

## SUMMARY OF THE REPORT

# Identification of older citizens' needs in social services and determination of effectiveness of social services for older people at home by territorial departments of the Ministry of Labor and Social Development of the Kyrgyz Republic

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### **Situation overview**

According to the National Statistics Committee (NSC) at the end of 2015, more than 448,000 older people live in the country, which is about 7% of the total population of Kyrgyzstan. The situation of older people in Kyrgyz Republic (KR) is characterized by three main factors: poor health, poverty, loneliness. One of the reasons for loneliness and isolation of lonely older people is a forced isolated life due to physical weakness. Almost a third of lonely people experience difficulties in solving the most common hygienic and household issues. Unfortunately, these people still remain unprotected in social terms, they need the support of their children, the state, society and each of us. Consequently, this category belongs to a socially vulnerable group of people and is the main target group for social services.

According to the World Health Organization (WHO) in 1963, the age from 60 to 74 years is considered as elderly, 75 years and older - old people, age 90 and older - long-livers. WHO in 1982 chose the age of 65 as an indicator of the older people, according to the UN classification age over the able-bodied is over 65 years.

In Kyrgyzstan, according to the Law of the Kyrgyz Republic (KR Law) "About older citizens of the KR," older women are considered to be women who have reached the age of 58 and men are 63 years old. In KR law "About Civil Service in the KR," civil employers are allowed to work in the civil service up to 65, regardless of gender.

### **Reasons for the study**

Frequent changes in the structure of the Government of the Kyrgyz Republic create certain difficulties in the distribution of functions and powers between the executive bodies.

Since 2014, MLSD KR is the authorized body for the protection of the rights of children, and therefore the territorial departments of social development have the functions to protect families and children in difficult situations (DS). At the same time, the following questions remained unsettled:

- ☐ determining the workload on one social worker, taking into account the previously performed functional duties, such as social services for lonely older people and persons with disabilities;
- ☐ adoption of new standards for qualification requirements for social workers in connection with the expansion of functions;
- ☐ introduction of a mechanism for interaction between departments and Service of social workers within the department of social development;
- ☐ creation of an appropriate material and technical base for the Department of Protection for families and children (DPFC) and the Service of social workers in order to create conditions for confidentiality in solving problems of families and children in the difficult situations (DS);
- ☐ training and professional development of specialists and social workers of territorial departments of social development;

- ☐ the interaction of state bodies at the local level in terms of providing social services to older citizens and improving the quality of services provided to socially vulnerable groups of the population;
- ☐ increasing the responsibility of local state administrations (LSA) and local self governance (LSG) for the development of social services in the regions;
- ☐ the procedure for identification of the population's need for social services;
- ☐ introduction of a monitoring system for the provision of social services to organizations regardless of the form of ownership.

### **Objectives of the study**

The basis of the concept of social protection for older citizens is to provide older citizens with care and assistance in solving domestic, economic, medical and social issues, resolving psychological and social problems as manifestations of specific age of people's adaptation to new living conditions. Given the importance of an individual approach and the identification of 'lonely older people' needs in social services, this issue is included in the Action Plan of the Program for the Development of Social Protection for 2015-2017 (paragraph 39), approved by Government Decree in February 27, 2015, No. 85.

Based on the application of the MLSD KR, with the technical support of the branch office of HelpAge International in the Kyrgyz Republic, the project "Determination of older people' needs in social services at the local level and identify problems of social services at home" has been implemented. By order of the MLSD No. 147 dated September 16, 2016, four pilot departments of social development (DSD) have been identified for the survey: the Moskovsky district and Tokmok town of the Chui oblast, the Aksy rayon and Jalal-Abad city in the Jalal-Abad region. The main implementing actors of this study were the Public Foundation "Fund for the Development of Social Services", the Research and Forecasting Center "El-Pikir", experts from MLSD and independent experts on legal and personnel matters.

The objectives of the study are:

- 1) analysis of the current legislation on social services for the population including older citizens;
- 2) analysis of the interaction of territorial departments of the MLSD KR with local authorities, local administration, territorial health institutions and Social Fund departments to provide social services for older citizens;
- 3) determination of the effectiveness of social services by the territorial departments of the MLSD KR;
- 4) analysis of the interaction of the Social Service with the department of social services for persons with disabilities and older citizens and the Department for the protection of the family and children.

### **Conclusions and recommendations**

#### **Conclusions.**

The findings of the study showed a discrepancy between the social security system and the economic development, which may be the reason for the slow implementation of social transformations. Therefore, it is necessary to differentiate all approaches to social security and services for older citizens, address them socially, create an effective system of providing high-quality social services for the population, taking into account the individual needs of each recipient of services.

1. The state policy regarding older citizens refers to different departments. If the Social Fund of the KR establishes and implements pension policy, the MLSD's function includes the policy of social protection development, social services, provision of social services. In both cases, the development of the policy and its implementation is carried out by one and the same state body, therefore, this state of affairs can not take into account all the needs of older people.
2. In Kyrgyzstan, most of the families are unable to take care of older and helpless relatives. The whole burden of caring for older people lies primarily on the state. In the conditions of transition to a market economy, social protection is one of the priorities of social policy.

3. Based on the results of the analysis of normative legal acts on the issue of social protection of the population, including older people, it was established:

- The Constitution of the Kyrgyz Republic guarantees social security to every person, including people reaching the older age;
- the current legislative framework does not identify regulatory legal acts that infringe on the rights and freedoms of older persons;
- there are no duplicating normative legal acts.

4. The analysis showed that non-performance of the stipulated standards in the legislation on social protection and social services for older citizens by relevant state bodies and citizens is mainly due to:

1) an imperfect system for monitoring the implementation of existing legislative acts; 2) the lack of an effective mechanism of accountability of the implementing bodies; 3) violations of traditional family relationships, which is influenced by many factors, including migration processes:

4) poor awareness of citizens;

5) insufficient financing of state programs, etc.

5. The study of normative legal acts for implementation of stipulated standards for social services to families and children in difficult situations (DS) showed that the implementation of standards for social services to families and children in DS is carried out by both MLSD and its territorial bodies and other state bodies. At the same time, the implementation of the standards for the social protection of older citizens is carried out mainly by the MLSD and its territorial bodies, without the active participation of other state bodies.

6. Interaction between the state bodies at the district level and local self-government bodies is carried out during significant dates like the Day of Older People, the Day for persons with disability, the national holidays, such as Kurman-Ait, Orozo-Ait and in the case of identification of lonely older people and families in DS. The planned activities are linked to economic opportunities of local self-government and local state administration. The support provided to older citizens is one-off and in most cases is limited to financial assistance in the form of food or insignificant money.

7. All children in DS are placed in hospital for several days and undergo a medical examination, which is a positive practice when working with families and children in DS in Moscovski region. This experience is necessary to expand to other regions and cities of the republic.

8. A positive example is the triangle scheme. In order to provide comprehensive support to the older people and eradicate corruption mechanisms, the scheme of the work in Jalal-Abad to provide social support to needy citizens through the local budget is proposed to be introduced to other cities and regions of the country, through training for the municipal departments of social developments (MDSD).

9. The quality of social services in sites is affected by the lack of a clear methodological instruction that regulates the integrated service of older citizens under the direction of the district and city administration. Strengthening the interaction of state bodies and LSGs at the local level to provide social support to older citizens should be addressed at the central level. Solving social issues at the local level requires an integrated approach of key departments such as the Ministry of Health, the Social Fund, the MLSD, the local state administration, and local government.

10. The existing health system can create gerontological rooms for older citizens, but it is more difficult to solve the problems with lack of gerontologists to cover older people in remote villages because there is an acute shortage of doctors. It is necessary to solve the personnel issues of the health care system at the state level.

11. Based on the analysis of proposals related to the solution of existing problems in the field of organization and carrying out of work on social protection of the target group (children and families in DS, older people), it is possible to draw a conclusion about the need of taking complex measures aimed at the solution of emerging problem areas. A systematic approach in this case will be provided with simultaneous improvement of normative, institutional, financial, technical and ideological conditions.

11.1. First of all, it is necessary to bring the regulatory legal framework on social protection of the population in line with the involvement of a large number of executive bodies and local self-governance in this process. It is necessary to build a hierarchical system of normative acts, each of which will be based on the principles of a superior, as well as to develop and concretize its provisions.

11.2. As for institutional support, the analysis showed that this area is one of the most vulnerable due to the lack of a functional division of responsibilities between the relevant authorities and local self-governance.

11.3. The bodies of public health, social protection, education, and local self-governance being empowered to identify and support persons in DS, in practice do not have a clear idea of the division of competence and therefore each of these bodies keep themselves aside from the decision of related problems. In this case, first of all, it is necessary to analyze the functional areas of all government bodies and local self-governance involved in the social protection process and determine the specific responsibilities of each of them, so that these duties are understood by ordinary employees, have the most detailed description and clear performance indicators.

11.4. In order to improve the material logistics of the bodies who are in charge of social protection, it is necessary to take into account that budgetary resources are very limited, including increasing resource capacity of these bodies. Traditionally, social protection departments are lack of resources necessary for work. In this regard, it is recommended to take part in project activities aimed at attracting grant funds to support social protection departments. At the first stage, such funds will serve as a necessary complement and strengthen the activities of the relevant bodies.

11.5. The ideological factor plays an important role in improving activities of social protection agencies. Socially vulnerable groups of the population, as a rule, fall out of the public eye. It is necessary to draw attention of the public and mass media to the problems of people in DS to cover and deliver their cases to a wide range of public. It is also necessary to change the paradigm that has developed in society, consisting in the exclusion of socially vulnerable groups from active processes of social life.

11.6. The study confirmed the need to create and develop a national ideology, in which the values of the Kyrgyz people will be built, such as the fundamental role of the family, caring for older people and educating the youth.

12. The transfer of the functions for the protection of families and children in DS to the system of MLSD significantly increased the workload on the territorial departments of social development. The transformation of the structure of the MTSD KR system, including departments of social development (DSD) was mainly carried out at the expense of own reserves of the Ministry's, with the main functions of protecting the rights of families and children assigned to district and municipal social development departments. As a result, the main load was put on social workers.

13. Kyrgyzstan is characterized by specific factors: the country is agricultural, the majority of the population lives in rural areas where employment issues are not adequately addressed; the migration process both internal and external is ongoing; growth of unemployment; the level of poverty remains high and a number of other problems that affect the socio-economic status of the population as a whole. These factors require special studies to introduce radical changes in the basic regulations for the older people with regard to the revision of the retirement age either of increasing or introducing a single age for men and women.

14. The mapping of social workers revealed a list of deficiencies that affect the quality of the provision of social services. They are lack of motivation for work, low salaries, inadequate qualification of social workers, lack of a monitoring system, lack of transport costs, lack of a bag of a social worker, a uniform, free mobile communication, etc. Lack of elementary labor conditions, which undoubtedly affect the quality of the services create an opinion about the increased workload of the social worker, as a result of which there is a need to reconsider the workload of the social worker.

15. Despite the fact that older people highly appreciate the quality of social worker services, a detailed assessment of the list of guaranteed services is estimated low. This is due to not the poor work of the social worker, but rather to the imperfect social service system.

16. Municipal departments of social development financed from the local budget are able to more effectively solve the tasks assigned to them, and their material and technical base is much better in comparison with the district departments of social development (DSD).

17. It should be noted that when developing normative and legal acts, the calculation of additional financial costs for an activity is not always carried out. Implementation of activities is often provided at the expense of the implementing parts' own funds, thus, obviously determining the impossibility of their high-quality performance or not performance at all.

18. Introduction of the Institute of social service is highly important for organizations that provide social services to older citizens, regardless of their form of ownership, but currently there is no approved list of paid services and methods for determining their value. Due to the lack of government-approved list of services, standards and methods of determining the cost of social services, the process of accreditation of social service providers and monitoring their quality and effectiveness is not possible.

19. Local self governance and the local state administration are more focused on organizing events devoted to significant dates. It should be noted that such a method of implementing State programs does not solve the problem of older people and has a one-time character, therefore it is not systemic and not sustainable.

20. Implementation of state programs for social protection can not be considered qualitative. When implementing state programs, special attention is paid to the development of projects of normative legal acts (NLA) that are taken without consideration of the population's need and calculation of additional financial costs.

21. The implementation of paragraph 41 "Introduce the system of continuing education and professional development of social workers" of the Action Plan of the Program requires special financial costs, as the training of social workers and civil employers of the MLSD system must be carried out systematically on the basis of the approved methodology and training plan, through creation of the Center for Advanced Studies for the specialists of the MLSD system. However, this paragraph was marked as completed in the program reporting, on the basis of several one-time seminars for social workers,.

22. Actions that require political will at the decision-making level remain unfulfilled. For example, the program for 2015-2017 "Develop and submit a draft Regulation on the accreditation of semi-permanent institutions and organizations that provide social services to older citizens, regardless of ownership".

**Recommendations.** Taking into account that the study was requested by the MLSD, the recommendations were divided into some areas. The recommendations, as well as the report include suggestions made by the participants of the round table held on March 10, 2017 in Jalal-Abad and on March 17, 2017 held in Bishkek.

#### **Improvement of the legislative framework**

1. Definition of the uniform correctly formulated and clear definitions: social services, social guarantees, social payments, social assistance, social support, social services, etc.; making changes and additions in the corresponding NLAs.

2. Introduction of norms concerning and regulating the work of older persons in the Labor Code of the Kyrgyz Republic.

3. In KR law "About Civil Service", the age of the civil employer in the public service is 65 years for citizens of both sexes, while KR law "About Older Citizens" defines the retirement age for women - 58 years, and for men - 63 years, and in KR law "About the basics of social services for the population in the KR", the older people are women and men 60 and 65 years old, respectively. It is proposed to bring uniform norms into the existing laws.

4. To bring into conformity the title and content of articles 4, 11 of KR law "About the bases of social services for the population in the KR".
  5. The KR law "About older citizens in the Kyrgyz Republic" is declarative in nature, but a number of shortcomings have been identified during its consideration, and therefore this law can not provide adequate protection for older people. It is proposed to make additions and changes to this law, and, if necessary, to draft a new version of the law.
  6. To legislate the responsibility, share the functions about care for older people between the DSD, LSGs, the health care system, etc. Older people should have access not only to the social worker, but also to the psychologist, the medical practitioner, and others.
  7. The Civil Code of the Kyrgyz Republic defines the norms for recognizing an adult as an incapable by the court, at the same time the guardian is appointed by the authorized body; in our opinion, this provision requires the guardian's determination by a court decision.
  8. Amend the pension legislation in order to review the age of retirement and establish a minimum pension of 3,000 soms.
  9. Develop special measures with the Department of Medicines to improve the provision of persons with disability and older citizens with preferential medicines.
- Improvement of working conditions for social workers to provide social services at home.**
10. Provide mechanisms for motivating social workers and stimulating the quality provision of social services at home.
  11. Make up the calculation of the rates of telephone communication for social workers with the clients and raise funds for free mobile communication.
  12. Improve the interaction within the departments of social development in providing social services to the population through the adoption of special methodological guidance.
  13. The results of the study showed that the method of distribution of social workers in municipal department of social development in Jalal-Abad is more effective, but for the introduction of such a method it is necessary to increase the staffing of social workers.
  14. Address issues of increasing salaries, allowances for annual leave, bonuses to employees of the DSD, including social workers.
  15. Attraction of budgetary and extra-budgetary funds to provide social workers with transport, transportation costs, a social worker's bag, a uniform, free mobile communication, a bag on wheels, etc.
  16. Improvement of the staff list of the DSD to introduce a unit of the Head of the Service for social workers, lawyer and psychologist.
  17. Increase the number of social workers to work with family and children in DS and older people.
  18. It is necessary to improve the skills of social workers by organizing training and professional development of social workers on a permanent basis, conducting training seminars, sharing experiences between the DSDs.
  19. Adoption of existing measures to raise the status of a social worker: improve skills; increase practical skills; familiarize with the best experience of work on social services at home; increase salaries; reduce the load; define social workers as civil employers, etc. It is necessary to develop appropriate regulations.
  20. To develop a mechanism of professional development of social workers and improve the quality of social services for older citizens and persons with disabilities at home.

**Monitoring the implementation of existing legislation in the social services for older people and persons with disability**

21. One of the main directions in improving the system of service provision now is the formation of a system for monitoring the development and quality control of social services, with the involvement of all stakeholders participated in the process. There is a need to consider the introduction of a

mechanism for the accreditation of organizations that provide social services to socially vulnerable groups of the population, regardless of the form of ownership.

22. Reports on the performance of certain NLAs are compiled on the basis of the information provided by state bodies and local self-governance bodies, but due to the lack of a monitoring system to verify and establish the effectiveness of the measures done, on-site monitoring is not carried out.

At the state level, it is necessary to determine the source of funding for the establishment of a monitoring system to implement national government programs for social protection of the population, including older citizens.

23. To improve social services at home, it is proposed to increase the staff list at the central and district levels and redistribute the functions within the MLSD system.

### **Training**

24. There is a need to establish a training center for professional development of employees and social workers of the MLSD KR system. It is necessary to develop a methodical manual for each category of professionals and social workers. Attract highly qualified specialists with practical experience, developers of NLAs and other employees of the MLSD KR system as trainers.

25. The involvement of donor organizations in order to organize educational tours for social workers and employees of territorial DSDs with the travel to other countries.

26. Conduct a cycle of seminar-training in the workplace, exchange of experience with other district and municipal departments of social development.

27. Organization and implementation of comprehensive training courses for specialists from territorial health authorities, social fund, social development and local self-governance bodies on providing social services at the district level.

28. Undertake training on the State minimum social standards for social services for older citizens, people with disability, children and families, persons without a fixed place of residence and cover all employees of the DSD.

### **Conducting research**

Based on the proposals made by the Heads of the regional administration, local authorities, territorial bodies of the social fund, health and social development departments, and following the results of this study, it is recommended to conduct a number of additional studies.

29. In order to improve life and prevention measures of families and children in DS at the local level, it is recommended to study the effectiveness of the existing system for protecting children's rights at the local level.

30. It is proposed to carry out research to determine the effectiveness of the payment of pensions, social benefits, compensation for older citizens and persons with disabilities through the banking network by issuing cards or post offices.

31. Conduct a study on the effectiveness of the system for calculating, appointing and paying pensions in the Kyrgyz Republic.

32. In order to review the current retirement age for women and men, it is necessary to have an analysis of the current situation made on the basis of the study.

33. It is necessary to study older people's needs for social services who are not attached to social workers, primarily in 5 departments of local administration in Moscovski district.

34. Analyze functional areas of all public authorities and local self governance involved in the field of social protection and define the specific terms of reference of each of them in such a way that these duties are understood by ordinary employees, have the most detailed description and clear performance indicators.

### **Medical support for older people**

35. It is necessary to provide all persons of retirement age with free medical services and medicines

36. All district hospitals should provide special rooms, reception hours and beds for older citizens

37. The responsibility for solving the problems of older persons to put on the MLSD and Ministry of Health.



### **Other suggestions**

The study identified some issues that are not part of the goals and objectives of this project, but respondents expressed suggestions on improving the social security of vulnerable citizens and improving the performance of some state bodies.

38. There is overlapping of the functions of the Social Fund and MLSD at the district level, with regard to the allocation of pensions and benefits. To improve the mechanism for granting state payments, it is proposed to unite the Social Fund with MLSD.

39. In order to exclude overpayments of social payments, taking into account the existing databases of various ministries and departments, it is recommended to create a single database and provide access to relevant bodies.

40. The current amount of the monthly benefits to families with children (MBFC) leads to the strengthening of dependency, hiding of income and lack of interest of citizens in finding employment in state bodies, engaging in individual activities, etc. It is recommended to conduct a study in order to determine the positive and negative aspects of the introduction of a fixed size of MBFC.

41. According to KR Law "About Local Self-Government", the function of aiyl okmotu (local administration) does not include the definition of the need for the population in poverty-related benefits. In this regard it is required to study and consider the issue of transferring the issue with MBFC to the district departments of social development.

### **Proposals given by the participants of the round table on March 10 and on March 17, 2017.**

42. Local self-government bodies should strengthen their efforts to improve the living conditions of families and children in DS and persons with disabilities. In each ayil okmotu keep records of socially vulnerable groups of the population.

43. Establish payments of social benefits for children with disabilities under 18 years at a rate of 5000 soms.

44. Solve the issue of providing social support to ethnic Kyrgyz people who do not have a permanent residence.

45. Reduce the period of granting permits for sanatorium-and-spa treatment of people with disability from 5 years to 3 years.

46. Solve the issue of full coverage of disabled people with vouchers for sanatorium-and-spa treatment.

47. It is necessary to transfer function of appointment and payment of benefits to local authorities

48. In order to reduce staff turnover in the territorial departments of social development, it is necessary to increase salaries for the employees of the DSD, add two salaries to annual leave and provide quarterly bonuses.

49. To oblige the state bodies and local self-governance departments to service such categories like people with disability, homeless and older citizens, children who are left without parental care and help them to restore and process documents for obtaining a passport, birth certificate, pension certificate, etc. These services should be provided on a free basis and without queue.

50. In order to solve the problems of older citizens, all interested state and municipal bodies should be equally responsible.

51. Provide funds into the budget of the DSD for events on significant dates

52. Create day centers for senior citizens at the village and small town's level

53. Simplify the procedure for sending people with disability and older citizens to social stationary institutions of the MLSD KR.

### **1. Analysis of the current legislation on social services for the population, including older citizens**

The purpose of analyzing the current legislation on social services for the population including older people is the identification of shortcomings and reasons for non-compliance with the standards and requirements (see . Annex 1).

The rights of older citizens are enshrined in the Constitution of the KR, pension legislation, legislation on war veterans, armed forces and workers in the rear, social services for the population, older citizens and other normative legal acts. The experts made analyses of the following documents such as the Constitution of the KR, the Family Code of the KR, the Civil Code of the KR, the Labor Code of the KR, the laws of the KR "About State and Municipal Service", "About Senior Citizens in the KR", "About Guaranteed State Minimum Social Standards, ""About state pension social insurance", "About the rights and guarantees of persons with disabilities", "About the basics of social services in the KR ", etc. Analysis of the decisions of the Government of the KR was made, including the Resolution of the KR "About Approval of the Minimum Social standards for social services provided to persons in social stationary institutions of the authorized body in the field of social development ", " About approval of the Regulation on the social worker ", "About the adoption of the Model Provision on Social Services at Home " “Service at home”, the Regulation of the MLSD KR "About the Program for the Development of Social Protection of the Population for 2015-2017, etc. Also, the available orders mainly from the MLSD of the KR were considered. In the course of the study, 42 legal acts were examined (see Appendix 1.1.).

Based on the results of the analysis of normative legal acts on the issue of social protection of the population, including older people, it was established that current legislation doesn't include normative legal acts infringing the rights and freedoms of older persons.

Constitutional norms recommend:

- provide older citizens with pensions, social benefits, compensation instead of benefits and other income not lower than the subsistence level;
- create reliable protection of their savings and incomes;
- regulate the work and employment of older citizens.

The family legislation of the KR contains norms that establish the responsibilities for the maintenance of both children and parents. Article 92 of the Family Code of the KR stipulates the obligations of adult children to maintain their parents. Also, article 94 of the Code contains rules on the mutual maintenance of spouses, and article 101 of the same Code defines the norm on the content of actual educators. It should be noted that in practice some of the norms of this code are not met.

The labor legislation of the Kyrgyz Republic does not contain any restrictions for older people, but there are no rules regulating the work of older citizens.

KR law of August 11, 2004 No. 114 "About Civil Service" sets the age limit for the employment of a civil employer in the public service - 65 years, therefore, after retirement, men can only work for civil service for 2 years, and women can continue their activities for another 7 years.

Pension legislation plays an important role for older people including their social adaptation after retirement, maintenance of their health, relationships in the family and others, the organization of their rest and leisure, especially on their social activity. Unfortunately, current pensions do not fully cover the most basic needs of older people.

The law "About older citizens in the Kyrgyz Republic" of July 26, 2011 No. 133 refers to the special social legislation.

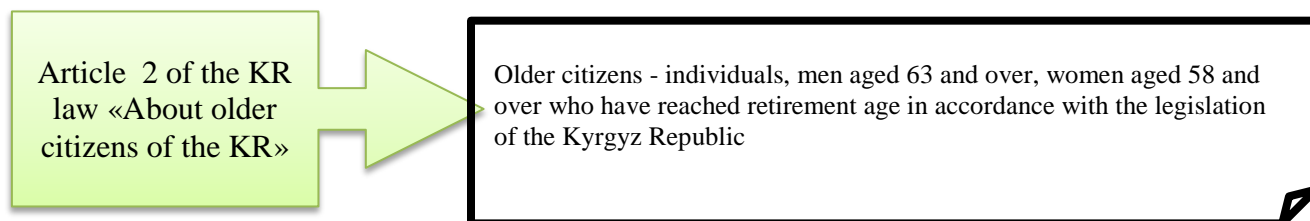


Table. 1. The main content of the article 2 of the law «About older citizens of the KR

The next law regulating the social protection of older citizens is the KR law "About the Basics of Social Services for the Population," which has a number of shortcomings.

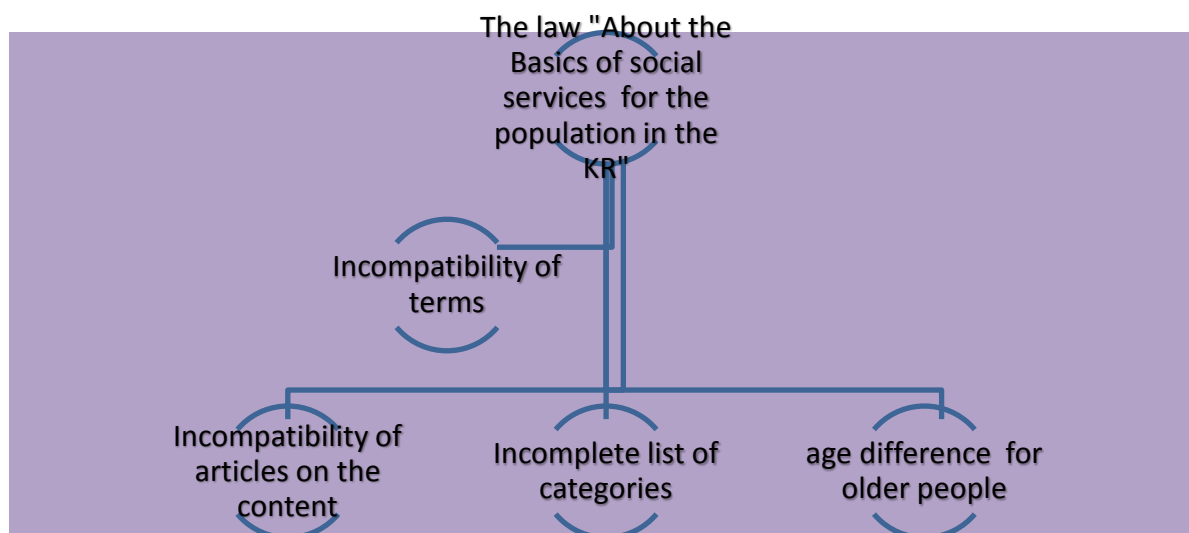


Table. 2. Scheme of identified shortcomings in KR law "About the Basics of Social Services for the Population in the Kyrgyz Republic"

In order to implement the laws on the social protection for older citizens, a number of by-laws have been adopted, including the implementation of the section "Social Protection of Older Citizens" of the Action Plan for the Implementation of the Program for the Development of Social Protection of the Population in the KR for 2015-2017, approved by Decision of KR in February 27, 2015 No. 85. Based on the results of the analysis of legislative acts, the following conclusions were made:

- There are no clear definitions like social services, social guarantees, social benefits, social assistance, social support, etc.;
- Various regulatory legal acts contain a different list of social services;
- Due to the lack of services, standards and methods for determining the cost of social services approved by the government, it is not possible to implement the process of accrediting social service providers and monitor the quality and effectiveness of the services provided;
- The implementation of approved laws is carried out with the help of non-governmental and international organizations such as the Association of Social Workers, HelpAge International in the KR, the Resource Center for the Elderly, etc. The local government and the local state administration are more focused on organizing events devoted to significant dates. A similar method of implementing state programs does not solve the problem of older people and is of a one-time, non-systematic and not sustainable.
- in KR law "About civil service", the age of the civil employer in the civil service is 65 years for citizens of both sexes, while the KR law "About older citizens" defines the retirement age for women - 58 years, and for men - 63 years, and in the KR law "About the basics of social services for the population in the KR" the older people are women and men 60 and 65 years old, respectively;
- in KR law "About basics of social services for the population in the Kyrgyz Republic", the title of articles 4 and 11 does not correspond to the content;
- the main special KR law "About older citizens in the Kyrgyz Republic" is declarative in nature, however, a number of shortcomings were revealed during its consideration, and therefore this law can not provide adequate protection for older people.
- Reports on the performance of certain NLAs are compiled on the basis of the information provided by state bodies and local self-government bodies, and there is no on-site monitoring due to the lack of a monitoring system.

## **2. Analysis of the interaction of social development departments with local governments, local authorities, territorial health and social fund institutions.**

Analysis of the interaction of the DSDs of MLSD with local governments, local authorities, territorial health and social fund institutions for the provision of social services to older citizens is the second

activity in the study "Identification of the needs of older citizens for social services and determining the effectiveness of social services at home by the territorial departments of the MLSD KR" (See Appendix 2).

The results of meetings with Heads and representatives of district state administrations, mayor's offices, territorial health and social fund institutions showed that 1) interaction of health institutions with DSD occurs as necessary. During visits, medical workers identify lonely older people, children in DS or with disability, which are immediately notified to the district or municipal DSD;

2) interaction of territorial structures of Social Fund and the Ministry of Social Development happens when providing a certificate of absence of the right to pension provision;

- during holding events dedicated to significant dates;

- during identification of lonely older people by Social Fund.

3) Interaction with the local government is mainly to provide support to older people for the holidays: "Orozo-Ait" and "Kurman-Ait", the Day of Older Persons, etc., and funds are allocated from the local budget.

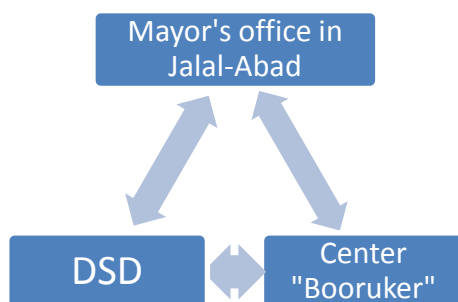


Table. 3. The mechanism of providing social support

As a positive example, it is proposed to consider the interaction of the DSD in Jalal-Abad with the municipality of Jalal-Abad. The DSD makes a budget for the whole year, which is approved at the meeting of the city kenesh and within a year the work is carried out strictly according to the approved plan and budget. The lists for the provision of social support from the local budget are made by DSD. The money allocated for social protection from the local budget is transferred to the account of the Booruker Center at the mayor's office.

Based on the analysis of the current legislation on social services for the population, four types of questionnaires have been developed to establish mechanisms and effectiveness of interaction between the territorial offices of the MLSD with the regional state administration, the mayor's offices, ayyl okmotu, territorial health institutions and the Social Fund for the provision of social services to older people. The questionnaires were developed for the Ministry of Health of the KR; for Social Fund of the KR; for the Ministry of Labor and Social Development of the Kyrgyz Republic; for local self-governance.

A summary of the respondents participating in the study on the effectiveness of interaction

Table 1

№	The name of organization	Наименование пилотных регионов				
		Moskovski district	Tokmok town	Jalal-Abad city	Aksy district	Total
1	Ministry of Health	7	11	10	5	33
2	Social Fund	5	6	6	8	25
3	Social development	9	8	24	11	52
4	LSGs	13	6	9	8	36
	Total	34	31	49	32	146

In total, 146 people from four pilots took part in the survey, the employees of the city department of social development in Jalal-Abad were more active.

Conclusions of the analyses of interaction of DSD with LSGs, organizations of the Ministry of Health and Social Fund Table 2

	<b>Conclusions</b>
1	Interaction between state bodies at the district level and local government bodies is carried out during significant dates like the Day of the Elderly, the Day of the Disabled, the Kurman-Ait and Orozo-Ait national holidays.
2	The orders received by the district administration, the mayor's office and the ayil okmotu are general. There are no specially approved activities for older citizens, there are no joint orders between state bodies for working with older people
3.	The planned measures for vulnerable groups of population are linked to economic opportunities and are repeated from year to year. The support given to older citizens is one-off and is limited to material assistance in the form of food or insignificant money.
4.	It is necessary to study the need of older people for social services in 5 ayl aimaks (local administration) of the Moscovski district and in other settlements where social workers are not affiliated.
5	In Moscovski district, all children who find themselves in DS are placed in hospital for several days and undergo a medical examination, which is a positive practice when working with family and children in DS.
6	The lack of methodological guidance regulating the social services for older people leads to irresponsible attitude of specialists to older people.
7	There is a growing need to provide separate funding for additional assistance to the needy older citizens.
8	Financial assistance to older people is provided from the local budget and from international organizations.
9	Strengthening the interaction of state bodies and LSGs to provide social support to older citizens should be solved at the central state level.
10	Payment of pensions through ATMs requires studying and introducing more flexible mechanisms.
11	A positive example is the mechanism for providing assistance to vulnerable groups of the population according to the Djalal-Abad triangle.
12	There is lack of cooperation between DSD, NGOs and international organizations;
13	There are problems related to interaction of DSD with ayil okmotu (local administration) in the process of assigning benefits. The LSGs continue to identify children's need in MBFC under pressure.
14	There are not enough doctors in the Centers of family medicine, Group of family medicine; there is no motivation for young doctors to work in the countryside.
15	In Aksy district, the social workers are assigned to older people and people with disability, whose children are abroad in labor migration
16	To improve social services at home, it is necessary to review the existing staff list and redistribute functions within the MLSD system and at the district level.

### 3. Determination of the effectiveness of social services by the territorial bodies of the MLSD KR (see Annex 3)

During the study on determination of the effectiveness of social services by territorial bodies of the MLSR KR, the socio-demographic situation of the citizens receiving social services in the MLSR KR system has been examined. The results of the study showed that the average age of the respondents was 73.7 years, of which 79.7% were women, the average age of female respondents was 74.6 years, while that for men - 70.2 years.

Target groups included: older citizens - 400 respondents; Key informants - 64 respondents. Key informants were representatives of LSGs (24 respondents) and social workers of the social development department (40 respondents).

# Number of survey clusters

Table 3.

	Number of respondents			
	Older citizens	LSG	Social workers	Total
Chui oblast				
Moskovski district	100	6	10	116
Tokmok town	100	6	10	116
Total	200	12	20	232
Jalal-Abad oblast				
Аксы́йский район	100	6	10	116
г. Джалал-Абад	100	6	10	116
Total	200	12	20	232
Total	400	24	40	464

In the study, the main beneficiaries of assistance are representatives of Russian nationality -53.5%, a third are Kyrgyz, about 17% are other ethnic groups. If representatives of the Russian ethnic group dominate in Tokmak, Jalal-Abad and Moscovski district, then in the Aksy rayon the largest number of respondents was of Kyrgyz nationality (81%).

The financial situation of the respondents was investigated through an assessment of respondents by 6 quintile groups.

The majority of the interviewed home-service recipients belong to the two extremely poor quintile groups, accounting for 85.5% of the population: the first quintile group (extremely poor) includes 27% of respondents, the second quintile group of poverty - 58.5% of the elderly.

The study included 40 social workers (95% of women and 5% of men).

The age of social workers interviewed in the study varies from 22 to 63 years. Mostly these are people of the older age group (57.9%). 2.6%, other nationalities - 2.6%. Education of social workers is different. Only a third of social workers have the specialized skills necessary to provide social services at home.

Assessment of the quality of social worker services for older people was 4.76 points, while the social worker's assessment of their work was 4.1 points, that is, more than half the score below.

The study showed that the absolute majority (97.8%) of the beneficiaries trust their social worker, while the social workers themselves believe that their clients trust them 79%.

The absolute majority (98%) of the older respondents are satisfied with the services of their social worker, while the Integral efficiency index was calculated as the difference between the positive responses of the respondents (Did) and negative (Did not).

Integral index for assessing the effectiveness of services provided by a social worker Table 4

	Did	Did not	Index
<b>Social services</b>			
1. Purchase and delivery of food and products, medicines	87,2	12,8	74,4
2. Delivery of hot meals at home	18,4	79,4	-61,0
3. Support in making meals	31,2	67,4	-36,2
4. Make food	26,5	72,1	-45,6
5. Delivery of household items and things in laundry, dry cleaning, repair and return shipping	48,5	50,7	-2,2
6. Wash things	24,2	75,2	-51,0
7. Help in paying utility bills	36,8	61,3	-24,5
8. Requests related to correspondence with relatives and friends	24,8	73,5	-48,7
9. Purchase of periodical publications, delivery of books from the library	50,7	49,0	1,7
10. Reading out loud	52,6	46,0	6,6
11. Communication and conversations	52,9	44,6	8,3

12. Assistance in carrying out minor repairs of housing, cleaning of living quarters (washing the floor and windows, cleaning the yard)	36,2	61,6	-25,4
13. Help in plowing the garden, harvesting, harvesting for the winter	20,3	76,3	-56,0
14. Help in providing fuel in winter, help in heating the living room (kindling the furnace)	39,3	60,2	-20,9
15. Chop wood and stove the stove	42,1	57,4	-15,3
16. Organization of funeral services	48,5	51,0	-2,5
<b>Aggregate index of social services</b>	<b>40,0</b>	<b>58,7</b>	<b>-18,6</b>
<b>Social and medical services</b>			
17. Assistance in rendering medical services in accordance with the program of state guarantees for providing citizens of the KR with medical care	52,9	45,4	7,5
18. Calling the medical staff at home	57,1	39,3	17,8
19. Provision of the first pre-hospital care (temperature measurement, application of compresses, mustard plasters)	46,5	51,0	-4,5
20. Accompanying to a medical institution	54,6	45,1	9,5
21. Visiting in the hospital in case of hospitalization	36,5	59,9	-23,4
22. Delivery of biological products to a polyclinic laboratory	32,0	65,5	-33,5
23. Assistance with sanitary hygiene procedures	52,9	46,8	6,1
24. Assistance in the passage of medical and social expertise	47,9	52,1	-4,2
25. Assistance in obtaining hearing aids, spectacle optics, prosthetic and orthopedic products, dentistry	46,0	54,0	-8,0
<b>Aggregate index of social and medical services</b>	<b>47,4</b>	<b>51,0</b>	<b>-3,6</b>
<b>Socio-psychological services</b>			
26. Provision of psychological assistance: conversation, communication, listening, encouraging	32,9	62,7	-29,8
<b>Aggregate index of socio-psychological services</b>	<b>32,9</b>	<b>62,7</b>	<b>-29,8</b>
<b>Social and legal services</b>			
27. Advice on the issues of social provision	23,7	76,3	-52,6
28. Assistance in processing documents for pension and social security	15,9	84,1	-68,2
29. Assist in the preparation of documents for identification in a boarding house	3,3	96,4	-93,1
<b>Aggregate index of social and legal services</b>	<b>14,3</b>	<b>85,6</b>	<b>-71,3</b>
<b>AGGREGATE INDEX</b>	<b>33,6</b>	<b>64,5</b>	<b>-30,8</b>

The integrated service evaluation index has a negative level (-30.8), which indicates that negative ratings exceed positive by 30.8 points. Despite the fact that older people highly appreciate the quality of the services of a social worker, a detailed assessment of the performance of the list of guaranteed services is assessed low. This contradiction is due not so much to the poor work of the social worker, but to the imperfect social service system.

### Needs of older citizens in the types of social services

Older people's needs in services can be divided by the frequency of mentioning in 4 groups.

1. The most requested service is material support. 71% of the older people need it.
2. From 10% to 43% of the older people need a second group of services: social services at home; provision of pensions and benefits; social and medical services; social services; social patronage; advisory assistance; social services in stationary social service organizations; social and psychological services and social and legal services.
3. Between 4% and 6% of older people interviewed need: temporary shelter; psychological and pedagogical services; social services in day care centers; social services in enterprises and in institutions of charity (hospice).

4. From 1% to 3% of clients of the social service need: support in entrepreneurial activities (people with disability and lonely older citizens); social rehabilitation.

Recommendations for the third section

- Create social clinics, social stores, social pharmacies, social taxi, social minor repair groups
- Professional development of social workers in psychology issues, first emergency medical care. After that, hire a social worker through a recruitment process. Special criteria should be the personal qualities of the social worker - honesty, responsibility, etc.
- Create a free psychological support service for social workers
- In order to avoid social dependency and integrate older people into society it is recommended to involve older people in self-employment, social business, interest clubs
- Awareness of older people about the approved number of services that a social worker should provide, as well as criteria for assessing the performance of a social worker, monitoring his work, the complaint mechanism
- In order to improve social services at home, it is necessary to unite the efforts of all organizations, including deputies, LSGs, NGOs, government agencies, international organizations, business communities, and the media.
- Business communities and the media should be motivated to solve the problems of social services for older people.

**4. Analysis of the interaction of social services with the department or sector for the provision of social services to people with disability and older people and the department of family and children support (see Annex 4).**

The reason for researching the interaction of social services with the Department or sector for the provision of social services to people with disability and older people and the Department of family and children support is the creation of new departments of the MLSD KR system:

- ☐ Department of family and children support was transferred from the structure of the Local administration and mayor's office to the structure of the Ministry;
- ☐ A department or sector was established to provide social services for people with disabilities and older citizens;
- ☐ the Social Workers' Service has been reorganized;
- ☐ a position of consultant administrator was introduced into the staff of the departments.

The material and technical base of the territorial departments of the MLSD KR leaves much to be desired. The appropriate working conditions are not created, there are not enough rooms, there is no money for repair, not enough office equipment, office furniture worn out, not enough chairs, etc. Respondents participating in the study expressed their dissatisfaction with the salaries of the employees of the MLSD system, which, in comparison with other ministries and departments, is much lower.

The newly created Service of Social Workers in the structure of the DSD does not have a Head, the principle of work, the material and technical base, the level of qualification of social workers remains at the same level.

Social workers are mainly divided between the two divisions - the Department for people with disability and older people and the Department of family and children support. Such scheme is functioning in Tokmok, Moscovski region and Jalal-Abad city. The situation in Aksy district is somewhat different. Social workers are not additionally assigned to the Department of family and children support. Therefore, due to the lack of a single procedure and requirements for the created Service, the organization of activities is conducted at the discretion of the head of the DSD.

The results of the study showed that social workers have the following additional activities except social services at home:

- ☐ they are involved in the process of identification and support of families and children in DS;
- ☐ conduct examination of living conditions of the families in DS and compose the Act of the Living conditions;



- ☐ fill in the social passport of the low-income family and participate in the process of preparing the report;
- ☐ conduct home visits and compile lists of people in need;
- ☐ participate in the organization of events;
- ☐ specify the reasons of non-receipt of benefits or compensation for three or more months;
- ☐ participate in various activities conducted by both the DSD and Juvenile Inspection, LSG, Local administration;
- ☐ they are involved in local government mobilization of the population;
- ☐ on request of the Department of state social guarantees they deal with the collection of the necessary additional documents;
- ☐ conduct information and explanatory work;
- ☐ work with social teachers to discuss children not attending school.

When studying the activity of the Social Workers' Service (see Figure 4), it was revealed that, to a large extent, social workers are involved in the tasks of protecting the rights of families and children.

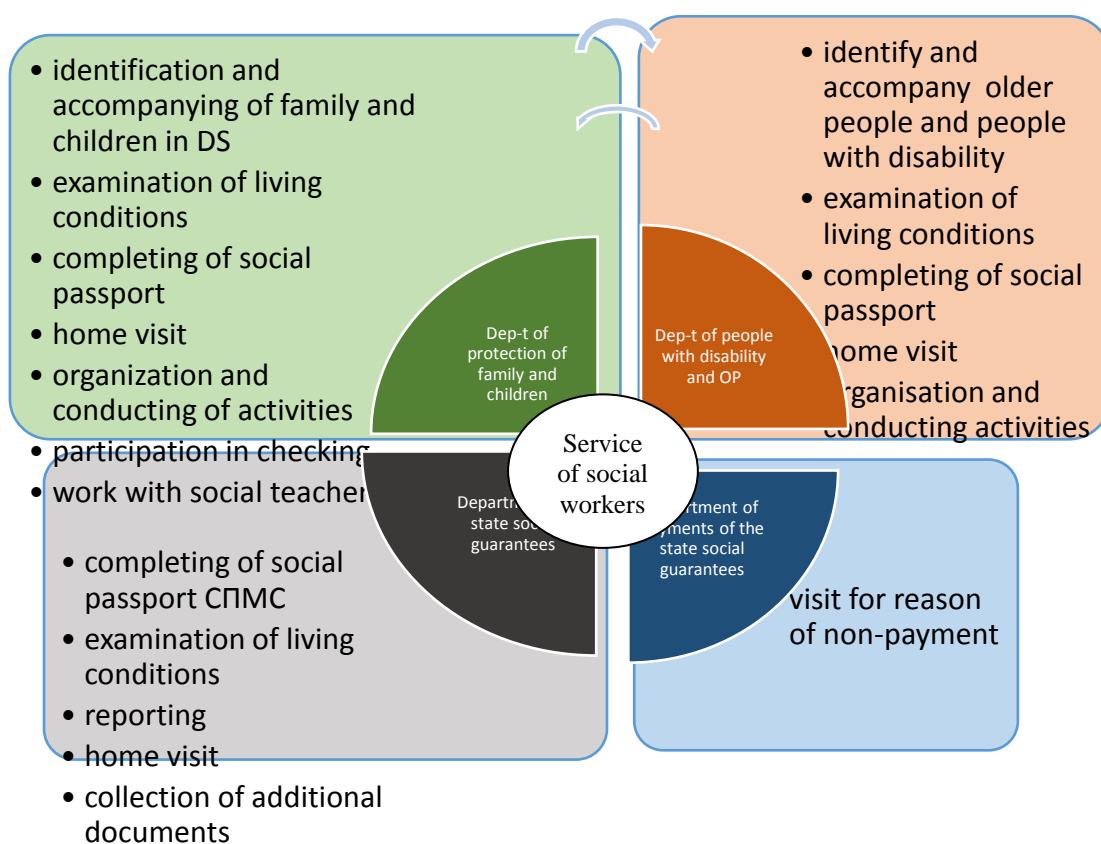


Table 4. Interaction of the Service of Social Workers with departments of social development

Number of social workers participating in the mapping process Table 5

№	Name of pilot Departments of social development	Number of social workers			
		On staff list	Actually working	Participated in mapping	Proportion of social worker, %
1	Tokmok town	20	20	5	25
2	Moskovski district	18	18	5	28
3	Jalal-Abad city	32	29	6	21
4	Aksy district	23	22	6	27
	<b>Total</b>	<b>93</b>	<b>89</b>	<b>22</b>	<b>25</b>

The results of social worker's mapping are detailed in Appendix 4.1.

On average, 25% of social workers in 4 pilot DSDs were involved in mapping.

On the basis of the meetings with the employees of the DSD and the mapping of social workers, it is necessary to note the following: 1) territorial DSD does not have the necessary material, technical, personnel and financial resources for a qualitative solution of the tasks assigned to it; 2) low salaries entail a turnover of staff, no interest in performance of functional duties; 3) the low capacity building of employees leads to a lack of understanding of the significance of the development of social services at the local level; 4) the absence of a system of professional development leads to a passive attitude towards work, which affects the quality and timeliness of the provision of social services, etc. The system of providing social services at home to lonely older people and people with disabilities has a number of significant problems that must be solved at the state level. However, it is important to acknowledge the efforts of the Heads and staff of the pilot regions to perform the functions assigned to them.

## **LIST OF ACRONYMS**

KR – Kyrgyz Republic

GKR – Government of the KR

RGKR – resolutions of the Government of the Kyrgyz Republic

MLSD KP – Ministry of Labor and Social development of the Kyrgyz Republic

DSD –Department of social development

MDSD – municipal department of social development

DDSD – district department of social development

DSA – district state administration

LSA – local state administration

DS – difficult situation

LSG – local self governance

FMC – the family medicine center

GFD – group of family doctors

Social worker – social worker of the department of social development

SWS -Social Worker's Service

PD – people with disability

OC – older citizens

DFCS – Department of family and children support

DPFC – the Department for protection of families and children

ДSP – Department of social provision

MBFC – monthly benefits to low-income families

MSB – monthly social benefits

DPSCPDOС-The department for the provision of social services to persons with disabilities, older citizens

SSW – Service of social workers

LC- living conditions

DSSG – Department of state social guarantees

DPSSG - Department of payments of the state social guarantees

JI - Juvenile Inspection