapists, oncologist, etc.);

  - mental health services - provided monthly under an agreement with a local psychologist;

  - legal counseling assistance - provided quarterly by a local attorney;

  - field trip program - offered 42 group field trips to museums, theaters, parks, cinemas, concerts, exhibits, etc.;

  - concert program - professional musicians volunteered to perform at 8 concerts held at the center;

  - cultural program - special interest presentations on famous Russian artists, composers, etc., often tied to field trip destinations;

  - current events discussion group meets regularly to discuss current movies, news events, political activities, etc.;

  - Senior Choir which rehearses each week and performed once last year at a public event; and

  - social/recreational activities including bingo, crafts, birthday celebrations, art projects, etc.

- o Expanded outreach, marketing and program visibility activities in the community;

- o Enhanced networking and relationship development with governmental and non-governmental organizations;

- o Facilitated staff capacity building through participation in the "Seminars in Aging" sponsored by the project and the Moscow Coordinating Council on Aging, as well as in training available through World Learning.

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- Developed mechanisms for elderly feedback or assessment of programs and for input for new programs.

- Improved record keeping and reporting system on programs and services of the center.

- Developed a strategic plan for 1996 which incorporated objectives related to a variety of activities such as: enhance networking efforts and development of more collaborative activities; secure media coverage of the center's activities by newspapers and television; secure exercise clothing for participants in the fitness program; develop outlets for selling crafts made by elderly program participants; and conduct a fundraising bazaar, to name a few.

Taken in the aggregate, the broad range of programs developed by the center address the diverse needs of an ever increasing number of elderly participants. Through observation and interviews with senior center participants, the TA team also perceived a significant difference in the attitude and tone of the elderly since the 1995 visit. The overall spirit of the elderly reflected involvement, positivism and joy. Coupled with the high level of elderly participation in programs and requests for individualized assistance, it became clear to the TA team that the center has, indeed, become a focal point for help and fountain of hope for older persons suffering in a society in transition.

b. Other Community Services

Other community based services have been established in the Presnia and Lublino districts during the past year. The expansions in the service system include:

- Lublino District

  - Established two congregate meals programs. Developed contracts with a school and a local restaurant to provide full course (salad, entree, dessert) lunches at their facilities. A standard unit cost for the year was part of the contract agreement.

  - Mobilized the "League of Mercy," SA Corps volunteers, to regularly assist the elderly who are hospitalized.

  - Developed a "Home League" with 80 volunteers who convene monthly meetings, prepare gifts for the elderly, and volunteer services where needed.

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- o Presnia District

  - Established collaborative relationship with a governmental rehabilitation center for adults with mental retardation and chronic mental illness. The rehabilitation center operates a sheltered workshop to offer "job therapy." Approximately 50% of the participants are older persons.

  - Through the collaborative agreement with the rehabilitation center, established a congregate meals programs three days per week followed by planned social/recreational activities. Program is operated by a paid coordinator and 4 volunteers.

  - Established a "Home League" volunteer program.

c. Home Care Programs

Crucial to addressing the needs of the most frail and vulnerable elderly are home care programs targeted for the disabled and homebound elderly. Services include assistance with personal care (bathing/toileting); transferring (walking/moving to chairs); meal preparation; home chores (cleaning/laundry); escort services to medical/legal appointments; and shopping assistance (groceries/medicine/etc).

It is important to note that the home care programs operated by the SA-R provide the full range of services needed by the homebound elderly. The TA team heard on several occasions that similar programs operated by the Ministry of Social Defense offer only select services and frequently charged fees for them. SA-R programs target low income homebound elders unable to pay fees.

The project is currently operating home care programs in three districts in Moscow. Highlights of the successes in this arena during the last year include:

- o The Presnia District home care program, originally operated from the senior center, was transferred to that district's Salvation Army Corps (SA). This structural change facilitated expansion of the number of home care workers from 2 to 5; it now serves approximately 90 frail, homebound elderly. In addition, the transfer has facilitated the inclusion of volunteers to enhance the program and has resulted in improved supervision of personnel.

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- Lublino District home care program expanded to two full time and three part time home care workers. They serve approximately 30 frail, homebound elders. The program director conducts initial needs assessments with the clients, develops the care plan, supervises the home care workers, monitors services with the clients, and makes periodic reassessments as required. She also provides home care services to select elderly clients directly.

- A third home care program began in the Nivhegorodskyi District in November, 1995. It currently has five part time home care workers and is operated by the SA Corps of that district.

A chart summarizing the system developed under this project can be found on page 16.

- **Institutionalizing Service Systems Development Efforts**

To ensure the future of this service systems development effort, critical steps have been taken by SA-R to institutionalize the achievements of the project through structural changes and financial commitments. The original home care program was relocated from the senior center to the Salvation Army Corps in the district. The two new home care programs were begun within district SA-R Corps. This placement facilitates the inclusion of home care services as part of the core of the programs operated by indigenous Russian personnel who are members of SA-R. Further, these programs can be sustained as part of the annual budgets of the district SA-R Corps. Other community services including congregate meals programs and volunteer programs are also operated by the district Corps. Funds have budgeted for both the senior center and for the various programs operated by the district SA-R Corps for the next fiscal year. These efforts towards institutionalization will, hopefully, result in fiscal and personnel resources for operating the service system in the future. It should be noted, however, that SA-R does not have the resources necessary to replace the humanitarian aid which has been available from the U.S. Consequently, other sources of assistance for food and clothing must be developed if the needs of the elderly participating in the programs are to be met.

2. ADVOCACY

Significant strides have been made in the development of advocacy activities within Moscow. The key strategy for empowering aging organizations has been the Coordinating Council on Aging. Throughout the year, Council has convened monthly meetings aimed at information exchange; sharing of resources; and collaboration on joint ventures.

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During the past year, a subcommittee of the Council has focused on developing by-laws and securing official government recognition of the coalition. During the TA visit the committee reported that the by-laws were being drafted and must be completed and approved by the Council very soon. The by-laws would accompany the application to the Ministry of Justice for recognition of the Council as an independent, charitable organization. The application must be submitted in the Spring, 1996. The success of this effort will result in the formal acknowledgement of the Council by the government; allow the Council to qualify to receive grant funds; and facilitate the ability of the Council's member organizations to officially join together to promote social policies that are responsive to older persons.

At the request of the Council, Major Sandra Foster has continued to serve as the chairperson for the group with Valeriy Borschev, elected representative to the State Dhuma, serving as vice-chair. Mr. Borschev will assume the role of chairman in the Spring.

Mr. Borschev's participation in the Council provides a critical link to federal policymakers. He also can offer advice on advocacy strategies and techniques for promoting an aging policy agenda. In spite of the political changes in the State Dhuma, he indicated his expectation that, after the June Presidential elections, several legislative issues related to the elderly will surface as priorities — improving the Veterans Act and addressing the needs of the elderly for social services. He expressed the expectation of working closely with the Council on these issues.

Of particular note, Mr. Borschev requested and the TA team provided a copy of the OAA as a prototype for an Older Russians Act. He indicated interest in introducing such legislation during the next year. A subcommittee within the Council was also provided a copy of the OAA. The subcommittee has been working with attorneys to draft aging legislation to submit to the State Dhuma for an Older Russians Act. Federal legislation of this nature would substantially enhance the development and institutionalization of home and community service programs for the elderly.

During the past year the Council sponsored a series of four "Seminars on Aging" with the project supporting a part-time coordinator, who is a member of the Council. Based on the priority needs of the agencies represented on the Council, the seminar topics including: volunteer development, government policies/programs for the elderly, legal issues for the elderly, and fundraising and strategic planning for elderly programs. The last of these quarterly seminars was conducted by the TA team during the visit in Moscow.

Approximately 30-40 staff from aging service organizations attended each seminar. Based on the participate evaluations and priority needs for future training, a series is expected to be sponsored by the Council again next year. In addition, staff from the Council's member organizations also participated in several training programs conducted by World Learning. Both

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of these educational programs were seen as essential to the continuing development of the staff of the various aging organizations.

The member organizations of the Council on Aging continue to provide services to the elderly and disabled in spite of the overwhelming obstacles, barriers, and lack of financial resources. The impact of the project was captured in a statement made at the Council meeting in January, 1996, by the director of a territorial agency which is a member of Moscow Charity House. He stated, "Our training in America is now producing results. Because the problems and obstacles in Russian are so great, if I hadn't gone and seen the possibilities, I would have given up [on serving the elderly] long ago."

B. Replication Sites

1. St. Petersburg

As a replication site for the efforts undertaken in Moscow, St. Petersburg has made important progress over the last year. Some of its accomplishments include:

- Original home care program has expanded the number of elderly served in the district by adding one additional home care worker, bring the total to 11 workers.
- Home care program has secured its own office with space available for staff training/meetings and facilities for workers to do the necessary laundry for immobile clients.
- Director of the home care program attended four training seminars sponsored by the Moscow Coordinating Council on Aging with support from the project. She then provided training to her home care staff on the specific topic of each session.
- Home delivered soup program, previously operated by students, has be move to the SA Corps. This structural change allows food to be delivered daily with the students still serving as volunteers for weekend delivery.
- A new home care program was initiated in the Pushkin District as part of the district's SA Corps. It was then elevated to a regional program and now is under the supervision of the Director of Social Services for St. Petersburg.
- Networking with other governmental and non-governmental organizations has not yet been a key focus for the St. Petersburg program. However, Major Sandy Foster expects to work with the new regional director to increase the emphasis

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in this area in order to enhance coordination, collaboration, information sharing, and advocacy development.

2. Volgograd

Although unable to directly review the programs in Volgograd, the TA team received a briefing on the current status of the replication site activities. Due to illness, the former Regional Director for SA-Volgograd had to return to the U.S. The appointment and assumption of duties of a new director necessarily required time. The programs did not experience interruption of service, and some expansion activities have taken place. More specifically:

- Senior center facility continues to offer recreational and social programs.
- Level of elderly participation in the senior center programs remains fairly constant. Increased community outreach is needed.
- Congregate meals site, on the premises with the senior center, continues to provide a daily hot lunch for elderly participants.
- A second congregate meals site has been opened in another district within the city.
- Home care program operated from the senior center facility has expanded from three to four home care workers serving homebound elderly.
- Networking activities with other governmental and non-governmental organizations have not expanded significantly due to leadership changes. Existing relationships have been maintained.

III. RECOMMENDATIONS

Based on the status of the various programs operating under the project, the TA team made recommendations aimed at enhancing the evolution of the service system and advocacy efforts. Key recommendations are identified below.

- **Senior Center**

  - Develop and finalize by-laws for the Advisory Board.
  - Expand Advisory Board from six current members to include more seniors, as well as local leaders from business, the voluntary sector, and government.

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- To be successful in producing marketable crafts/products as an income generating activity, many of the seniors need training. Local professionals and academicians cold be solicited as volunteer trainers.

- An income-generating program for selling senior crafts/products should establish mechanisms for identifying potential markets and for screening products for a consistent level of quality.

- To heighten awareness of the senior center and its programs, the center should produce a descriptive brochure and a one-page summary of the 1995 service statistics.

- **Home Care Programs and Other Community Services**

  - A joint planning meeting on aging should be convened for management and supervisory staff of the three Moscow SA Corps operating elderly programs. It should result in a strategic plan for aging services development, expansion, and improvement for each district.

  - The SA Corps plans, coupled with the Senior Center plan, should serve as the foundation for the SA-R regional strategic plan.

  - To ensure the continued expansion of the home care program, each SA Corps should budget for one additional home care worker each year.

  - The home care programs can be expanded and/or enhanced through the recruitment and training of more volunteers. Such in effort could be launched initially with the Home League and League of Mercy volunteers. Another strategy could be to develop teams of youth volunteers through an "Adopt-A-Babushka" program.

  - Home care workers need disease-specific training in aging to enhance their skills in assisting elderly homebound clients.

- **Coordinating Council on Aging**

  - The Moscow Charity House includes nearly 50 territorial agencies. An appropriate process for the selection and rotation of representatives from territorial agencies to the Council needs to be developed.

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- All the territorial agencies need to be made aware of the Council and be involved in establishing the aforementioned process for determining Council representation.

- The Council should continue to offer the "Seminars-in-Aging." Without project funds to support a consultant coordinator, SA-R staff could assume some of those responsibilities. The member organizations of the Council could continue to promote the sessions with their respective staffs.

- When Valeriy Borschev assumes chairmanship of the Council, it will be critical that SA-R provide substantial staff support. Due to his position in the State Dhuma, he will have very limited time to conduct Council business and having a strong SA-R professional as vice-chair would be beneficial.

- The Council needs to expand its members to include other voluntary and business organizations. Specific consideration should be given to: United Way-Russia, Rotary International, American businesses with long standing interests in aging in the U.S. (i.e., Radisson Hotel, McDonalds, AT&T, etc.) and Russian businesses or business organizations.

- The Council should work closely with Valeriy Borschev on the development of federal legislation/policies for the elderly. The political climate not withstanding, the members of the Council can develop principles for an Older Russian Act, draft legislation for submission to the State Dhuma, advocate directly and mobilize the elderly to advocate with representatives to the State Dhuma.

IV. CLOSING COMMENTS

The project has made remarkable progress in establishing an aging service system and facilitating the development of non-governmental organizations. Viewed within the context of limited project resources and the economic and social transition underway in Russia, the outcomes of the demonstration effort far exceeded the most optimistic expectations of the technical assistance team. The success can be attributed, in large measure, to the leadership and commitment of the project director, Major Sandra Foster. Her dedication and constancy in the face of a continual barrage of problems and barriers have been key to its success. Her incremental approach, coupled with a deep respectfulness for the cultural values of the Russian people, was instrumental in establishing the trust necessary for inter-organizational collaboration. Lastly, she has made significant organizational and financial commitments towards institutionalizing the program to ensure the continued availability of services for the poor and frail older people of Moscow.

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The impact of the project substantially exceeds the services and advocacy efforts previously described. The availability of project funds was often instrumental in leveraging the initial cooperation of other non-governmental organizations. Providing seed money for a collaborative activity often set the stage for an on-going partnership. Further, the elderly project established a presence for Salvation Army with both governmental and non-governmental agencies. This presence was felt not only among organizations related to the elderly, but also with those concerned with other populations served by Salvation Army including children and the homeless.

This service systems development project is substantially different from the types of projects historically supported by A.I.D. In the interest of any future funding of social service development programs, it is important to stress two key elements that can enhance successful replication.

The Aging Training Institute conducted in 1994 in the U.S. was a crucial element to the success of the project. Reflecting back on the training during the recent visit by the TA team, participants indicated that an in-country, didactic educational approach could not have yielded comparable results in service systems development. Countries unfamiliar with a client-centered service approach face tremendous difficulties with conceptualizing the system, understanding the interrelationship of the service components, and comprehending the array of services and how they are delivered. Further, the collaboration among organizations both hierarchically and horizontally across services is incomprehensible to a society organized and directed by a centralized government. The U.S. Training Institute was designed as a "living-learning" program with didactic educational sessions presented by experts on the topic, site visits to the full array of aging programs, and "hands-on" activities at individual service sites. The exposure to a wide variety of settings and approaches to service delivery helped the participants to no only "see the possibilities," but also to apply their own creativity to adapting the concepts to their own environments.

The second ingredient that enhanced the success of the project was the on-going technical assistance from the U.S. The availability of needed expertise aided the programs/services in overcoming barriers, solving problems, and creating the vision for the next logical steps in the evolution of the service system. Further, the TA visits served to spur creativity and revitalize the personnel involved in the project.

SALVATION ARMY-MOSCOW
AGING SERVICE SYSTEM

Presnia District

Home Care Program
- Personal Care
- Homemaker/Chore
- Meal Preparation
- Shopping Assistance
- Escort Services

Senior Center
- Advisory Board
- Congregate Meals 5 days/week
- Food/Clothing Distribution
- Individual Assistance
- Exchange Programs with other Senior Centers
- "Home League" Volunteer Program
- Health Programs
  - o health screening
  - o fitness/exercise program
  - o health education
- Mental Health Services
- Legal Counseling
- Field Trip Program
  - o museums
  - o theaters
  - o concerts
  - o exhibits
- Concert Program
- Cultural Program
  - o artists
  - o composers
  - o architecture
- Current Events Discussion
- Senior Chorus
- Social/Recreational Program
  - o crafts
  - o art projects
  - o bingo
  - o celebrations

Community Services
- Congregate Meals and Social Programs
  - o Older Persons with Mental Retardation/ Chronic Mental Illness
  - o Rehabilitation Center
- "Home League" Volunteer Program

Lublino District

Home Care Program
- Personal Care
- Homemaker/Chore
- Meal Preparation
- Shopping Assistance
- Escort Services

Community Services
- Congregate Meals Program
  - o school
  - o restaurant
- "League of Mercy" Volunteer Program
- "Home League" Volunteer Program

Nivhegorodskyi District

Home Care Program
- Personal Care
- Homemaker/Chore
- Meal Preparation
- Shopping Assistance
- Escort Services