

5 Analysis of Stakeholders



5.1 NLEP Unit, Burhanpur (Urban)

The NLEP Unit in Burhanpur, comprising the Urban Leprosy Centre and the rural units in its hinterland, was among the chief players in the special initiative for leprosy elimination in Burhanpur town. The Burhanpur Municipal Corporation is not a district headquarter and, therefore, direct day-to-day involvement of the DLO and his district-level team was not possible. For towns like Burhanpur, which is an hour's journey by train from the district headquarter in Khandwa, local teams become the focus of activity.

Characteristics of NLEP, Burhanpur

Size	A team of four-to-five people in the rank of NMS and NMA, headed by an MBBS doctor.
Organisation	Part of the vertical NLEP, they are soon to be merged with the general medical services.
Membership	Service (through standard government selection procedures).
Focus	Identify leprosy patients and administer treatment.
Degree of influence	The team handles all the NLEP activities for Burhanpur town. Occasionally they take the help of the NMAs in-charge of rural areas. As the sole point for government leprosy treatment facility, they know the intricacies of the leprosy elimination work. Because leprosy elimination has been a vertical programme, it is usually only the NLEP staff who

are aware of the signs, symptoms and treatment of leprosy.

Interests	They would like to keep the process of leprosy elimination limited to their department/project so that their importance and freedom of work are not affected.
Motives	Because a decrease in the prevalence of leprosy is an indicator of their performance, most of the staff do not try to maximise case-detection efforts. However, because of the imminent integration of their programme they are tending to make a case for maintaining the current vertical structure and in some cases there has been an effort to increase case-detection.
Attitude	As an institution there is very little motivation to improve performance (permanent jobs, no performance-based incentive). However, many individuals are quite motivated because of a personal inclination to be sincere in their efforts.
What stakeholders can contribute to/ withhold from the project	Poor case-detection is a direct consequence of the structural barriers to motivation. Addressing this would lead to significant improvements in the leprosy programme.

5.2 District NLEP Unit, Khandwa

The District NLEP Unit in Khandwa is, to a smaller degree, directly involved in the special initiative for leprosy elimination. Nevertheless, it is an important stakeholder in the programme. The district unit would influence the functioning of its smaller constituents. Additionally, it is this office which becomes a conduit for liaison work at both the district and lower levels of the administrative hierarchy. The unit is essential in terms of the larger LE structure, of which the special initiative is only a part.

Characteristics of District NLEP Unit, Khandwa

Size	A team of three or four people who support the District Leprosy Officer (an MBBS doctor) in leprosy elimination.
Organisation	A vertical department, it functions solely in the area of leprosy elimination and is soon to be integrated into the general health services. Unlike other NLEP functionaries who are dedicated totally to the department, the DLO is on deputation from the general health services.
Membership	Service (through standard government selection procedures).
Focus	Technical and managerial guidance to all NLEP units in the district.
Degree of influence	The NLEP is dedicated to the objective of leprosy elimination. The department is equipped with resources (material) for this purpose. Its role as the chief operative in leprosy elimination has ensured that it has the necessary expertise at all levels of its functioning.
Interests	The absence of a full-time DLO at Khandwa till February 2002 resulted in ambiguity on the part of the department functionaries regarding their exact role in leprosy elimination after integration. The appointment of a full-time DLO has therefore come at a crucial juncture, where the NLEP will have to focus on establishing itself in the role of technical support for the integration of the programme into the general health services.
Motives	The department's efforts so far have been more concentrated in rural areas than in urban areas in Khandwa district. This is due to the uniformity

of the health service delivery system in these areas, which makes it easier to identify and treat LAPs.

Attitude In addition to the usual problem of lack of motivation in government systems, the absence of a DLO at the district headquarters led to speculation among the staff regarding their position post-integration, which, in turn, influenced their performance negatively.

What stakeholder can contribute to/ withhold from project With a DLO dedicated to leprosy elimination, the district NLEP can provide the required technical guidance and support for the initiative to be undertaken at Burhanpur.

5.3 Health Department, Burhanpur

The Health Department, Burhanpur, influenced the special initiative directly at the local level and, more broadly, in terms of the attitude of the district health authorities towards the initiative. The massive infrastructure of this department in terms of human and other resources can be utilised for similar projects. This stakeholder has the potential to make or break the entire project.

Characteristics of Health Department, Burhanpur

Size One CMO, in-charge of the Civil Hospital at Burhanpur, assisted by two-to-three medical officers and a multitude of technical and non-technical staff.

Organisation A line department, it is a unit of the larger government general health services.

Membership Service (through standard government selection procedures).

Focus To ensure implementation of various Central and state-funded government health programmes according to plan and to provide information and

	education on various diseases to the target population.
Degree of influence	The extent of reach into the population, coupled with the provision of low-cost services for general health care, have ensured that the department has a good hold on the people. Despite the fact that private health practitioners and services are constantly utilised by the population, the poor from both rural and urban areas come to the government hospital for major ailments. Therefore, the Health Department functionaries can help identify LAPs from amongst their patients and inform the NLEP accordingly.
Interests	The department is still unclear regarding its role in leprosy elimination due to the existence of the NLEP as a parallel entity having worked dedicatedly for LE. This ambiguity has resulted in reduced initiative on the part of the department in the project.
Motives	So far the department plays a bystander's role in leprosy elimination. Its functionaries feel that they are overburdened with work and therefore do not see the need to involve themselves with LE. They still perceive the LE programme to be a NLEP/DANLEP programme.
Attitude	Leprosy elimination is very low on the department's list of priorities and this is reflected in the absence of any departmental initiative in this direction. Inclusion of leprosy elimination in the department's agenda is not perceived as providing it any additional status, as leprosy is not a high-profile issue such as AIDS, polio or malaria.
What stakeholder can contribute to/	Lack of proper co-ordination of the Health Department with the leprosy elimination

withhold
from project

programme would result in poor case-detection, registration, treatment, etc. A positive initiative on the part of the Medical Officer I/c. would result in better functioning of the NLEP. However, continued lack of interest on the part of the Medical Officer I/c. result in derailing the NLEP efforts since the DLO is lower in the hierarchy than the Medical Officer I/c.

5.4 DANLEP, Madhya Pradesh

DANLEP is by far the biggest stakeholder in the special initiative for leprosy elimination in urban areas. Accordingly, DANLEP played a leading rather than a facilitating role in the entire process.

Characteristics of DANLEP, Madhya Pradesh

Size	One State Coordinator, and two Zonal coordinators, with support staff, constitute the DANLEP Madhya Pradesh office.
Organisation	An organisation funded by the Danish government, DANLEP functions in partnership with the GOI. Adopting largely a facilitator's role to NLEP's efforts, DANLEP has provided direction to leprosy elimination efforts so far. In Burhanpur, the work of DANLEP was headed by the Zonal Coordinator stationed at Indore.
Membership	The organisation has its own internal selection procedures.
Focus	Leprosy elimination by provision of technical and material assistance (medicines, IEC material) to government for use by NLEP.
Degree of influence	In the area of leprosy elimination, the organisation has a high level of expertise as a result of having worked towards leprosy elimination for a considerable period of time. The organisation's interaction with government is very cordial and cooperative. Therefore, DANLEP's initiatives are usually not resisted by the bureaucracy.

Interests	The organisation conceived the idea to develop the special leprosy elimination initiative in Burhanpur and therefore played a leading role in its implementation.
Motives	With just under a year left to achieve the target of leprosy elimination, DANLEP has little time left. In the months ahead therefore, it will have to focus on possible alternative processes in order to reduce leprosy prevalence. The Burhanpur experiment was one such initiative.
Attitude	The perception that active co-option of voluntary organisations and local communities should precede that of the general health systems seemed to influence the strategy for leprosy elimination, especially at Burhanpur. This needs to be altered slightly and more participation needs to be elicited from the GHS in specific areas for better programme results.
What stakeholder can contribute to/ withhold from project	With their excellent rapport the organisation can help strengthen capacity development of the GHS and NLEP functionaries for them to take a leading role in LE.

5.5 Service clubs

Service clubs like the Lions, Rotarians and Giants constitute a valuable reservoir of resources for the special initiative for leprosy elimination. They represent a class of educated and accomplished individuals willing to come together and pool their resources to aid such programmes. Their contribution in programmes like the Pulse Polio reflect their ability to work harmoniously with different groups to achieve a common goal.

Characteristics of service clubs

Size	—
Organisation	A framework for rendering social service is usually well-defined within the organisation, and it retains the right for sanctioning funds for such activities.

Membership	People who are interested in social service activities as a conscience supplement to their professional life become members. The membership involves fees, which are substantial by Indian standards.
Focus	The clubs confine their activities usually to urban and peri-urban areas and are often looking for social concerns to work for. They are constantly courted by other organisations to partner their agendas.
Degree of influence	These clubs have limited resources but have the flexibility to decide their spending patterns at the local level. These clubs can help to obtain cooperation from other segments of the community.
Interests	The clubs are interested to contribute towards what they see as a good cause in return for acknowledgement and publicity.
Motives	In addition to getting the pleasure of serving a good cause, members of these clubs would like the society to acknowledge their contribution.
Attitude	Positive, if they are convinced of the genuineness of the cause.
What stakeholder can contribute to/ withhold from project	While negative influence is almost negligible, their participation brings in resources - manpower, materials and at times also professional assistance.

5.6 Professional associations

Professional associations would influence the special initiative of leprosy elimination in a manner similar to service clubs, but with the added advantage of technical knowledge. NIMA, which participated in this project, is a case in point.

Characteristics of professional associations

Size	—
Organisation	Includes people in the same profession who have

	<p>formed an organisation to lobby for their rights and privileges.</p>
Membership	<p>The membership is restricted to people belonging to a particular profession. As it is an interest group for lobbying, the fees are rarely high.</p>
Focus	<p>Such organisations are basically interest groups but some take up social service activities, especially in their area of expertise.</p>
Degree of influence	<p>The possibility of a clash of interests between professional associations in health and GHS functionaries is heightened by the fact that they cater to the same target population. Co-opting them is therefore in the interest of the programme. In Burhanpur it was found that private practitioners preferred to dispense leprosy medicines by themselves though they had no objection to informing the health department about the patients. Hence, leading a patient to the government system would only be done if it did not cost them in terms of time and effort. However, alienating them would result in considerable losses in terms of 'early detection' of leprosy.</p>
Interests	<p>Would like to participate in activities that open vistas to their own profession and bring them professional recognition. However, not many would contribute if it was perceived as having a negative impact on their professional interests.</p>
Motives	<p>In addition to professional and personal advantage it gives them recognition as a charitable group and socially conscious citizens.</p>
Attitude	<p>Would like to participate in activities that complement and supplement their professional life.</p>

What stakeholder can contribute to/ withhold from project

If tapped well, they can provide qualified manpower, and they can influence people's participation across a large section of society. Co-opting them may improve detection and early treatment.

5.7 Medical educational institutions

This group of stakeholders can participate in leprosy elimination by involving their students. In Burhanpur there is an Ayurvedic and an Unani college.

Characteristics of medical educational institutions

Size	—
Organisation	Service-providers (teachers) and students are bound together for a certain period of time in a formal institution with the intention of teaching/ acquiring specified medical skills and knowledge.
Membership	The student comes through an admission process.
Focus	Skill development of interested individuals in alternative (indigenous) system of medicine.
Degree of influence	Can influence efforts positively through increased coverage of IEC activities. The volunteers are more knowledgeable about the issues involved than lay people.
Interests	Perceived benefit of training of students in the area of leprosy diagnosis and treatment.
Motives	The allopathic system of medicine dominates alternative streams of medicine. Consequently, those in the allopathic sector also overshadow practitioners or apprentices of these disciplines. Opportunities like the special initiative on leprosy elimination are therefore viewed as a means of

getting the attention of the public at large as well as the medical fraternity.

Attitude Positive

What stakeholder can contribute to/ withhold from project
If tapped well, they can provide qualified manpower for leprosy elimination efforts in a sustainable manner.

5.8 Trade associations

Trade associations in Burhanpur would be one of the major contributors in terms of material resources for the special initiative in leprosy elimination. The group therefore becomes an important stakeholder since it will serve to augment the government and NLEP resources available for the programme.

Characteristics of trade associations

Size	—
Organisation	Formal association based on trade or occupation with the intention of protecting and furthering the group's interests and hence individual interests.
Membership	Membership is through application and choice. However, since it is more profitable/advantageous being a member than a non-member, there is an element of compulsion influencing the membership.
Focus	The group functions as a normative body for trades people and primarily tries to protect their interests, e.g. for equal pricing to prevent undercutting, for business closure days, for equal opportunities to all traders, and other such issues.
Degree of influence	Their ability to negatively influence the programme is practically non-existent. However, they can make a positive impact due to their ability to mobilise

large amounts of resources, especially material resources, in a short time. Their inclination for social service is spurred by the fact that their trade is not viewed on the same plane as the professions of doctors, teachers, lawyers, etc.

Interests	The group focuses on protecting its rights and possesses a fairly developed sense of social responsibility, which impels them to contribute to social causes.
Motives	The motivating factor for this group is the recognition received in return for rendering service of this nature and the possibility of a resultant profitable association with professionals who can influence their business.
Attitude	Usually has a constructive approach and require minimal encouragement to cooperate.
What stakeholder can contribute to/ withhold from project	Though the group cannot have a negative impact on the programme, their participation would ensure availability of a vast amount of resources which would help the programme.

5.9 Community organisations

Community organisations have a great potential to influence the factor of people's participation, which is crucial to the success of the special initiative for leprosy elimination. This category of stakeholders was expected to play a leading role in generating ownership for the programme in the Burhanpur community.

Characteristics of community organisations

Size	—
Organisation	Community organisations generally consist of groups of people who share a common social identity, which may be based on caste, place of origin

or similar characteristics. Such organisations are also utilised by business and trading communities as a platform for establishing beneficial networks with fellow community members.

Membership Membership is automatic since belonging to a particular social group is the only criterion.

Focus These organisations seek to strengthen their social and cultural identity through social gatherings, which include members of all ages. Activities are organised to engage the youth with the objective of promoting their shared identity. These organisations hold the conviction that no individual's social obligations can be considered complete without rendering service for the betterment of society. In Burhanpur, most of the community organisations were constituted by people from the business and trading communities.

Degree of influence Since prominent economic and social groups in society constitute such organisations, their involvement would lead to contributing material and financial resources for the programme.

Interests Promotion of communal solidarity and shared identity feature high on their list of priorities. Any activity that provides them with the opportunity to do this is welcome.

Motives Since these community groups usually are quite small in terms of numbers, occasions such as this give them an opportunity to gain more acceptance in the society.

Attitude High willingness to contribute.

What stakeholder can contribute to/ Their involvement may be highly profitable for the programme since financial or material resources

withhold from project

would be made available in exchange for the publicity that they desire. However, if the target population for the intervention differs markedly from the community groups involved, there is a risk of alienation between the programme and the target group.

5.10 Political bodies

An important as well as influential stakeholder, the contribution of political bodies to the programme would be varied. In addition to possible financial aid, this group has the potential to initiate policy-level changes, which is an important part of the special initiative for leprosy elimination.

Characteristics of political bodies

Size	—
Organisation	Usually comprise bodies of people’s elected representatives, and are affiliated to different political parties active in the area.
Membership	Elected for a fixed term and/or by membership.
Focus	Development through advocacy of local priorities and monitoring of work done by both government and private agencies.
Degree of influence	They possess the ability to influence the local administration, private bodies and the masses. Their acknowledgement would ensure programme credibility. A negative attitude among the political bodies could lead to a disruption of the programme.
Interests	Favourable public opinion is the primary influencing factor in these organisations. The need for a good public image influences and directs their participation.

Motives	Strong public relations are usually seen as a means of gaining and sustaining power in a democracy. Social work can be a part of their agenda, especially in their own constituencies, which is often used as a hidden campaign strategy.
Attitude	Usually positive towards social and developmental causes unless it hurts their vote bank.
What stakeholder can contribute to/withhold from project	Their ability to influence both negatively and positively is very high. Co-opting them may facilitate programme implementation. However, at the implementation level, close association with any specific political party may alienate target groups who may identify themselves with other political parties.

5.11 Individuals

Influential people who have the potential to alter the course of a programme and act as catalysts for the acceleration of a process. This quality makes them invaluable to the special initiative.

Characteristics of individuals

Size	—
Organisation	—
Membership	—
Focus	People inclined to invest their spare time in productive social work.
Degree of influence	Negative influences are rarely seen. Their involvement would ensure availability of resources as well as lend credibility.
Interests	Inclination to contribute positively to the larger social good.

Motives	Self-realisation and a desire to be altruistic are the motivating factors.
Attitude	Positive.
What stakeholder can contribute to/ withhold from project	Individuals can provide positive direction and improve programme quality, usually without any hidden or direct interests in terms of personal gain, apart from the respect generated by their contribution.

5.12 Religious groups

This stakeholder category actively influences the lives of individuals through the sphere of religion, which is of major importance to most people. Religious groups may influence changes in attitudes and behaviour of importance to the programme.

Characteristics of religious groups

Size	—
Organisation	Different religious groups have different organisational set-ups but they usually are concentrated or centred around a common place of worship. In a wider context they are organised around a shared sense of belonging and identity with a religious doctrine or belief system.
Membership	By choice, with the criterion of either being born into a particular religion or having converted to it.
Focus	Activities of religious groups are focused at endorsing their sets of beliefs in the society at large but specifically at people who belong to their religion and are not formally a part of such organisations. Their ideas of social good are expected to be in harmony with their religion's ideology and philosophy.

Degree of influence	Religion touches an emotional chord in most people. This is the basis of influence for such organisations enabling them to exert either positive or negative influence over the followers. The involvement of religious leaders and important group members would lend credibility to the programme in the eyes of their co-religionists and open entry points into the target group where previously none might have existed.
Interests	Promotion of religion among the population is the priority interest of the group, as this would ensure the survival of the religion. Any activity providing them with such opportunities is welcomed.
Motives	Augmenting their numbers is the biggest motivating factor for religious groups. Therefore, any prospect of advertising the positive aspects of a particular religion finds acceptance among such groups.
Attitude	Usually positive to social causes as all religions embody the need for working towards a larger social good.
What stakeholder can contribute to/ withhold from project	Since these organisations have a considerable following they can influence the people positively. In addition to this, most of the members exhibit a high propensity for social work and this can prove resourceful for the programme. However, any given religious group may not be able to address the needs of the followers of other religious communities.

5.13 Social service groups

Social service groups with the required inputs and improvements will form what can be termed as the 'workforce' for the special initiative for leprosy elimination. Their contribution therefore will determine the

quality of the programme, which makes them important stakeholders. The National Service Scheme (NSS) and Bharat Scouts and Guides (BSG) are some such groups.

Characteristics of social service groups

Size	—
Organisation	Social service groups are usually formed with the objective of actively working in the area of social welfare. Character-building of individuals features prominently on their agenda. Therefore, they are generally composed of youths whose potential is well-utilised by such organisations.
Membership	Enrolment by choice.
Focus	Their aim is to involve their members in activities that help them to build their personality and character as well as bring about the betterment of society.
Degree of influence	They have easy acceptance in society, which enables them to get a foothold in the most inaccessible areas of the community.
Interests	Social education of their members to empower them to be aware and proactive in society is the primary interest of such organisations.
Motives	Contributing to any social good in keeping with their beliefs is a motivating factor for such groups.
Attitude	Are ready to contribute if they are in agreement with the cause.
What stakeholder can contribute to/	They usually have a large membership base and since they are often youths or children, their

withhold from project involvement may be easily accepted. Being children, however, they are expected to be less assertive vis-à-vis an adult target population.

5.14 Educational institutions

Educational institutions will be instrumental in providing the special initiative with 'raw recruits' who would require 'inputs' for participating in the programme. A long-term vision associated with this category is that information about leprosy imparted to these institutions will be handed down to subsequent generations.

Characteristics of educational institutions

Size	—
Organisation	Established to provide formal education to children, they follow the pattern of instruction specified by concerned authorities.
Membership	By admission, at the prescribed age into the lowest division of the institution.
Focus	To equip their pupils with the required level of knowledge in various fields.
Degree of influence	Their involvement would result in the acquisition of a large group of sincere and committed volunteers for the programme.
Interests	Aim to provide a largely well-rounded education to children.
Motives	Skill development and knowledge-building.
Attitude	While the organisation may be dogmatic, it can also be open to experiments if these are perceived as adding value to education.

What stakeholder can contribute to/ withhold from project

They are a source of student volunteers who can be effective in LE efforts.

5.15 Nongovernmental organisations (NGOs)

Burhanpur does not have many NGOs. However, those that do exist such as Chetna Mahila Mandal and the District Red Cross Society played an important role in the programme. These organisations were similar to the service clubs in that they represented educated and better-off strata of the society. Both these NGOs pooled resources to aid the programme.

Characteristics of NGOs in Burhanpur

Size	—
Organisation	A framework for rendering social services is usually well-defined in the organisation, and it retains the right for sanctioning funds for such activities.
Membership	People who are interested in social service as a supplement to their professional life become members. The membership may involve substantial fees.
Focus	These NGOs confine their activities to urban and peri-urban areas and often seek projects to work on. They are also constantly courted by organisations to partner their agendas.
Degree of influence	These groups have limited resources but have the flexibility to decide their spending patterns at the local level. They can help to obtain cooperation from other segments of the community.
Interests	The NGOs are interested to contribute towards what they see as a good cause in return for acknowledgement and publicity.

Motives	Often, NGOs have an ideological basis for their activities. In addition, NGOs would like the society to acknowledge their contribution.
Attitude	Positive, if they get convinced of the cause.
What stakeholder can contribute to/ withhold from project	NGOs bring in resources—manpower, materials and at times also professional assistance to a project. Negative influence may be negligible, unless rivalry arises among different NGOs.