Advocacy with older people: Some practical suggestions

Advocacy by older people, with older people and for older people





Leading global action on ageing

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HelpAge International is a global network of not-for-profit organisations with a mission to work with and for disadvantaged older people worldwide to achieve a lasting improvement in the quality of their lives.

Advocacy with older people: Some practical suggestions Advocacy by older people, with older people and for older people

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Advocacy: What is it and why is it important?

Everyone thinks that they know what old age is like and what older people want and need. But there is only one group of people who really know what matters to them—and that is older people themselves.

But how often do older people get consulted when important decisions are being made—even decisions that may affect them very deeply?

A few older people, usually those who hold or have held important positions in their lives, are still able to have an impact and get their messages across. This is because they have access to information, good contacts with decision makers and have experience with formal meetings, speaking to the media, negotiating and working with big organisations.

But for most older people, especially disadvantaged older people, the picture is very different. They feel very remote from people in power, they do not feel well informed or confident to speak up when 'important' people are talking about them.

So, what usually happens is that experts, professionals, politicians, government officials, health and community workers, the press and others all think they know about older people, and what to say and do about the situation of older people.

But do they really know?

We think that older people have a lot to tell the rest of us about how to make life more rewarding and fair for all age groups and that is why we are working on advocacy.

Raising awareness of decision makers, donors, the public, older people themselves, nongovernmental organisations (NGOs), and other relevant groups, about how important it is to ask older people will help ensure sustainable impacts of local level work. Furthermore, increased awareness will empower older people to take on their own issues in a more receptive, supportive and informed environment.

Advocacy with older people raises consciousness and helps to organise older people and local communities. NGOs play an important role in increasing older people's level of awareness of the resources available to them, community support, and the opportunities they have to help themselves. Some older people might not even be aware of their basic rights, such as their right to clean water or a better quality of living.

Awareness-raising, advocacy, and influencing policy are central to the work of HelpAge International and our strategic vision as an organisation. We look forward to continued learning with our network members, older people, and other interested groups towards increasing our involvement in the policy processes that will bring about lasting positive change to the lives of older people.

The purpose of this manual is to help communities and organisations explore ways of meeting this new challenge in ways that are culturally appropriate and sustainable. Much of the information in this manual came from participants in a workshop "Practical Tools for Policy Involvement" held in May, 1999 in Chiang Mai. HelpAge International would like to express their appreciation to all of the participants who willingly shared ideas and experiences.

We don't have all the answers here.

Ask questions, try things out, and share your experiences.

Above all-start!

This is a handbook—use it and make notes in it.

Don't just read it!

The goal of advocacy is to promote change – changes in attitudes, policies and actions. Older people's issues have been a low priority for government and non-government bodies at a time when older people have become increasingly marginalised from their families, communities, and the development process for a variety of reasons. This means that advocacy and awareness-raising with older people needs to promote changes to a variety of audiences – the public, service providers, NGOs, government, and even older people themselves. The experience of older people and models of good age care practice are the basis for raising awareness about the needs and circumstances of older people.

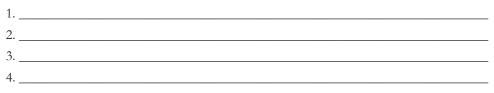
Changes in policy will hopefully lead to allocation of resources for services, programmes or benefits for older people, or to the inclusion of older people in existing programmes. However, this is not necessarily the case, particularly in countries where material and financial resources are in short supply. Rather, policy changes might reflect an intent on the part of policy makers and other decision makers to improve the services offered to older people, include older people in existing services, or develop new services for older people. Some governments may use these policies to attract funding from international donors, and some NGOs and governments may improve access to existing resources by older people.

This means that advocacy and influencing policy are long term processes, and advocacy and awareness raising must continue even after a policy is developed.

Some examples of goals of advocacy with older people:

- Raise the priority of ageing issues for government, NGO and international bodies.
- Ensure inclusion of older people in the mainstream activities of communities, government and non-government organisations.
- Develop strong and effective older peoples' organisations which facilitate their empowerment and the development of a powerful, co-ordinated voice for older people's issues.
- Develop and disseminate information and images of older people that raise awareness
 of their capacities and contributions, as a means of challenging stereotypes of older
 people as disabled, unproductive and dependant.
- Increase awareness and understanding of ageing issues and the ageing process across the community, and in particular with service providers, as a means of reducing misunderstanding and misconceived ideas about the nature of support required by older people.

What other goals can you think of?



In identifying advocacy goals it is important to acknowledge challenges and barriers. By identifying barriers and reflecting on how to address them, we can often focus and clarify goals.

Barriers to effective policy development with and for older people include:

- Governments and NGOs do not perceive a need for services for older people because they assume that older people do not need help and that their families will care for them.
- Limited resources for policies/programmes addressing needs of the elderly.
- Lack of co-operation between agencies creates distrust between older people and policymakers.
- Attitudes about older people.

What other barriers can you think of?

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Advocacy and awareness raising

Advocacy and awareness raising towards eventual changes in attitudes, policies and actions does not occur with just older people and governments, nor just with NGOs and governments. Involving several groups is a key to success.

The public

Influencing public opinion and increasing awareness in the public is important to change perceptions of older people and challenge the widely held opinion that they are a burden – not contributors – to society. To raise awareness effectively, organisations should target different parts of 'the public' in different ways, for example, the private sector, universities, media, or religious groups. Older people should participate in delivering and developing messages, as the most effective form of developing awareness comes from the older people themselves.

Many methods can be used to provide information and positive images of older people to the public, such as:

- Distributing printed materials such as posters, calendars, leaflets, etc. with information and positive images of older people
- Working with media to change how they represent older people.
- Holding events and celebrations featuring older people not just well-known older experts or leaders, but some of the many poor or uneducated older people who make outstanding contributions to their communities.

What are other methods that you can think of?

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Older people

Methods used to increase awareness among older people include self-help groups, media, seminars and panel discussions, and intergenerational projects involving schools. It is important for ageing to be on the agenda of other organisations and governments. Advocacy targeted at other groups will be fed back to older people and give them a greater sense of confidence knowing that other groups are acting on their behalf.

What are other methods that you can think of?

-

NGOs and service providers

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Raising awareness with NGOs and service providers will increase interest and ultimately inclusion of older people in their existing programmes, and the potential development of services targeting older people. Advocacy efforts should target NGOs and organisations that do not have ageing issues on their agendas. For example, an organisation whose primary beneficiaries are women, but who currently does not include older women, could be encouraged to include older women. A hospital that provides healthcare to a wide group of beneficiaries currently not including older people, could be convinced of the importance of integrating older people into their existing work.

Who are NGOs or service providers that you could target with advocacy?

Policymakers, government leaders, key decision makers (including donors)

This group should be targeted with general information (your information for the public) so that they become more aware of older people and their contributions and issues. Invite them to your events, include them in your distribution of materials. It is also helpful to approach them with specific projects or policy ideas. It is important to understand existing rights and entitlements of older men and women. You can do this by reviewing the policies and commitments the donors, governments and service providers, you are working with, have made relating to both older people and vulnerable groups in general. For example national poverty reduction processes (PRSP's), Madrid International Plan of Action on Ageing, local and national health and social protection policies. You can then tailor your advocacy to the interests of the key decision makers and the rights and entitlements they are responsible for delivering. Ideally you should identify possible solutions as well as problems.

Advocacy efforts must continually work to sensitise organisations to the needs of older people. NGOs and service providers that are well-informed and interested in issues of older people will, in turn, advocate with other groups and empower older people to participate in policy processes.

Another goal of awareness raising with NGOs and service providers is to develop links towards sharing information and resources whenever possible to avoid replication and increase the impact of messages. These links can ultimately result in networks or coalitions.

What groups do you already work with? How could you involve them in your advocacy efforts?

What existing policies and commitments relating to older people do the governments, donors and service providers you plan to work with already have?

- 1._____
- 2. ____

3. ____

4. _____

How to involve disadvantaged older people

How to involve disadvantaged older people in advocacy and influencing policy

The outcome and impact of policies for older people will ultimately be determined by the level of influence and participation of older people, especially the most vulnerable, in policy processes and discussions. Older women, who are the majority of older people due to longer life expectancies, are more vulnerable than men are, as most have only worked in the informal sector leaving them with fewer marketable skills and no retirement compensation. Widows are the most vulnerable of all older people, since they often rely solely on the goodwill of relatives for economic security. Urban poor elderly are challenged and disempowered by poverty and lack of access to social services, often compounded by geographic displacement from traditional homes. Rural elderly face poverty, isolation, extremely limited services and lack of physical access, and the loss of families to migration. How can we assure that these older people are able to participate?

A good way to begin thinking about this is to reflect on how to finish the following statement:

Older people could increase their involvement and influence in policy making if only...

- basic needs (e.g. transportation, adequate food, health services, income security) of older people were met.
- there was more information about older people and families from older people.
- . there were more older people's organisations and a larger power base for advocacy.
- there was greater cooperation among all NGOs and policy organisations concerned with older people and ageing issues.
- there was a greater use of media as an awareness builder about ageing issues.
- more older people themselves were involved in advocacy and training.
- information from older people could be heard by politicians and decision makers in a way that could be truly motivating and powerful.

These are all conditions, that, if met, would increase the involvement of disadvantaged older people.

What are other conditions that would help older people increase their involvement?

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Empowerment and older people

Before older people can influence policymaking decisions, they must be empowered to play a role in the policymaking process. NGOs play a critical role in empowering older people to organise themselves, address their own needs, and develop a voice that can be heard.

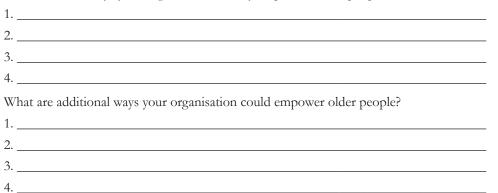
Older people's groups

In order for older people to take responsibility for themselves and regain decision making roles, they must have a sense of confidence and self-worth. Feeling an important part of a community is essential, and older people's groups help them have a voice in the community and develop their capacity to respond to their own needs and provide support to each other. Organising older people into associations or self-help groups is an important step in empowerment, and a means to also support them to meet basic needs.

Training and skill-building

Lack of skills of older people to express and describe their situation, skills, contributions, needs and recommendations to politicians, NGOs, and other groups is a barrier to their participation. The role of NGOs in empowering older people is to act as a catalyst and not the "doer." NGOs can provide training and skill-building necessary for active and meaningful participation including skills to help older people identify their concerns, analyse the link to policies, and develop feasible recommendations for decision makers. Empowering older people and supporting skills development assures their ability to advocate for themselves and take an active role in discussions and decisions about services and policies that affect their quality of life.

What are some ways your organisation already empowers older people?

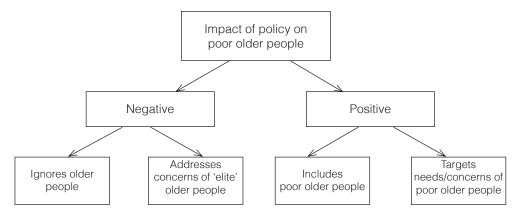


How do policies affect disadvantaged older people?

Most of us think of policies as relating only to government, but any resource-holder or service provider has policies about allocation and use of their resources and what services are provided to whom. Policies of government, NGOs, service providers, local groups and even a single leader or decision- maker all impact older people.

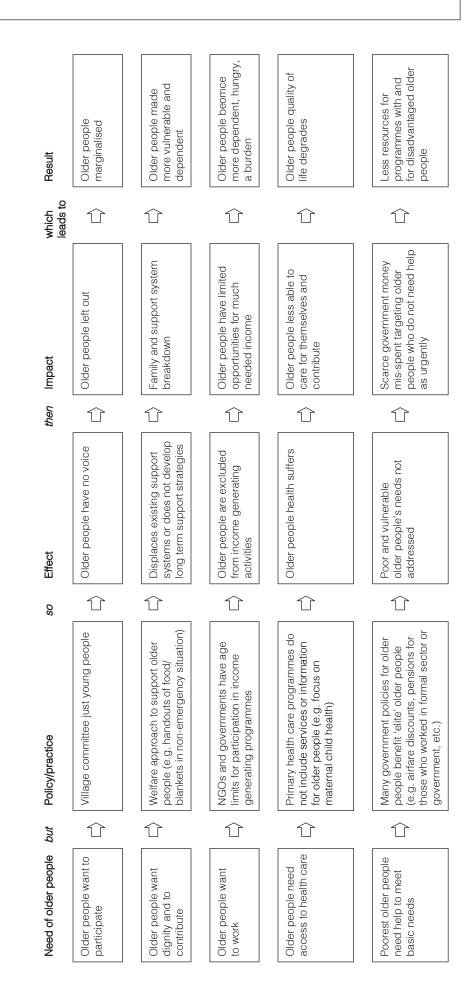
Policies and programmes are not neutral, but impact the lives of older people in a number of ways. Policies and programmes might exclude older people, either explicitly or by not taking into account their needs and concerns. For example, microcredit schemes are a popular poverty alleviation programme targeting the most vulnerable in society. However, most microcredit programmes have age limits of 45 or 50 years. Policies, particularly government policies, might positively impact those older people less in need of support – the better educated or those with pensions or support. This is because these older people may be in a more favourable position to influence decisions.

Policies can also support disadvantaged older people by including them as part of a larger group of beneficiaries (e.g. 'the poor', or all older people) or by targeting them specifically.



What are some examples of policies that support disadvantaged older people, or ignore or even harm disadvantaged older people?

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2.	
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4.	
4.	



The impact of policy and practice on the lives of older people

8

Need of older people	but	Policy/ practice	SO	Effect	then	Impact	which leads to	Result
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				仓		仓		仓
				1		2		3

Usually organisations intervene at #2 or #3, after the problem has been manifested. It is also an effective strategy for organisations to intervene earlier (#1) at the level of the policy or practice that is causing the problem to begin with. This can also change systems, structures and behaviours in a permanent way so that the impact of the organisation's efforts is longer-term and sustainable.

Here is one approach to identifying problems and issues you might want to try.

Take a problem that older people you work with face, and try and identify the causal links between the needs of older people and the impact of a policy (A through E).

A. Need _____

B. Policy

C. Effect ____

D. Impact _____

E. Result _____

At which stage is your organisation currently working?

At which stage do you want to work?

Changing policies at different levels

Policy decisions and advocacy can take place at the local (community) level, or at the provincial/state or national level. Different although similar strategies and processes are used to influence changes in policies at different levels.

At the local level

In beginning your work with older people to change policy, it is good to start with small, specific, local issues that affect them directly. This will help to assure the participation of older people, and small successes will create hope. As the skills and experience of older people and your organisation increase, you can work up to larger issues.

Here are steps you could use to change policies at the local level:

- 1. Help older people organise to help themselves.
- 2. Support older people in identifying a policy of any group or even person that they want to change. Help them see the link between 'problems' they might identify and the policy decision behind the problem, and to clearly identify the policy change that they want.
- 3. Let community leaders know about what you are doing, and get them involved. Promote dialogue between local leaders and older people—invite them to your meetings, and activities, etc.
- 4. Spread information (raise awareness) in the local community about your issue. Is anyone else concerned that might want to join your cause?
- 5. Inform the group or policymaker about the issue and the desired change.
- 6. Use collective action to influence the decision
- 7. Make sure the policy change means a change in practice or action!

Here is an true example of older people changing a local policy.....

In an urban poor area of Manila, the president of an older people's group sought a location for a local medicinal herb garden within their slum area. The medicinal herb garden was part of a larger health programme of the group. The only available land was in front of a warehouse owned by someone from outside the community. When the president of the group requested use of the land, the owner refused. In a new strategy, the entire older people's group (over 50 members) requested use of the land publicly, with much of the community looking on. They also expressed their desire to ensure the security of the warehouse in addition to using the land for their herb garden. The owner realised that he had much more to lose than to gain by refusing, so an agreement was easily reached. An herbal garden was planted and is now maintained by the group. The older people gained access to the resource they needed, the community is aware of and supports this project, and the owner of the warehouse is now linked into a community activity.

What were the keys to their success?

At the province/state or national level

When working at the province/state or national level, the process is usually more complex. More people and groups should be involved, and the process will usually take longer.

Here are some suggestions for working at this level:

- Be persistent! Don't give up—it takes time to make changes at this level!
- Get key decision makers involved.
- It can help—sometimes—to start at the level of the community then move to the state/provincial level, and then national.

- Develop a strong relationship with a person in the national government to learn what their concerns are, and offer advice.
- Relate your advocacy to their interests, policies and commitments.
- Involve government decision makers in your meetings and trainings.
- Offer concrete—but flexible—goals and policy suggestions.
- Use local level examples to provide evidence why the policy is needed or should be changed.
- Network with other NGOs to help find common goals and projects.
- Keep on advocating! Just because a policy is passed doesn't mean it will be implemented.

Here is one step-by-step process for working at this level:

1. Identifying a policy issue	Issues should be identified with older people, but service providers, research, and older people's families can also identify or highlight issues.
2. How important is the issue?	Prioritise and define the issue. How widespread and how severe is the problem? Who is affected?
3. Analysing current policy	Is there a current policy? What programmes support the policy? What are the problems with the policy/ programmes? Is anyone else trying to change this policy/programme?
4. Political analysis	What is the government, NGO or service provider's stake in the issue? What will be the main barriers to getting them to address the issue? How important is the issue to people who might influence the policymaker?
5. Policy development phase	What policy changes are needed so that older people can get the services they need? What are the policy options?
6. Policy strategy	a. Getting the government, NGO, or service provider to recognise the problemb. Developing realistic recommendations that policymakers are likely to considerc. Advocacy to promote support and understanding of the issue
7. Monitoring and evaluation	Outcomes must be measurable. Has the policy changed? Is the government, NGO, service provider or the public more aware of the issue? How will you continue to advocate to ensure that the change has impact?
What part of this is your orga	anisation already doing?

2. ______ 3. ______ 4. _____

Coalition building and networks

Building coalitions and networks is an important part of enhancing an organisation's potential for policy involvement. Once NGOs have identified other groups, organisations and agencies that could or should be working with older people, the next step is to determine how these groups can work together. An NGO can provide leadership and opportunities for building coalitions and networks between all concerned groups and act as a catalyst for involvement of the coalition in advocacy and policy.

Building effective coalitions requires:

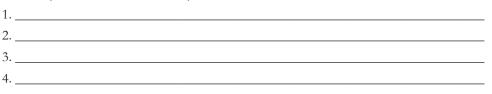
- identifying all potentially concerned groups,
- identifying the common interests of these groups,
- determining how these groups can be brought together for collaborative action, and
- assuring a key role for older people in the coalition and the process.

Groups can initially be brought together for building a coalition or establishing a network through conferences, forums, meetings with community leaders and policymakers, coordinating international or national events/celebrations (e.g. IYOP events), publicity campaigns, or linking groups through participatory research. Older people should have a central role in coalition building and networks that focus on their issues, and NGOs and other organisations need to provide support and information that allows them to take on decision-making roles. Older-person-led initiatives are particularly powerful.

Coalition building could start by having older people identify a need and design a project, which could be used to rally the support and involvement of other organisations and interested parties. An intergenerational focus is often important for creating common interests between organisations focussing on other age groups. Older people can also be involved in network building through participatory research, and participation in organised events, forums and workshops.

Coalition building and networks are critical to awareness-raising and impacting policy development, however, it is a challenging process. Identifying issues that will motivate action and involvement by diverse groups is not always easy. This obstacle can be overcome by sharing information and creating a dialogue on ageing to help all groups, including the young and old, realise that they would be the beneficiaries of joint efforts. Common interests will increase as society develops a greater understanding and awareness of older people.

What ways to build coalitions can you think of?



What coalitions are you already a member of? How could you increase their interest in older people and ageing issues?

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Advocacy with older people: Some practical suggestions Building capacity

Building capacity for policy involvement

Policy development, including advocacy and awareness raising, is a complex process requiring a wide variety of skills. Building the skills and capacity of organisations and older people for effective involvement in policy development is thus essential to their involvement in policy processes. Necessary skills and abilities include collection of data, the use of data for creating and analysing policies, developing appropriate strategies, monitoring and evaluation of policy implementation, and effective communication and leadership. Strong communication skills also increase awareness and enhance mobilisation, resources, and lobbying efforts.

Data collection

Data collection is important for accurate information about the situation, needs, and recommendations of older persons to inform the development of appropriate and relevant policies and programmes. Information should always come directly from older people, including the poor and vulnerable, and when possible, older people should also collect and analyse the data. Skills are needed in the following areas for effective research and data collection: semi-structured interviews, focus group discussions, participatory research methods, and surveys and questionnaires. Formal training complemented by experience is the best method for developing these skills. Equally important are the skills necessary to analyse data once it has been collected. The compiling, storing, analysing and sharing of data are what will determine the data's potential to influence policy. Data collection and analysis play an important role in identifying and meeting community objectives for change. Data collection provides information that enables older people to help themselves and gain the support of government leaders and other policymakers.

What data does your organisation already have that can be used for advocacy?

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Leadership

Older people and organisations must have strong leadership skills to act effectively as catalysts for action by networks, coalitions, communities and older people's groups. However, there are many leadership styles, and care must be used to develop leadership skills that empower all participants, particularly older people. In the challenging work of influencing policy development, strengths and abilities of all group members must be available, not just those of the leader.

The most effective leadership style is the empowerment leadership model. This style of leadership means that information and decision-making responsibilities are shared among all members, resources are drawn from all members, and there is the belief that all members have something to contribute. Each member is empowered by building on individual strengths through designated roles and tasks. This type of leadership also builds capacity of all group members for ultimate leadership, as all have opportunities for management and decision making. Providing this experience, along with skills training, to older people is key to their empowerment and ability to speak for themselves to NGOs, service providers and ultimately to policymakers.

How can you ensure that your organisation is involved in empowering leadership?

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Moving from policy to action

A policy is not meaningful until it is carried out at the local level. The ultimate goal of policy involvement is for policies to be successfully implemented and result in action for the betterment of the lives of older people. Networking, empowerment, capacity building and advocacy are all fundamental steps in facilitating successful policy processes, but the greatest challenge is transforming policy from a document or piece of paper into action. Methods for moving a policy from a document into action depends on the type of policy each organisation is pursuing. Some policies may be aimed at older people, and others might be sector or issue-specific policies in which older people's needs and interests may be met.

With policies specifically for older people, it is important to make sure that adequate resources are allocated for programmes, services or benefits assured by the policy, that older people know about the new services or benefits, and that all eligible older people, especially the disadvantaged, have access.

With broader policies including other groups besides older people, it is important to make sure that both the service providers and older people know of their right to the benefit or service, and that they have information and access.

Fostering relationships with influential organisations and government leaders is important for effective advocacy that assures policies a high priority for action. Ongoing advocacy and sensitisation of key policymakers and implementors to the needs of older people even after legislation has been adopted is also important.

Older people and organisations representing older persons should also hold seats and leadership positions on ageing-related committees that advise or assist government with implementation. The implementation, monitoring and evaluation of policies are often carried out by designated committees or commissions.

NGOs can help policy take form by providing policymakers with initiatives and models of successful projects. Conferences, workshops and seminars are valuable opportunities for influencing policy direction and sharing information to aid policy implementation. Devolving power to local structures for policy implementation and action is achieved through sensitising local communities and publicising issues.

After implementation, policies must be evaluated. Policy evaluation is important for noting reasons for successes and failures and examining policy strategies. In order to be critical of existing policies, NGOs must identify what is not working and what role they can play to help change it. As indicators and quantitative measures are not always available, NGOs and governments must use other forms of feedback such as forums or round-table discussions.

NGOs can act as a liaison between national, regional and local level decision makers who must work together to successfully implement policy. If communication and information are not shared across all levels, the policy implementation process is hindered. Moving a policy into action is part of the continual dialogue between policymakers and local communities.

Most important, organisations must insure that older people are being asked about policies and that their input is valued.

Advocacy with older people: Some practical suggestions Resources

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Resources

Visit our website

www.helpage.org for key facts on ageing, regularly updated news features, policy, research and programme information and details of all publications including translations, with many texts available to view on screen and download.

Ageing and Development

A regular briefing providing news and analysis of ageing as a mainstream development issue. Free to policy makers, programme planners and researchers concerned with development and poverty eradication.

Ageways

Ageways is a regular publication that exchanges practical information on ageing and development, particularly good practice developed in the HelpAge International network. Recent and planned issues include:

Ageways 68: Advocacy and older people (February 2007). This discusses the reasons for integrating advocacy activities into programmes and provides practical guidelines and examples, including how to collect evidence to support advocacy.

Ageways 67: Older citizens monitoring (June 2006). This promotes citizen monitoring as a development approach, drawing on HelpAge International's older citizens monitoring project in Bangladesh, Bolivia, Jamaica, Kenya and Tanzania and a similar project in Ethiopia.

Issue 60: Special issue on the 2002 Second World Assembly on Ageing (July 2002). This includes a summary of the Madrid International Plan of Action on Ageing, and reports on older people's participation in the NGO Forum preceding the Second World Assembly. http://www.helpage.org/Resources/Regularpublications/Ageways

AgeNews Asia/Pacific

This regional newsletter aims to highlight issues of ageing and the rights of older people in Asia/Pacific as well as sharing experience in working with and for older people. It is published every four months.

http://www.helpage.org/Worldwide/AsiaPacific/Resources

Ageing in Africa

Ageing in Africa highlights the issues affecting older people in Africa and provides updates on HelpAge International's regional activities. It is produced three times a year. http://www.helpage.org/Worldwide/Africa/Resources

Madrid International Plan of Action on Ageing

The Madrid International Plan of Action on Ageing 2002, adopted at the Second World Assembly on Ageing, is the first international agreement that specifically recognises the potential of older people to contribute to the development of their societies. It commits more than 160 governments to include ageing in all social and economic development policies, and to halve old-age poverty by 2015, in line with Millenium Development Goals.

http://www.un.org/esa/socdev/ageing/waa/a-conf-197-9b.htm

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