

Advocacy toolkit

Advancing equality for older people





Background

HelpAge International is undertaking a global project which aims to deepen understanding of protection against age discrimination in the law, make recommendations for change where the law is lacking, and develop the concept of an age equality duty.

Structure

This toolkit is divided into four parts:

Step 1: What is your context? will aid you to understand the context you are advocating in.

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Step 2: Who can make change happen? will allow you to map the actors who will have the biggest impact on the realisation of your objective.

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Step 3: What is your approach? will allow you to develop the most effective strategy to advocate for change.

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Step 4: Are you achieving change? will help you to measure whether you are on track to achieving change and to adjust your strategy where necessary.

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Please begin by reviewing the toolkit and then proceed to complete your own advocacy strategy using the templates provided in the Annex on page 17 \rightarrow

Purpose

This toolkit is designed to help you develop a strategy to guide your advocacy for the adoption and effective implementation of anti-discrimination legislation that prohibits discrimination on the grounds of age and includes age equality duties.* We know that you have experience of advocacy and that it is you who is best placed to develop advocacy strategies to engage decisionmakers in your country – the purpose of this guide is not to instruct you but to provide you with a methodical approach to working through what we think are the main questions to be addressed when developing your advocacy strategy.

Advocacy

The collection of strategic activities aimed at triggering a change in law, policy or practice through the political process.

Strategy

An overarching plan setting out the means by which your activities will achieve your objectives.

Before turning to this toolkit, you should first review the complementary **national legal study** for your country. Put together, these two items – the **national legal study** and the **advocacy toolkit** – provide the necessary toolbox for you to advocate for change.

* Anti-discrimination legislation Under international human rights law, States agree to combat discrimination and make progress towards equality. This requires the adoption of comprehensive anti-discrimination legislation, which prohibits all forms of discrimination in all areas of life on an open-ended and extensive list of grounds, including age. The law should establish a framework for promoting equality for older people and put in place the necessary enforcement and implementation mechanisms needed to ensure access to justice and remedy for victims. For more information, see the global study produced under the project, *Advancing equality for older people* →

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Step 1: What is your context?

A necessary first step to any advocacy is to understand the context you are advocating in – it is only through a good understanding of context that you can identify the best strategy to advocate for legal reform to address ageism and other forms of age discrimination.

When developing an advocacy strategy, civil society will often begin by undertaking a legal analysis to understand where the law is lacking as well as any weaknesses in its enforcement and implementation. In your case, this legislative analysis has been undertaken for you – your **national legal study** analyses the applicable legal and policy framework and whether it adequately protects against ageism and other forms of age-discrimination. The study also identifies gaps in the framework and opportunities to advocate for reform. This information will be crucial to helping you establish your **objectives** (as will be explored further in Step 3: What is your approach? \rightarrow).

However, a legal analysis alone does not systematically consider all aspects of the environment you are

advocating in. The first step of this toolkit provides you with a series of questions which – together with the **national legal study** – will enable you to undertake a thorough analysis of your context.

Use the questions in the table below to guide you to analyse your context.

Tool 1: Context analysis

We consider that conducting a context analysis in each of the areas in the table below is a good starting point, though you may consider that some of these are not relevant in your case, or that there are other areas you need to consider. You should also consider how these different aspects influence one another – for example, how are the media or the public influencing the policy or legislative agenda?

Please note: There will be overlap with your **national legal study**, and this is encouraged: they are designed to complement one another and to help ensure your analysis is as thorough as possible.

Context analysis table

Political	 It is essential to understand the position of all political stakeholders and their influence and position on your advocacy objective. Who is in power? What comments have they made on the effectiveness of the legal framework in addressing ageism and other forms of age discrimination, and what is their stance – if any – on the prospect of legal reform? Who is in opposition? What comments have they made, and what – if any – 					
	 Who is in opposition? What comments have they made, and what – if any – is their stance on the prospect of legal reform? Are there any upcoming elections or key political events that may influence or alter the stance of key political stakeholders, or change their position in the political power structure? 					
	 What key trends are exerting pressure on the government? 					
Policy and legislative	Use the information gathered in your national legal study to highlight any current or prospective legislation or policies of relevance to your advocacy objective. In some States there are legislative reform efforts underway, for instance, pushing for the adoption of comprehensive anti-discrimination laws, or age-specific legislation. In other countries, particularly those with a relatively strong legal framework, national advocacy efforts may focus particularly on improving the implementation of existing laws.					
	 Are there any legal reform efforts, or proposals for non-legislative policies, related or relevant to your advocacy objective? If so, which political and institutional stakeholders support them, and which do not? 					
	 Thinking about any existing legislation or non-legislative policies relevant to your advocacy objective, is any of it the subject of political or policy debate? If so, is it receiving support or is it in jeopardy? 					

Media	 It is valuable to pinpoint any allies or opponents in the media. Allies may be called upon to build momentum toward your advocacy objective, while negative media from opponents may impact negatively on the realisation of your objective by – for example – gaining the attention of the other stakeholders you are seeking to influence, like politicians. Have any media outlets or journalists published on the issue of ageism and other forms of age discrimination? Have any expressed support for, or opposition to, the prospect of legal reform to address discrimination on the grounds of age? To what extent do these media outlets or journalists effect the stakeholders who have the most influence over the realisation of your advocacy objective?
Civil society	 It is important to consider the attitudes of civil society organisations, law centres, academics and others within civil society towards your advocacy objective. It is additionally helpful to identify which among them – because of their resources, visibility, or influence – may have the biggest impact in helping you to achieve your advocacy objective. Which civil society organisations, academics and law centres are actively involved in advancing the equality of older people and combatting age discrimination? Which among them have the interest or ability to be more active in their support, and which have the resources, visibility, or influence to help realise your objective?
Public	 It is valuable to consider whether your advocacy objective – and issues relevant to it – is supported or opposed by different groups. To what extent is public opinion in favour of addressing ageism and other forms of age discrimination? Are you aware of any opinion polls, focus groups or market research conducted on this issue? Are there different groups – such as older people – who have a different view to most of the public and/ or a particular interest in your advocacy objective?
International and regional	It is useful to identify any inter-governmental actors which can influence change in your context.Which international or regional actors are active in your context and possess a mandate which is relevant to the aims of the project?

Below are extracts from context analyses previously undertaken by civil society actors. In each of the cases, civil society organisations have focused on identifying opportunities for, and obstacles to, the adoption of a comprehensive anti-discrimination law.

Context analysis example

Political	Myanmar, 2016 Elections in 2015 led to a change in government for the first time in decades. The National League for Democracy now has significant (though still limited) power in government. It has signalled its commitment to democracy, rule of law and human rights, all of which augur well for legal reform. However, the new government's power is limited, and the situation is uncertain; democracy remains fragile and there are influential extremist groups who would mobilise opposition towards the government if certain reforms are brought forward.
Policy and legislative	Kenya, 2011 The new Constitution, adopted in 2010, created a requirement for the government to pass secondary legislation in various areas, to adopt regulations and to establish constitutional bodies and mechanisms. One such area is a requirement to pass legislation to establish a new Human Rights Commission. It might be possible to advocate for this legislation to include elements of a substantive anti-discrimination law.
Media	Guyana, 2010 The media largely represents public sentiment towards LGBT people, reflecting a strong homophobia and transphobia. However, there are younger journalists who take a more investigative approach, and who may be interested to report objectively on the findings of research on violations against LGBT people, if they are approached in the right way.
International	Ukraine, 2014 The new government is strongly pro-European and keen to accelerate the process of integration negotiations. The EU has already indicated that the 2012 anti-discrimination law is inadequate, and that further reforms will be needed. There are opportunities to engage the EU negotiating team and leverage the integration process for anti-discrimination law reform.

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Step 2: Who can make change happen?

Like context analysis, stakeholder mapping lays the groundwork for effective advocacy through helping you to comprehensively assess the different stakeholders who are active in your context.

Stakeholder mapping serves a number of key purposes. It can help you to assess your role within the 'ecosystem' of other actors working towards your objective with different skills and resources. Crucially, it will enable you to evaluate who will have the biggest impact on the realisation of your advocacy objective – both as your allies, opponents, and as the ultimate decision makers.

Stakeholders

The individuals, groups and other actors who have a *stake* in the realisation of your objective.

Figure 1: Stakeholder mapping grid

In your case, **stakeholders** are the individuals, institutions, and other actors who have a 'stake' in the adoption and effective implementation of comprehensive anti-discrimination legislation prohibiting age discrimination and including age equality duties. It is all those with an interest in your objective – whether in support of it or not – and all those with the power to influence whether your objective is achieved.

Among those you consider as stakeholders, it is important to identify your **key targets**. Your key targets are the individual(s) or actor(s) who have the greatest power to realise your advocacy objective through their own decisions. Even in plural, democratic societies, the number of genuine decision makers can be quite small.

Not all potential stakeholders have the **same level of power** or the **same level of support** for your objective. One of the most helpful methods to identify which among your stakeholders are your key targets is a stakeholder mapping grid (sometimes referred to as a power/interest matrix), see Figure 1, below. The grid places **power** on one axis and **interest** on the other – you can use it to consider each of your stakeholders and plot them on the grid according to their level of power and level of interest.

Please note: Although it is important to focus your resources on the stakeholders in the top right-hand corner – your **key targets** – other stakeholders may help you reach these key targets.



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These individuals and actors who influence your key targets – your **primary target audience** – may be considered as your **secondary target audience**.

A secondary target audience may be those with direct access to the primary target audience – for example, political advisors, senior civil servants, or other politicians – or others who exert influence on them through their own public profile – for example, trade union leaders, business owners, or the leaders of public bodies. Your secondary target audience will include other potential stakeholders identified through your stakeholder mapping, see Figure 2, below.

Figure 2: Stakeholder influences mapping



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Tool 2: Stakeholder mapping

Thinking about the individuals and actors identified through your context analysis, as well as the guidance on previous pages, use the guidance below to list out the key stakeholders with an interest in your advocacy objective. Once you have listed them, evaluate each stakeholder's level of power and interest in your objective, and whether their influence is likely to be positive, negative or neutral. Finally, consider how they may influence one another in respect of your advocacy objective, and whether they are your primary or secondary audience. *Please note:* We have presented this exercise in terms of **categories** of stakeholders to help you think about who to include. There may be some overlap between these categories, and you may consider that some of these categories are less relevant to your case, or that there are others that you need to consider – we encourage you to think critically about who to include.

In addition, you should undertake your analysis for each stakeholder you include as an individual entity – i.e., evaluate the influence of discrete stakeholders within Parliament, rather than evaluating the influence of 'Parliament' as a whole.

Stakeholder categories	List multiple stakeholders within these categories	Level of power 0-5	Level of interest 0–5	Influence positive / negative / neutral	Target audience primary / secondary
Executive government including all relevant government departments and agencies					
Parliament including all relevant committees					
Public institutions including the NHRI, equality bodies, ombudsman and other independent bodies					

Stakeholder mapping template

Stakeholder categories	List multiple stakeholders within these categories	Level of power 0-5	Level of interest 0-5	Influence positive / negative / neutral	Target audience primary / secondary
Media including state and non-state media, and human rights defenders within the media					
Civil society including civil society organisations, academics, human rights defenders, groups exposed to discrimination and those representing them					
Legal actors including the judiciary, lawyers, legal clinics					
Public including different 'sectors' of the public					
International and regional inter-governmental bodies					

Step 3: What is your approach?

Now that you have completed a thorough analysis of the context you are working in and identified the people with the power to realise your objective, you are well-placed to elaborate a strategy to advocate for legal reform addressing age discrimination.

To develop an advocacy strategy, civil society will define the overall **objective** that they wish to achieve – in your case, this is to address ageism and other forms of age discrimination. This overall objective is universal to all national contexts.

This overall objective will be realisable through the achievement of several outcomes or intermediate objectives – these are the things that need to happen for your overall objective to be accomplished. Unlike the overall objective, your intermediate objectives will be context specific - this is because the steps you need to take to address age discrimination will depend on your domestic environment and the extent of existing legal protection afforded against discrimination on the grounds of age. Civil society in some countries will focus their efforts on the adoption of comprehensive antidiscrimination laws, or age-specific legislation, while in other countries – particularly those with a relatively strong legal framework - national advocacy efforts may focus particularly on improving the implementation of existing laws.

The most appropriate pathway for your advocacy is identified in your **national legal study**, which identifies gaps in the domestic legal framework, as well as opportunities to advocate for reform. Referring to your **national legal study**, consider the following key questions:

- **Q** What is your overall **advocacy objective?**
- **Q** What are the **outcomes** or **intermediate objectives** which will make the overall objective achievable in your country?

Tool 3: Theory of change

A valuable tool which can help you to develop an evidence-based and coherent advocacy strategy is theory of change. Theory of change can help you to think about the barriers you are facing, the steps you may take to achieve your objective, and any assumptions you are making about why your strategy will work.

"A theory of change is a set of assumptions about how doing X set of actions will result in Y change. Or, in other words, how your organisation will move from the problem you are trying to solve towards the vision you have for the world, using a set of informed assumptions."

Definition provided by NEON (New Economy Organisers Network).¹

There are many theories of how social and political change happens. While it is helpful to be aware of these theories, you can develop a simple but effective **theory of change** through adapting the following statement:

Theory of change

The adoption of a comprehensive anti-discrimination law addressing age discrimination will happen if [x, your primary target audience] does [y, action that brings about your objective] and they will be induced to do this by [z, tactics/approach].

Based on the template developed by the NGO Crisis Action.²

At this point, you have already identified your primary target audience and the action you want them to take. The next step will be to think about the tactics and activities which will be most effective in achieving your objective. To do this, you will want to be aware of the different approaches available to you.

Please note: The tactics and activities (see next page →) which will be most effective are the ones which align with the capacities, resources, and network of your organisation, as well as your role in the 'ecosystem' of other actors calling for change. To think about your role in the 'ecosystem', you can refer in the first instance to your stakeholder mapping. To consider the approach which will be best for your organisation based on the resources at your disposal, you may want to undertake a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) – this is outside the scope of this toolkit, but guidance to undertake such an analysis can be found at other sources.³

Tactic	Explanation
Research and recommendations	Conducting research is an effective way of demonstrating the need for a comprehensive anti-discrimination law addressing age discrimination and including age equality duties in your country. Research can include interviewing those exposed to age discrimination; collating statistical data; documenting patterns of age discrimination; assessing the impact of laws and policies; and considering comparative approaches from other countries. Please note: In your case, your national legal study together with the
	global study provide you with a significant 'evidence base' on the need for comprehensive legislation addressing age discrimination.
Policy and legislative proposal development	Developing a legislative or policy proposal for an anti-discrimination law addressing age discrimination is an effective means of engaging decision- makers. Policy development can be particularly useful when there is a policy window to take advantage of – such as a law reform enquiry or something similar. There is a wide range of approaches you can take, from conducting a detailed analysis of a particular law or policy, to developing a short 'statement of principles' to form the basis of a new law or policy, to developing a full 'legislative map' or even draft legislation. Your approach should depend on your assessment of how best to engage with decision-makers in your country.
Lobbying, briefing and consultation	Contacting experts and professionals to advocate for the adoption of a comprehensive anti-discrimination law addressing age discrimination and including age equality duties will be an essential component of your advocacy. This can be done directly if you are able to access your primary target audience, or indirectly if you are able to engage your secondary target audience to advocate on your behalf. This approach can work very well in combination with either or both the previous actions, as both research and legislative or policy proposals provide a tool for engagement and discussion.
Public mobilisation	Mobilising the public is the main approach which is adopted in a 'grassroots' theory of change. It involves engaging and motivating the public to exert pressure for reform. This is an approach which can complement others, and which is particularly effective where large scale and simple-to-understand changes are at issue. A wide range of activities can be undertaken within this approach, ranging from public information campaigns to mobilisation through the media, to petitions and public protests.

Tactic	Explanation
Media campaigning	Engaging the media is an essential way of changing public and governmental opinion. The media are essential opinion-formers who can influence decision-makers. If you do approach the media, it is important to consider which media outlets to approach, which messages to use, and the kind of information to provide.
Coalition-building	Coalition-building is an important complementary strategy to all the other actions discussed here. On a practical level, it can lead to increased capacities, resources and expertise. On a strategic level, collaboration between different interest groups is a useful approach to advocacy, as it can have the effect of amplifying voice and providing decision-makers with a clear 'united front'. This approach delivers disproportionate benefits when the group benefitting from reform is stigmatised or marginalised in society. Collaboration between civil society organisations is common on many issues. It is useful to think about how coalitions can be expanded beyond civil society, to include other stakeholders such as academics, lawyers, and other actors.
International pressure	The application of international pressure can be an effective advocacy tactic. Such an approach isn't without risk: international interventions can receive negative publicity or can have limited impact, such as when a government is not concerned about its international reputation. It is important to consider the international context you are working in to decide whether to adopt an approach which includes international pressure.

Tool 4: Advocacy strategy development

"Strategy is turning the resources you have into the power you need, to win the change you want."

Marshall Ganz

The penultimate tool in this toolkit brings together the information gathered through the previous stages to help you develop a logical and evidenced strategy to effect change.

Use the template below to map out the **activities** you will undertake to achieve your advocacy objective. State the **outputs** which you believe will result from these **activities**, and the **outcomes** which will lead to the realisation of your overall advocacy **objective**. Your **objective** should refer to combatting ageism and other forms of age discrimination. Your **outcomes** or **intermediate objectives** should be generated based on the evidence gathered in your **national legal study** which will refer to any ongoing legislative reform or efforts to improve the implementation of existing laws as they relate to the prohibition of age discrimination. Your **activities** and their associated **outputs** should be based upon your assessment of the tactics and activities which will be most effective in achieving change.

You should also take the opportunity to outline the principal **barriers** you face, as well as the **assumptions** which underline your theory of how your strategy will achieve change.

Advocacy strategy template

What is your overall objective?	
What are the outcomes or intermediate objectives which will make the overall objective achievable in your country?	

What are the outputs of your activities?	
What activities will you undertake?	
What are the biggest barriers you face to achieving your objectives?	
What assumptions are you making about how change happens?	

Civil society in Moldova worked to promote improved implementation of the country's anti-discrimination legislation by developing a proposed advocacy strategy, the overall **objective** of which was:

To encourage the implementation of an anti-discrimination law in Moldova, through strengthening the mandate of the Council on the Prevention and Elimination of Discrimination and Ensuring Equality (an independent statutory body charged with promoting equality and investigating claims of discrimination).

The overall objective was split into two targeted **outcomes:**

- An increase in general public awareness and understanding of the need to strengthen the powers of the Council on the Prevention and Elimination of Discrimination and Ensuring Equality; and
- **2.** To increase support among political leaders for an amendment of the national legal framework in order to strengthen the powers of the Council.

To achieve these outcomes, the partner might decide on a number of measurable **outputs**. These might include:

- **1.1** 30 media reports on the Council and the campaign to expand its mandate
- **1.2** 50 civil society organisations engaged in campaign to expand Council's mandate
- **1.3** 2,000 people participating in public events, lectures etc, held by CSOs
- **1.4** 5,000 public information leaflets and other publicity items distributed
- **2.1** All parliamentarians have received briefing documents about the campaign to expand the Council's mandate
- **2.2** 60 politicians have engaged in discussions about the Council and the need to expand its mandate.

These outputs would then be achieved through various **activities**, such as:

- **1.1.1** 3 public events, including one to mark the fourth anniversary of the Law on Ensuring Equality
- **1.1.2** 10 media briefings or media releases on the work of the Council and the campaign
- **1.2.1** 2 civil society roundtable meetings to develop and agree a joint campaign strategy
- **1.2.2** 20 local civil society public events, lectures, etc.

Step 4: Are you achieving change?

Tool 5: Evaluation

It is essential to consider the success of your advocacy not only at the 'end point' but at regular intervals throughout. Evaluating the success of your advocacy *as you go* will enable you to monitor your progress, communicate your successes and challenges to others, learn lessons, and adjust your approach where necessary. Establishing clear **outputs** which are indicative of what successful advocacy looks like in your context will help you to monitor your progress towards your **intermediate objectives** and ultimately toward your overall **objective**. Alongside these indicators of success, you can consider a series of simple questions at regular intervals (e.g., every month or following the delivery of each activity) to monitor the progress you have made.

Evaluation template

What progress have you made with your outputs ?	
Are your outputs still a useful measure of progress made toward your outcomes or intermediate objectives and your overall objective ?	
What is and isn't working?	
What could you do differently ?	

Annex

Tool 1: Context analysis

Political	 Who is in power? What comments have they made on the effectiveness of the legal framework in addressing ageism and other forms of age discrimination, and what is their stance – if any – on the prospect of legal reform? Who is in opposition? What comments have they made, and what – if any – is their stance on the prospect of legal reform? Are there any upcoming elections or key political events that may influence or alter the stance of key political stakeholders, or change their position in the political power structure? What key trends are exerting pressure on the government?
Policy and legislative	 Are there any legal reform efforts, or proposals for non-legislative policies, related or relevant to your advocacy objective? If so, which political and institutional stakeholders support them, and which do not? Thinking about any existing legislation or non-legislative policies relevant to your advocacy objective, is any of it the subject of political or policy debate? If so, is it receiving support or is it in jeopardy?
Media	 Have any media outlets or journalists published on the issue of ageism and other forms of age discrimination? Have any expressed support for, or opposition to, the prospect of legal reform to address discrimination on the grounds of age? To what extent do these media outlets or journalists effect the stakeholders who have the most influence over the realisation of your advocacy objective?
Civil society	 Which civil society organisations, academics and law centres are actively involved in advancing the equality of older people and combatting age discrimination? Which among them have the interest or ability to be more active in their support, and which have the resources, visibility, or influence to help realise your objective?
Public	 To what extent is public opinion in favour of addressing ageism and other forms of age discrimination? Are you aware of any opinion polls, focus groups or market research conducted on this issue? Are there different groups – such as older people – who have a different view to most of the public and/ or a particular interest in your advocacy objective?
International and regional	 Which international or regional actors are active in your context and possess a mandate which is relevant to the aims of the project?

Tool 2: Stakeholder mapping

Stakeholder categories	List multiple stakeholders within these categories	Level of power 0-5	Level of interest 0–5	Influence positive / negative / neutral	Target audience primary / secondary
Executive government including all relevant government departments and agencies					
Parliament including all relevant committees					
Public institutions including the NHRI, equality bodies, ombudsman and other independent bodies					
Media including state and non-state media, and human rights defenders within the media					
Civil society including civil society organisations, academics, human rights defenders, groups exposed to discrimination and those representing them					
Legal actors including the judiciary, lawyers, legal clinics					
Public including different 'sectors' of the public					
International and regional inter-governmental bodies					

Tool 3: Theory of change

Please complete the following sentence by replacing the emboldened text:

The adoption of a comprehensive anti-discrimination law addressing age discrimination will happen if [x, your primary target audience] does [y, action that brings about your objective] and they will be induced to do this by [z, tactics/approach].

Based on the template developed by the NGO Crisis Action.⁴

The adoption of a comprehensive anti-discrimination law addressing		
age discrimination will happen if		
does	and they will be induced	
to do this by		

Tool 4: Advocacy strategy development

What is your overall objective?	
What are the outcomes or intermediate objectives which will make the overall objective achievable in your country?	
What are the outputs of your activities?	
What activities will you undertake?	
What are the biggest barriers you face to achieving your objectives?	
What assumptions are you making about how change happens?	

Tool 5: Evaluation

What progress have you made with your outputs?	
Are your outputs still a useful measure of progress made toward your outcomes or intermediate objectives and your overall objective ?	
What is and isn't working?	
What could you do differently?	

Endnotes

1. This definition is provided by the NGO NEON; see NEON, Organisational strategy toolkit: imagining and planning change, 2021.

2. This template has been developed by the NGO Crisis Action; see Creative Coalitions: A Handbook for change, Crisis Action, available at: https://crisisaction.org/handbook/clever-coalitions/

3. See for example NCVO (The National Council for Voluntary Organisations) KnowHow, SWOT Analysis, available at: https://knowhow.ncvo.org.uk/organisation/strategy/options/swot

4. This template has been developed by the NGO Crisis Action; see Creative Coalitions: A Handbook for change, Crisis Action, available at: https://crisisaction.org/handbook/clever-coalitions/

Find out more: www.helpage.org/AgeEquality

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HelpAge International is a global network of organisations promoting the right of all older people to lead dignified, healthy and secure lives.

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