Ageing and Development

News and analysis of issues affecting the lives of older people Issue 17 February 2005



Life after the tsunami

Relief is being distributed to thousands of older people and their families affected by the Asian earthquake tsunami that has killed at least 140,000 people and left millions homeless.

In disasters, older people are among those worst affected. In India, nearly 30 per cent of those killed or missing are estimated to be older people. Older people's lack of mobility makes it harder for them to escape or to access aid. They have a right to assistance, yet their particular needs are often overlooked.

'The fastest gets the food, the strong one wins. The elderly and the injured don't get anything,' says 75-year-old Perumal from Tamil Nadu, India.

Perumal stood by while aid packets were thrown from a car to jostling crowds in his village. Asked why, he says: 'I have been pushed out on earlier occasions and have fallen on the ground. I know I will get nothing this time around too.'

Many older people who survived the tsunami have been left without the relatives that they relied on for support. Some have found themselves left to care for grandchildren whose parents have been killed.

Within 24 hours of the disaster, HelpAge India and HelpAge Sri Lanka stepped in to provide emergency relief. They are receiving support from Help the Aged and HelpAge International.

HelpAge India is distributing aid to 6,000 families in Tamil Nadu, Andhra Pradesh and Kerala. It has started to support trauma counselling services and replace boats and fishing gear. HelpAge Sri Lanka is supporting 10,000 families in 60 camps, and repairing older people's homes.

The province of Aceh in Indonesia has been the worst affected by the disaster. HelpAge International is working with Indonesian partners to include older people in relief and rehabilitation programmes.

Rebuilding livelihoods

Assessments are underway on how to help communities rebuild their livelihoods. HelpAge International's partners are likely to focus on establishing selfhelp groups of older people, arranging home care for isolated older people, and supporting income-generation projects.

Support for frail older people may include social protection measures, such as ensuring that existing cash and food transfers to destitute older people are re-established and supporting older people to access the assistance they have a right to.

HelpAge International and partners are advocating for over-60s to be included in all assessments and consultations, and for age-disaggregated and gender data to be collected.

More information: www.helpage.org

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HelpAge International

Leading global action on ageing

Progress for older women?

As the international development community prepares to review the 1995 Beijing Platform for Action for Women in New York in March, A&D highlights two issues facing millions of older women – destitution and the impact of HIV/AIDS.

Older women provide AIDS care

Nine in ten people living with AIDS in sub-Saharan Africa are cared for at home. Most of this care is provided by women, especially older women.

A study in Zimbabwe found that 71 per cent of carers of people living with AIDS, and 73 per cent of carers of orphaned children, were over the age of 60; and that 74 per cent of carers were women.¹

Over 60 per cent of orphaned children live in grandparent-

headed households in Namibia, South Africa and Zimbabwe, and over 50 per cent in Botswana, Malawi and Tanzania.

As the epidemic's toll grows, more grandmothers are caring for orphans than they were a decade ago. Much of this care is provided without sufficient resources, support, information or training.

1. Impact of AIDS on older people in Africa: Zimbabwe case study, WHO Ageing and Life Course Unit, Geneva 2002.

Age makes women's poverty worse

Half of all women live on less than US\$2 a day. Women's lower education levels and their need to combine work with child-care means that they are more likely to work in the informal sector, often on a lower wage than men, or paid in kind. Land and property laws tend to favour men, making it harder for women

to own their homes and access credit.

As poor women age, their poverty deepens. Their working pattern means they have less opportunity to save for old age, contribute to a pension fund or accrue assets. Many women, especially widows, have no secure home when they become old.

For the last eight years of her life Doña Victoria Mamami, pictured left, lived with the *awichas* (grandmothers) in a communal house in La Paz, Bolivia. She died in 2003 aged 92. Her story illustrates the powerlessness and exclusion that many poor women face, and the way this deepens with age.

'You suffer so much at this age'

I lived in the countryside till I was 80. I remember six of my children well, though I had ten. Four died shortly after birth. My husband used to beat me up and I cried tears of blood. I started to go blind.

After my husband died, my brother-in-law said, 'Come to the city and cook for me and my daughter.' My eyes were bad. After a month living in La Paz, he still wouldn't take me to the doctor. I got down on my knees and took off my hat and begged him. So finally he took me to be treated. I was in hospital for 13 days. I came out with new eyes.

After two years my brother-in-law said, 'You have to go, I have had enough of you.' There was a neighbour from my community, an older woman. She gave me a corner of a room. I lived with her for some years, and then I came here to the *awichas*.

Here I live well. The Bonosol [a non-contributory pension worth US\$235 a year] has been a great help. I used to have to collect twigs to build a fire, but with the Bonosol I've been able to buy a little gas stove. Now I can buy dried meat and chicken and bones – it's really fancy.

Now I want to die. You don't know how much you suffer at this age. I can't cook for myself and my eyes hurt in the light. I have saved 1,200 bolivianos (US\$156) for my funeral. I know when I die, the *awichas* will cry for me. They will call my name, 'Victoria'. They will remember me.



Comment

How can the Beijing review help older women?

The Beijing +10 review should acknowledge the impact of gender bias on older women. The review

should call for regular income support for older women, in the form of a social pension, to be incorporated as a core part of the response to the global commitment to reduce poverty.

This would take forward both the Madrid International Plan of Action on Ageing, signed by 159 countries in 2002, and the Millennium Development Goals. Even small pensions make an enormous difference to very poor and vulnerable older women such as Doña Victoria Mamami (see above).

Furthermore, older women's role in the fight against AIDS must be

supported with appropriate information and training on HIV/AIDS prevention, treatment and care, and with financial support to mitigate against the poverty impacts of AIDS on the household.

Fiona Clark

Policy Officer, HelpAge International

Ageing and Development February 2005

Voices from Darfur

Some two million people have fled their homes in a year-long campaign of orchestrated violence in Darfur, western Sudan.

Most displaced people are living in camps near Darfur's main towns. They include a relatively high proportion of older people, at 10-20 per cent, compared with an average of 8-10 per cent in internally displaced populations.

Older women in the camps are particularly vulnerable to attack as they collect firewood and forage for food. Many older women are caring for children whose parents have been killed or fled to Chad.

Fatima who is in her seventies lives in Krinding camp in West Darfur with seven grandchildren aged three to eleven.

'When we came we had nothing,' she says. 'Everything in our village had gone or been burnt. I made this shelter from wood and twigs, and we were given some plastic sheeting.

'My eldest granddaughter collects grass from around the camp to sell at the market. Sometimes she makes some money to buy food. The four boys go to school and the youngest children stay here with me.

Halima Ahmed Hissein, aged nearly 80. lives alone in Goker camp. Enemies raided her house and stole her cows and goats.

'When they attacked I couldn't run,' she says. 'Some neighbours helped me to the fields and hid me under the trees. I stayed there for four days

'There is no medicine here and my stomach is sick. I collect leaves and boil them to drink for medicine. People help sometimes with what little they have. Without them I would have nothing and die.



Fatima is one of more than 200,000 older people who have been displaced by continuing violence in western Sudan.

HelpAge International is working in six locations in West Darfur and with the UNHCR on the protection of older people, to ensure that older people's basic needs are met and to raise

awareness of their needs among other agencies

More information: HelpAge International website www.helpage.org

New report analyses Social protection social pensions

Social pensions in developing countries can raise the poorest older people and their families out of dire poverty, says a new report from HelpAge International.

Age and security provides the first comprehensive survey of social pension schemes in developing countries, and analyses how these regular cash payments can improve the lives of older people and their families

Older people in developing countries are among the poorest people in the world. 100 million older people live on less than a dollar a day, and 80 per cent of older people have no regular income.

Based research by HelpAge International and academics, Age and security demonstrates that even for cash-strapped governments, pensions are affordable, at around 2 per cent of GDP.

A handful of developing countries have already developed social pensions. Research shows that the money paid out in non-contributory pensions is often used for household expenses. In regions with high HIV/AIDS prevalence and unemployment, this monthly payment can keep whole families afloat.

Age and security: how social pensions can deliver effective aid to poor older people and their

HelpAge International, 2004

schemes announced

New social protection measures aimed at older people have been pledged or introduced in three countries.

In October 2004, the Government of Tanzania launched its revised poverty reduction strategy. The strategy includes, for the first time, a social protection goal aimed at reducing vulnerability in old age.

Targets include 40 per cent of vulnerable older people being reached with effective social protection measures by 2010, and 100 per cent of vulnerable older people being provided with free medical care and attended by specialised medical staff by 2010 (see Profile on page 8).

The Government of Lesotho has granted a universal old age pension of US\$25 a month to people of 70 years and above. Payments began in December 2004, with 64,000 people having been registered

The new Government of Antigua, elected in March 2004 has reintroduced a universal old-age pension for all persons aged 60 years or over. The rate was US\$294 a month in 2004, increasing to US\$354 in 2005 and US\$392 in 2006.

News round up

Developments that affect older people's quality of life

1

Taking stock of Madrid Plan progress

Steps are being taken at national and regional levels to put the Madrid International Plan of Action on Ageing into effect

The Madrid Plan was adopted by 159 United Nations member states in 2002, affirming for the first time older people's right to development and to be included in national poverty processes. A five-year review process was suggested. At its 59th session in September 2004, the UN General Assembly adopted a resolution on ageing, which stressed the need for national capacity building and technical and financial support from donor countries to implement the Madrid Plan.

However, the resolution also requested a proposal to the Commission for Social Development, the UN body responsible for monitoring the Madrid Plan's progress, to postpone the formal review to allow time for the Copenhagen +10 review in February 2005 (see page 6). This means that governments may not report formally until 2009.

Some action to implement the Madrid Plan has been taken, however. Meetings between government representatives and ageing experts were held in Asia-Pacific, Europe, and Latin America and Caribbean in late

2004, to take stock of progress. An ESCAP meeting in Macau in October and a UNECE task group meeting in Vienna in November both affirmed the need to take urgent action on older people's poverty and rights, and to establish effective social protection mechanisms in old age.

At the Second Central American and Caribbean Forum on Policies for Older People in San Salvador in November, presentations showed that most governments in the region have set up national councils of older people to make implementation of the Madrid Plan more intersectoral. However, in most cases, older people's participation in these councils is limited.

The UN Department for Economic and Social Affairs is providing technical assistance to member states in response to requests. In 2004 it worked with Senegal on social inclusion and Kyrgyzstan on needs assessment and planning. In 2005 it will extend this work to Kenya and Bolivia.

Older citizens' solidarity

Grassroots action to monitor governments' response to the Madrid International Plan of Action on Ageing is revealing some sharp discrepancies between policy and practice – as well as generating a sense of solidarity among older people.

HelpAge International and partners are supporting older citizens' groups in Bangladesh, Bolivia, Jamaica, Kenya and Tanzania to monitor the delivery of government health and social services, with funding from DFID.

An older citizens' committee in Gazipur district, Bangladesh, found that in one village 75 older people were identified as poor, but only three were receiving the old age allowance. Findings from 77 villages in Gazipur and Pirojpur districts are being analysed.

Flood relief

The Gazipur older citizens' committee also stepped in to provide relief to older people worst-affected by the floods that covered more than half of Bangladesh in 2004.

The committee coordinated donations, arranged temporary accommodation and tracked the selection process for recipients

of the government's emergency food support programme. It recommended to local authorities that the most vulnerable older people be first in line to receive the old age allowance.

'This is the first time in such a crisis I have the feeling that I'm not alone, that there are many fellow older people around me to share and do something collectively,' said one committee member.

As a result of a media campaign by Resource Integration Centre (RIC), which is supporting the older citizens' committees, the government increased the amount of the old age allowance and the number of people receiving it.

More information:

Resource Integration Centre Email: ricdirector@agni.com



Diary

■ When communities identify the most vulnerable, old age is a major factor. That at least is the experience from a pilot project testing the feasibility of cash transfers to AIDS-affected households in rural Zambia. The project, managed by the Zambian Government with support from the German government agency GTZ, calls on village committees to target the most vulnerable. The committees identified the oldest old as consistently among the most vulnerable.

■ A study of data in French hospitals, reported in the journal *AIDS*, finds that older HIV patients are diagnosed later, and that delayed diagnosis could contribute to higher rates of AIDS. It suggests that doctors are less likely to suspect that older patients have HIV, as are the patients

themselves, and recommends awareness campaigns targeting patients over 50.

www.aidsonline.com

■ A recent article in the New York Times describes AIDS as rapidly becoming a disease of the middle-aged and even the old. The number of Americans over 50 infected with HIV rose fivefold during the 1990s. Demographers in the USA estimate that the majority of cases by the end of the decade will be in people over 50.

■ The UK Government's HIV/AIDS strategy Taking action: the UK's strategy to tackle HIV and AIDS in the developing world mentions older people in relation to their role as carers of orphans. It has retained the intention to support social protection measures, including cash transfers for children orphaned by AIDS and those who care for them.

www.dfid.gov.uk/pubs/files/ hivaidstakingaction.pdf

The cost of love in the fight against AIDS

A new report from HelpAge International in Tanzania explains how HIV/AIDS erodes families and communities and exacerbates gender inequalities.

The cost of love: older people in the fight against AIDS in Tanzania is based on participatory research with 2,000 people from seven districts in Tanzania.

Some 90 per cent of care for people living with HIV/AIDS in sub-Saharan Africa is provided at home. Many older women are providing this care, and caring for ever-increasing numbers of orphaned children.

Because of their caregiving responsibilities, older carers have less time to earn an income or produce food. They may have to abandon economic activity altogether, especially when they are caring for very young children. Those left with orphaned children report spending 80 per cent of their time looking after them.

The report shows how information on HIV/AIDS bypasses older women. Older women in the study identified peer educators and home visitors as their main source of information on HIV/AIDS.

The report concludes that economic support for older people and their families is key to

securing their own wellbeing and that of the people they care for.

Specifically the report calls for support to Tanzania's commitments to deliver cash transfers to older people and vulnerable households (see Profile on page 8); national policies on education, health and HIV/AIDS to support older people; and information and training on HIV/AIDS for older women.

Studies of orphans and vulnerable children

Two studies of orphans and vulnerable children are to be carried out in Mwanza district, Tanzania, by the TANESA programme, with funding from Community REACH and UNICEF

The studies will aim to raise local awareness of the need to improve support to orphans and vulnerable children, including how best to meet the needs of older carers.

The cost of love: older people in the fight against AIDS in Tanzania HelpAge International, 2004



AIDS reports recognise impact on older people

Two UNAIDS reports recognise for the first time the impact of HIV/AIDS on older people.

UNAIDS' global report on the AIDS epidemic for 2004 specifically mentions older women as carers and the stigma attached to this role.

The report also acknowledges the asset-stripping effect of AIDS, remarking that 'older parents who lose adult children to AIDS are exceptionally prone to destitution'.

It recommends strengthening the coping capacity of AIDS-affected households through direct financial assistance, home visits from health services, food and nutritional support and waiving school fees. It includes specific references to grandmothers.

UNAIDS' AIDS epidemic update 2004, in a chapter on the impact of AIDS on women and girls, acknowledges the role of older

women in providing care, especially for orphaned children.

It refers to the need for social protection mechanisms to support older people caring for orphans and vulnerable children

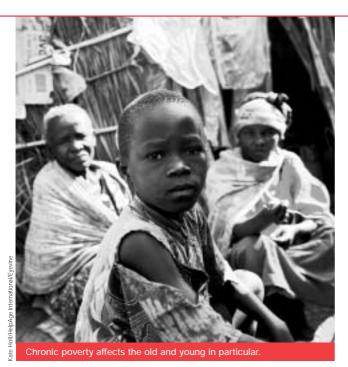
A report from UNAIDS' AIDS in Africa: Scenarios for the Future project, due in 2005, will also include references to older people.

2004 report on the global HIV/AIDS epidemic: 4th global report www.unaids.org/bangkok2004/GAR2004_pdf/UNAIDSGlobalReport2004_en.pdf

AIDS epidemic update 2004 www.unaids.org/wad2004/report_pdf.html

AIDS in Africa: Scenarios for the Future project http://aidsscenarios.unaids.org/scenarios

Briefing Analysis of current topics in ageing



2005: a chance to make poverty history?

During 2005, governments and civil society organisations will gather at the United Nations in New York to review progress against development goals. *Sylvia Beales* looks at the opportunities that these reviews might present for the world's poorest older people.

The commitments made at the World Summit for Social Development, and in the Beijing Declaration and Millennium Development Goals (MDGs) are all framed around the Universal Declaration of Human Rights, with global goals of poverty reduction, equity, good governance, access of all to opportunity and peoplecentred development.

HelpAge International has suggested¹ that the litmus test for measuring the success of the Social Summit will be how far the poorest older women and men have benefited from its commitments. These include 'eradicating poverty in the world, through

decisive national actions and international cooperation, as an ethical, social, political and economic imperative of humankind'.

Evidence of this looks thin. In the ten years since the Social Summit, numbers of older people living in poverty have increased, and their poverty has deepened.

Populations in developing countries, even in countries beset with HIV/ AIDS, are ageing faster than in any other period in history. Between 2000 and 2050, numbers of over 60-year-olds in least developed countries will increase fivefold.

As numbers of older people rise, so do numbers of those living in

poverty. The United Nations estimates that around 100 million older people are living in extreme poverty, representing 8 per cent of the world's poor.

In many regions, people who are already poor are becoming poorer. In sub-Saharan Africa, one in six people is chronically poor.²

Action on the MDGs needs to focus on age. Chronic poverty affects the old and young in particular. Older people and their dependants make up a significant proportion of the 900 million chronically poor worldwide.² As longevity is increasing among the chronically poor, many of the older poor will still be living in poverty by 2015, unless targeted support is given to them and their dependants.

Poverty affects dependants

Older people's poverty is linked to low literacy levels, lack of employment opportunities, social exclusion and lack of income. Many older women also experience disinheritance from property and related abuse by family members, unchecked through lack of legal protection and gendered powerlessness.

Older people's poverty affects not only their own health and wellbeing, but also that of their dependants. This is especially so for families affected by HIV/AIDS in which older people become carers of sick adults and orphaned children. In some parts of Africa, over 60 per cent of orphans and vulnerable children live with carers aged over 60 who have limited means of support.

Evidence from Africa illustrates how older people are least supported by health systems, entailing expenses for dependants; evidence from Latin America shows how lack of employment and literacy in old age compromises dependants' access to training and job opportunities.

Failure to act on old-age poverty compromises the Social Summit and MDG goals of greater access to rights, opportunity and employment for all.

Older people are organising

Nevertheless, a notable development over the past decade has been the efforts of older women and men to organise, raise their voices and claim their rights. A key impetus for this has been work around the Madrid International Plan of Action on Ageing, adopted by 159 governments at the Second World Assembly on Ageing in 2002.

The Madrid Plan affirms older people's right to development and participation – to inclusion in national poverty programmes, to social security and social integration, to freedom from abuse and discrimination, to employment, to subsidised health care and to basic services such as water and sanitation.

Older people around the world have organised themselves into groups to improve their incomes and lobby for their entitlements. In Sichuan Province, China over 1,500 older people from three minority groups have formed older persons' associations to engage in a range of income-generation and community-mobilisation schemes.

Similar groups operate in Bolivia, Cambodia, Ethiopia, Kenya, Kyrgyzstan, Moldova, Mozambique, Peru, Sudan, Tanzania, Thailand and Vietnam.

Older citizens' groups in Bangladesh, Bolivia, Jamaica, Kenya and Tanzania are monitoring the delivery of services to which older people are entitled. In Bangladesh, older women are organising to claim entitlements to health care, education, credit and the small allowance for the destitute.

In Tanzania, older people's involvement in the consultation processes on the revised National Strategy for Growth and Reduction of Poverty led to the inclusion of social protection and social inclusion goals that specifically target older people and their dependants with legal and material support, including a social pension (see Profile on page 8).

Social protection is key

Social Summit goals of human rights, equity and redistribution, and opportunity for all would be furthered by a global commitment to increased social protection for the poorest.

Furthermore, the Social Summit goals would have a better chance of success if there were greater acknowledgement of the interdependency of people from different age groups, both within and between households, and the need to promote intergenerational approaches to reducing poverty and promoting equity.

A greater emphasis on social protection for the poorest is essential if the goals of the Social Summit and the MDGs are not to fail the already chronically poor. Action is needed to respond to poor people's priorities, and to take forward human rights and support social inclusion.

There is growing evidence that social protection – health care, education and, particularly, cash transfer in the form of old age pensions and child grants – supports intergenerational reciprocity, and goes a long way to ensuring poor people's access to their entitlements.³

For example, a pilot programme supported by the German development agency, GTZ, in collaboration with the Government of Zambia, appears to have improved school attendance and nutritional levels – both basic human rights – through the introduction of a monthly cash transfer to older women and men of approximately US\$6.

Human rights will be furthered through the provision of poverty-status and birth certificates to help poor people of all ages claim exemptions and entitlements for health and education; through legal interventions and legal aid to enable older women, in particular, to access the law; and through cash or in-kind transfers, subsidised education and food

subsidies for HIV/AIDS-affected and other vulnerable families.

A number of developing countries, including Bolivia, Botswana, Brazil, India, Mozambique, Namibia, Nepal, South Africa, Tanzania, Zambia and Zimbabwe, already have, or aim to have, cash transfer programmes within social protection schemes. Support should be given to these schemes, and the learning from these extended to other countries.

Challenges remain

Putting the human rights aspirations of the Social Summit goals and MDGs into practice means ensuring all poor people's access to basic rights of income, food, housing, water, sanitation, health care, education, medication, security, work and social protection, as well as their participation in policy processes.

Specific actions are needed for these goals to be realised:

- Disaggregate poverty data by age, gender, ethnicity and ability/disability, to track the impact of poverty on different groups of people at different stages of their lives and guide appropriate responses.
- Take action to target the poorest, including older people, in national policy processes on poverty. Older women and men should not be included just because they are carers or have custody of 'children living in difficult circumstances'. Older people have a right to alleviation of their own poverty.
- Finance national social protection programmes in response to the needs and rights of the poorest, in conjunction with increasing aid and lifting debt and trade sanctions. Social protection should be financed within national poverty programmes and should be supported by donors committed to effective aid that targets the poorest.
- Support national dialogue on reaching the poorest and combating social exclusion. For example, use

'inclusion audits' and social and gender budgeting to harmonise and develop pro-poor policies across different sectors.

■ Support poor older people's organisations to monitor policy implementation and to claim their rights and entitlements.

All citizens, regardless of age, gender, ethnicity and ability, in all countries should be able to realise their rights to education, health and a regular income in old age. The task for the 2005 summits is to note and develop existing initiatives, and to place the poorest, including the older poor, firmly at the heart of the development challenge.

For donors and United Nations institutions, this requires a renewed commitment to supporting governments to work directly with all the poorest, including the older poor, on the priorities they set – including that of social protection.

Sylvia Beales is Policy Development Manager, HelpAge International.

- 1. Intergenerational solidarity: the key to a society of all ages, HelpAge International, 2000
- 2. The chronic poverty report 2004-05, Chronic Poverty Research Centre, 2004
- 3. Age and security: how social pensions can deliver effective aid to poor older people and their families, HelpAge International, 2004
- 4. www.makepovertyhistory.org

2005 reviews

February Review of goals agreed at the World Summit for Social Development in Copenhagen in 1995.

March Review of commitments made to the world's women in the 1995 Beijing Platform for Action (see page 2).

September Review of progress against the Millennium Development Goals agreed in 2000.

G8 summit

July Adoption of a new Agenda for Africa at the G8 summit in the UK. G8 leaders will consider a report from the Commission for Africa, to be published in April.

More than 100 organisations and individuals in the UK have formed a coalition, Make Poverty History, to campaign for the G8 to take action on trade justice, debt relief and more and better aid.

HelpAge International's partner Help the Aged is asking the UK Government to expand cash transfer programmes that target the poorest, and to lead the way in gaining international agreement for a social pension for all older people as a key mechanism to achieve the Social Summit goals and MDGs.

More information: Commission for Africa www.commissionforafrica.org Make Poverty History campaign www.makepovertyhistory.org

Social Summit's ten commitments

- 1. Create an enabling environment for social development
- 2. Eradicate absolute poverty
- 3. Promote full employment
- 4. Promote social integration
- 5. Achieve equality and equity between women and men
- 6. Attain equity of access to education and primary health care
- 7. Accelerate development of Africa and least developed countries
- 8. Include social development goals in structural adjustment programmes
- 9. Increase resources for social development
- 10. Strengthen cooperation for social development through United Nations.

Profile

Taking older people's interests forward

Tanzania's historic step

The Tanzania Government's new poverty reduction strategy includes, for the first time, a social protection goal aimed at reducing vulnerability in old age. Sylvia Beales describes how this came about.

In October 2004 Tanzania launched a new poverty reduction strategy that includes a social protection goal that targets older people, children and disabled people, and a goal to combat social exclusion and intolerance.

As a sign of national ownership, the 'PRS' label has been dropped and the strategy is known as the National Strategy for Growth and Reduction of Poverty (NSGRP), or MKUKUTA, the Swahili abbreviation.

Commitment to older people

As a signatory to the Madrid International Plan of Action on Ageing 2002, the Government of Tanzania has been following through its commitment to include older people in poverty reduction programmes.

Older people's organisations have been active in influencing policy since the first call for a national ageing policy was made in 1998 – participating in workshops on the national policy, contributing to the Second World Assembly on Ageing in 2003, advocating on issues of concern such as health service delivery and abuse, and addressing members of parliament responsible for community development.

In 2003, a National Plan on Ageing was launched, which focuses on the poverty and rights of older people.

Consultations on poverty

During 2004, HelpAge International and partner organisations worked with older people and other marginalised groups to input into government consultations on the revised poverty reduction strategy (see box). Their submissions led to social as well as legal protection emerging as top priorities.

HelpAge International also worked directly with the Tanzania Government to suggest a set of pro-poor priority outcomes and strategies for action, based on older people's concerns.

These focused on three areas:

- delivery of minimal social protection in old age and direct targeting of vulnerable groups
- action to deliver existing old-age exemptions for health and other basic services
- disaggregation of all poverty monitoring processes by age as well as by gender.

The social protection goal commits the government to delivering 'adequate social protection and rights of the most vulnerable and needy groups with basic needs and services' and 'the reduction of political and social exclusion and intolerance'.

Targets include reaching 40 per cent of eligible older people with effective social protection measures by 2010, and increasing support to poor households and communities to care for vulnerable groups, specifically older people, orphans, other vulnerable children and people living with HIV/AIDS.

Strategies include a baseline study disaggregated by age, gender and disability, and the development, piloting and monitoring of different social protection schemes, including those developed at community level.

The social exclusion goal includes developing political and social institutions that will allow for the full participation of all citizens, including poor older people and disabled people; informing all people of their rights and responsibilities; and addressing all forms of abuse, intolerance, discrimination and stigma through citizen complaint mechanisms and legislation.

The challenge now is for Tanzania to find the resources required to finance the goals – a rise of some 5 per cent of GDP in the immediate term, according to preliminary costings.

Tanzania has taken a brave and historic step in focusing its poverty reduction strategy on the poorest – and deserves wholehearted support.

Sylvia Beales is Policy Development Manager, HelpAge International.

More information:

MKUKUTA

www.povertymonitoring.go.tz



Hassan Amis from Zanzibar, with his new spectacles. Prospects for older Tanzanians are looking up with the launch of the government's new poverty reduction strategy.

What older people said

- Lack of income makes it difficult to buy even basic necessities or get access to social services.
- Access to food is especially difficult where we are without children to rely upon. Some of us have to beg for food.
- Some older people go about in torn clothes, their houses leak, their beds are broken.
- Droughts and lack of piped water have led to high prices. Older people who cannot go for water at long distances cannot afford to buy it.
- Although health services are supposed to be free to older people, we are still charged for them.

 Adapted from report of national consultation workshop of civil society organisations engaged with older people, April 2004.

Talking point understanding older people's experience point



How cash can help the chronically poor

Mark Gorman explains why social protection programmes should include cash transfers to help the chronically poor, and why the international development community should finance these.

Ten years on from the Copenhagen Summit, and ten years away from the target date for achieving the Millennium Development Goals (MDGs), the world's poorest people still number over a billion.

Among these, over three-quarters of older people are estimated to live in poverty. The aid community thus faces a clear challenge – how to realise the goal of halving the proportion of people earning less than US\$1 a day.

Clearly, progress towards the MDG targets has been made in some parts of the world, but other regions, notably sub-Saharan Africa, lag behind. There is a growing realisation that investing in basic development (education, health) and creating an 'enabling environment' for local initiative to flourish, while necessary, is not sufficient to help the poorest. Nor will the poorest float up on a rising tide of national economic growth.

Other steps need to be taken for the chronically poor who will not benefit from programmes that raise earned income. People with disabilities, orphans, and older people may all be in this group. For these people a basic, durable means of support is needed. In recent years increasing attention has been paid to various measures grouped under the general heading of social protection. Many of these target the 'economically active' poor, helping them through periods of particular difficulty. Food for work or the provision of tools and seeds are characteristic examples.

For the long-term poor, food crises are simply sudden shocks within a continuing battle to survive. Their need for ongoing support needs to be addressed by a continuous input. Arguably the most effective of these are cash transfers.

Role of the state

Giving cash to poor people is an idea with a chequered history. However, public concern about long-term poverty, especially among clearly identifiable groups such as older people, has brought about an acceptance in the 'developed' world of the need for the state to provide such material support.

No wealthy country is now without a basic system of cash provision for the older poor. For the 'developing' world the argument has shifted from concerns such as the potential for public cash transfers to 'crowd out' family or community support,² or the creation of a 'dependence culture'.

Now discussion focuses not on the desirability of social protection interventions such as cash transfers, but on their feasibility. Poor countries are said to be constrained by, for example, small tax bases, limited administrative capacity, and a lack of information on where to target most efficiently.

Nevertheless, there are a number of examples of poor countries that have made the decision to invest at least a proportion of their very scarce tax revenue in transfers to older people.

Bangladesh and India both established means-tested pensions for the poorest older people during the 1990s. Nepal set up a universal pension for all over the age of 75 in 1994. In Bolivia an annual transfer is made to older people – the Bonosol. South Africa, Namibia and Botswana all provide pensions,³ and will be joined by Lesotho in 2005.

Reports from all these countries emphasise the impact on the older poor, their families and communities of even very small cash transfers. In South Africa the pension has been identified as the best-targeted anti-poverty device, enabling older people to support whole households.

Elsewhere, evidence of the impact on local economies of regular inputs of cash (for example, the growth of local markets in Namibia) has been noted

For older people themselves, regular cash enables not just survival but even allows for savings and planned expenditures – such as the pooling of pension income in Nepal to make capital purchases of livestock.⁴

Long-term support

These countries have made their commitments without seeking to use any donor aid as a precondition. However, government budgets in poor countries have multiple demands and are very constrained. They need sustained support to deliver basic services as well as social protection expenditure over long periods.

This is where the international donor community can give practical help to move towards MDG achievement. Long-term aid should be prepared to finance the recurrent expenditure needed to sustain cash transfer and similar programmes. New initiatives such as the International Financing Facility would be ideal vehicles for the long-term commitments needed.

The year 2005 provides an ideal opportunity both for a review of current progress and a commitment to such long-term financial support.

Mark Gorman is Director of Policy Development, HelpAge International.

- 1. See S Devereux, Policy options for increasing the contribution of social protection to food security, Forum for Food Security in Southern Africa, 2003, for an interesting discussion of these issues.
- 2. An argument discussed, for example, in the World Bank's celebrated report, *Averting the old age crisis*, published in 1994.
- 3. M Gorman, Age and security: how social pensions can deliver effective aid to older people and their families, London, HelpAge International, 2004
- 4. M Gorman, Age and security

Resources

New publications, websites, conferences and courses

Journal articles

A round-up of what is being written on ageing issues. For journal details please write to the editor or email: ctill@helpage.org

National

Ageing in Nepal Chaudhury R H, Asia-Pacific Pop. J. 19:1 (2004)

Longitudinal changes in higher-level functional capacity of an older population living in a Japanese urban community

Fujiwara Y et al., Archives of Gerontology and Geriatrics 36:2 (2003)

Social policy for older persons: the Philippine case

Concepcion M B, Geriatrics and Gerontology Int. 4 Supplement 1:1 (2004)

Preferences for Korean seniors housing

Lee E and Gibler K M, J. Property Investment and Finance 22 (20 February 2004)

Cost-benefit analysis of a case management project for the community-dwelling frail elderly in Hong Kong

Chi-tat Leung A et al., J. Applied Gerontology 23:1 (2004)

Signifying the nation: identity, authenticity and the ageing body in the post-independence Hindi short story

Raja I, J. Commonwealth Literature 39:3 (September 2004)

Bio-demographic change and socio-economic trends in Bulgaria Rangelova, Economics and Human Biology 1:3 (December 2003)

Social support and depressive symptoms among displaced older adults following the 1999 Taiwan earthquake

Watanabe C et al., J. Traumatic Stress 17:1

International

Asia-Oceania regional congress of gerontology and the International Association of Gerontology: partners in gerontology information exchange and networking

Gutman, Geriatrics and Gerontology Int. 4: Supplement 1 (September 2004)

Are chronically poor people being left out of progress towards the Millennium Development Goals? A quantitative analysis of older people, disabled people and orphans Masset E and White H, J. Human Development 5:2 (2004)

Launching the international research centre for healthy ageing and longevity Rattan S I S, Biogerontology 5 (2004)

Work and retirement in the Asia-Oceania region: perspectives on longer employment and flexible retirement

Taylor P et al., Geriatrics and Gerontology Int. 4 Supplement 1

Social protection

Social security pensions in the Maghreb: a study of Morocco and Tunisia

Boudahrain A, Int. Social Security Review 56:3-4 (November 2003)

Implementation of national old age pension in India: its present trend and future projection Chatterjee S, Anvesak 33:2 (2003)

Aging, public budgets and the need for policy reform Elmeskov J, Review of International Economics 12 (May 2004)

Japanese rural aging in transition: evaluation of the model plan of habitation for older persons Ogawa T, Geriatrics and Gerontology Int. 4 Supplement 1 (2004)

Long-term care policy for functionally dependent older people in the Republic of Korea SunWoo D, Int. Social Security Review 57:2 (April 2004)

Legislating for care: a comparative analysis of long-term care insurance laws in Japan and Germany Webb P, Social Science Japan J. 6:1 (April 2003)

Cross-cultural

Transnationalism, economic transfers and families' ties: intercontinental contacts of older Gujaratis, Punjabis and Sylhetis in Birmingham with families abroad

Burholt V, Ethnic and Racial Studies 27:5 (2004)

Communication ambivalence toward elders: data from North Vietnam, South Vietnam and the USA McCann R et al., J. Cross Cultural Gerontology 19:4 (December 2004)

Dementia care mapping: applications across cultures

Powell C, Age and Ageing 33:2 (2004)

Communication beliefs about youth and old age in Asia and Canada Bouchard Ryan E et al., J. Cross Cultural Gerontology 19:4 (December 2004) Dementia and hypertension in African/Caribbean elders Stevens T et al., Age and Ageing, 33:2 (March 2004)

Health and wellbeing

Chronic medical conditions as predictors of functional disability in an older population in Taiwan Chiu N-C et al., Australasian J. Ageing 23:1 (March 2004)

Health care for older persons in Argentina: a country profile Moantero-Odass, M et al., J. American Geriatrics Society 52:10 (2004)

The association between clinical oral health status and oral impacts experienced by older individuals in Sri Lanka

Ekanayake L and Perera I, J. Oral Rehabilitation 31:9 (2004)

Postoperative cognitive changes among older Taiwanese patients Lou M-F, J. Clinical Nursing 12:4 (2003)

Ethnic minority older adults participating in clinical research: developing trust Moreno-John G et al., J. Aging and Health 16 Supplement 1:5 (2004)

They don't come to listen': the experience of loneliness among older people in Kwahu, Ghana van der Geest S, J. Cross Cultural Gerontology 19:2 (June 2004)

Herbal product use by African American older women Yoon S L et al., Clinical Nursing Research 13:4

Ageing and mental health Theme of Ageways 65, HelpAge International (September 2004)

Migration

It is part of your life until you die: older refugees in Australia Hugman R et al., Australasian J. Ageing 23:3 (September 2004)

Family

Changing family structure and elder abuse issues in Japan Kasuga K, Geriatrics and Gerontology Int. 4 Supplement 1:1 (2004)

Taiwanese young adults' intergenerational communication schemes

Lin M-C et al., J. Cross Cultural Gerontology 19:4 (December 2004)

Initiating factors of Chinese intergenerational conflict: young adults' written accounts Zhang Y B, J. Cross Cultural Gerontology 19:4 (December 2004)

HIV/AIDS

The economic consequences for parents of losing an adult child to AIDS: evidence from Thailand Knodel J and Im-em W, Social Science and Medicine, 59:5 (September 2004) pp. 987-1001

Effects of coresidence and caregiving on health of Thai parents of adult children with AIDS Kespichayawattana J and van Landingham M, J. Nursing Scholarship 35:3 (2003)

Gender

Gender differences in economic support and well-being of older Asians Ofstedal M B et al., J. Cross Cultural gerontology 19:3 (September 2004)

Gender, health, marriage and mobility difficulty among older adults in India Sengupta M and Agree E M, Asia-Pacific Population J. 18:4 (2003)

New journal

Middle Eastern Journal of Age and Ageing Launched in 2004 to publish clinical and educational research. www.me-jaa.com

Papers and reports

Building blocks: Africa-wide briefing notes: supporting older carers International HIV/AIDS Alliance (2004). English, French and Portuguese. Explains why programmes supporting orphans and vulnerable children need to pay attention to the needs of older people who care for them. www.aidsalliance.org

Family and community interventions for children affected by AIDS L. Richter et al., Human Sciences Research Council, South Africa (2004), 182pp.
Makes various references to older people as carers.
www.hsrcpublishers.ac.za

Inclusive and effective poverty reduction: the case for targeting all age groups in European Union development HelpAge International and

Save the Children Alliance (2004)
Demonstrates the scale and depth
of child and old-age poverty, explores
how poverty is transferred between
generations, and emphasises the
interdependence of young and old.
www.helpage.org



The cost of love: older people in the fight against AIDS in Tanzania HelpAge International (2004) Details on page 5.

Transforming the mainstream: seminar report on mainstreaming and inclusive approaches in EU development cooperation Aprodev, HelpAge International, One World Action and WIDE (2004) Price: 8 euros (plus postage) from WIDE, rue de la Science 10, 1000 Brussels, Belgium. Email: info@wide-network.org Also available at www.helpage.org

Summary of research findings on the nutritional status and risk factors for vulnerability of older people in Africa HelpAge International (2004)

Chronic poverty among Indian elderly Irudaya Rajan S, Indian Institute of Public Administration (2004) CPRC-IIPA working paper no. 17

The graying of the Middle Kingdom: the demographics and economics of retirement policy in China: can China grow rich before it grows old?

Jackson R and Howe N, Centre for Strategic and International Studies (2004)

www.csis.net

Chronic poverty and older people in South Africa

May J, Chronic Poverty Research

Centre (2003) www.chronicpoverty.org

Economics of pensions and social security in South Asia: special focus on India, Sri Lanka and Bangladesh Rajan I et al., South Asia Network of Economic Research Institutes (SANEI) (2003)

www.saneinetwork.net

Pension reforms in India: the insecurity dimensions
Rao P M, Social Security Association of India (2004)

Available at www.eldis.org

Social security for persons with disabilities in India Rao P M, Ministry of Social Justice and Empowerment, Government of India (2004) Available at www.eldis.org

Longevity in Russia's regions: do poverty and low public health spending kill? Ivaschenko O, UNU-WIDER (2004) www.wider.unu.edu

Plan of action for gender equality 2005-2015

Commonwealth Secretariat Gender Section

WAMM(04)(PoA)1(Rev.3)

Refers to links between violence and range of factors including age.

www.thecommonwealth.org

Rural population ageing in developing countries: issues for consideration by FAO
Stloukal L, Population and Development Service, FAO Gender and Population Division (2004)
www.fao.org/sd/dim_pe3/pe3
__040401_en.htm

Rural population ageing and sustainable rural development: report on a brainstorming workshop FAO headquarters (2003) www.fao.org/sd/dim_pe3/pe3_040403_en.htm

Orphans and vulnerable children: technical consultation, Washington, DC November 3-5, 2003 meeting report USAID, April 2004 Includes references to older people

Includes references to older people and caring for caregivers.

www.coreinitiative.org/pub/OVC

_TC_Report.pdf

Protecting and promoting livelihoods in rural India: what role for pensions? Farrington J and Saxena N C, Opinions (12 February 2004) www.odi.org.uk/opinions

World Bank reports

How has the new approach to public pensions in Latin America fared?
Gill I S et al. (November 2004)
http://publications.worldbank.org/ecommerce/catalog/product?item_id=3544556

Safety nets for the elderly in poor countries: the case of Nepal Palacios R J and Irudaya Rajan S (June 2004)

ISSA reports (www.issa.org)

HIV/AIDS, social security and the twotier structure of African economies Docquiera F et al. (2003) The South African old age pension: exploring the role on poverty alleviation in households affected by HIV/AIDS Legido-Quigley H (2003)

Adapting social security schemes to the challenges of a long life society: the Indian experience

Subrahmanya (2003)

NBER working papers (http://papers.nber.org)

Financing consumption in an aging Japan: the role of foreign capital inflows in immigration Dekle R, no. W10781 (September 2004)

Aged-care support in Japan: perspectives and challenges *Mitchell O et al. (2004)*

ODI reports (www.odi.org.uk)

Post offices, pension and computers: new opportunities for combining growth and social protection in weakly-integrated areas? Farrington J et al (2003)

Population ageing, elderly welfare and extending retirement cover: the case study of Sri Lanka Gaminiratne N (April 2004)

Ageing in a low-income country: is an old age pension necessary and affordable? Case study of Sri Lanka Gaminiratne N, ESAU briefing paper (November 2004)

OECD reports

Ageing and employment policies: OECD employment (October 2004)

Ageing and employment policies: OECD finance and investment/ insurance and pensions (July 2004)

Ageing and employment policies: OECD social issues/migration/health (February 2004)

New organisation

WorldGranny
Launched in 2004 to support
practical work with older people in
India and Sri Lanka and raise
awareness in the Netherlands of
ageing and development issues.
WorldGranny, Pieter de
Hoochstraat 22, 1071 EE Amsterdam,
The Netherlands.

Tel: +31 20 6722851 Email: info@worldgranny.nl www.worldgranny.nl

Books

Living longer: ageing, development and social protection

Peter Lloyd-Sherlock (ed.), Zed Books (2004), 308pp.

Originating with a symposium during the Madrid Second World Assembly on Ageing in 2002, this book explores the role played by both formal and informal social protection in ensuring the wellbeing of older people. With examples from a broad range of countries it emphasises the diverse ways in which older people manage risk and opportunity, and maps out a research agenda for a better understanding of these issues in a rapidly ageing world. ISBN 1 84277 357 7

Age, narrative and migration: the life course and life histories of Bengali elders in London *Gardner K, Berg Publishers, Oxford* (2002).

ISBN 1 85973 313 1

Events

Healthy Aging in the 21st Century: Building bridges between research and practice

18th Congress of the International Association of Gerontology 26-30 June 2005 Rio de Janeiro, Brazil Contact: Dr Norton Sayeg, President Tel/fax: 55 11 3081 6247 Email: nortonsa@uol.combr www.gerontology2005.org.br

Perspectives of the Older Persons in Europe
EURAG European Federation of Older Persons 18th International Congress
30 September - 2 October 2005 Llubljana, Slovenia
Contact: Janja Drole
Tel: +386 1 25 137 27,
Fax: +386 1 25 22 487
Email: ianja drole@infos.si

Courses

Geriatrics 16-27 May 2005 International Institute on Ageing, 117 St Paul Street, Valletta, VLT 07, Malta www.inia.org.mt

Demographic Aspects of Population Ageing 7-18 November 2005 INIA (see above)

Research update

Major new projects

Urban poverty in Bolivia

Preliminary findings from a study in Bolivia show widespread chronic poverty among urban older people. The means to escape poverty become fewer as people grow older.

The study, due to be completed by the end of 2005, was carried out for a PhD through a partnership between University College, London and HelpAge International, with funding from the Economic and Social Research Council. It aims to develop a more informed understanding of the livelihood strategies used by older people in the absence of pensions and social security.

Household surveys, focus groups with older people, and semistructured interviews and life histories with people of different age groups were carried out in three poor areas of La Paz in 2003-2004.

These show that as the state continues to rely on the family as the main source of support in old age, at a time when families are already under severe economic pressure, older people often fall into a gap between state and family, and have to develop their own survival strategies.

This often involves working into very old age – frequently in low-paid, demeaning jobs.

Contact:

Emmeline Skinner Email: emmeline.skinner@virgin.net www.emmy.org.uk

Social support in Cuba

A study of 'grandparent circles' in Cuba challenges the stereotypical view that older people naturally disengage from public life. These circles, initially established by older people as exercise groups, have taken on a wide range of other responsibilities over the past decade.

The study analysed the reasons for integration into the groups as an example of older people's engagement with civil society. The study was undertaken as part of a masters degree in Latin American Studies awarded by the



Secretary of a 'grandparent circle' in Havana.

Institute of Latin American Studies (now Institute for the Study of the Americas), University of London. It was part-funded by the Hewlett Foundation

Semi-structured interviews were carried out with 20 older people in two municipalities of Havana, and with social scientists, health professionals, activists and ministry representatives.

The study noted that about threequarters of circle members were women who had joined as the result of a negative event. The lower attendance of men suggests that many men lack skills to avoid social isolation in later life.

Contact:

David Clark Email: dgclark3@yahoo.co.uk

Cash transfers in Africa

HelpAge International and Save the Children UK are working together to study cash transfer programmes in eastern and southern Africa, with funding from UNICEF.

The aim is to identify and gather information on cash transfer programmes that can enable the most vulnerable – often older people and children – to benefit from poverty reduction measures.

The study will be carried out in the first half of 2005. A broad scoping exercise will be undertaken to map out existing social protection measures, including cash transfer schemes, in the region. Following this, a small number of case studies of cash transfer schemes

will explore the implementation and impact of these schemes.

The study will consider lessons that can be learned by governments and other agencies for extending these schemes or replicating them in other areas.

Contact

Mandy Heslop, Training and Research Manager, HelpAge International. Email: mheslop@helpage.org Jenni Marshall, Poverty Policy Advisor, Save the Children UK. Email: j.marshall@savethechildren.org.uk

Ugandan health and nutrition policies

Household surveys and focus group discussions with older people and children in their care were carried out in six districts of Uganda in November 2004 to identify problems faced by older people in accessing social services.

Older people highlighted lack of funds to meet their basic needs and educate children in their care, dilapidated houses, difficulty accessing water, food insecurity, health problems and poor access to health care. Relationships between older people and orphans were also a key concern.

The study was coordinated by Uganda Reach the Aged Association and HelpAge International as part of a programme to mainstream ageing issues in national poverty, health and nutrition policies and practices, funded the Rockefeller Foundation.

The programme began with a review of national health and nutrition policies, standards and practices, led by an inter-ministerial team, to identify gaps in provision for older people. The findings will feed into recommendations for incorporating ageing issues into key sectoral policies.

Contact:

Dolline Busolo, Regional Coordinator, HelpAge International Africa Regional Development Centre, PO Box 14888, Westlands, 00800 Nairobi, Kenya. Tel: +254 21 4444289 Fax: +254 20 4441052 Email: dbusolo@helpage.co.ke 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.

Ageing and Development aims to raise awareness of the contribution, needs and rights of older people and to promote the development of laws and policies supporting older people. It is published twice a year by HelpAge International, with funding from Help the Aged (UK).

Copies are available free of charge on request to policy makers, programme planners and researchers. Please contact us with brief details of your work. If requesting multiple copies, please explain who these are for and how they will be distributed.

Ageing and Development is available on the web at: www.helpage.org

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Email: helpage@candw.lc

Eastern Europe and Central Asia Email: chine@helpage.org

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