
UNIT 3 PARALLEL BODIES AND LOCAL SELF GOVERNANCE

Structure

- 3.1 Introduction
- 3.2 Parallel Bodies: Meaning and Concept
- 3.3 Type, Role and Effect of Parallel Bodies
- 3.4 Non-Parallel Bodies
- 3.5 Factors Responsible for Growth of Parallel Bodies
- 3.6 Examples of Parallel Bodies
- 3.7 Let Us Sum Up
- 3.8 Further Suggested Readings/References
- 3.9 Check Your Progress-Possible Answers

3.1 INTRODUCTION

Ever since human beings started leading a community life consciously, organizations with structural arrangements came into being. The organizations created by the communities looked after land, fisheries, and forest lands. Mostly natural resources are the common property of communities. They are protected, and enriched by the active participation and involvement of the communities that they belong to. In fact, people never developed aspiration to exploit natural resources for amassing wealth. It was only during the British Administration that properties were given to individuals by settlements and land became tradable commodities. Even then, many of the responsibilities had been carried out collectively by the informal organizations created by the communities. After the advent of the modern state system, arrangements for governance were created at the grassroots with active linkages with other, higher level governing institutions at regional and national levels. Yet, grassroots' level governance institutions were not as strong as state and national level institutions. But the institutions for governance at the grassroots level — the Panchayats - along with other organizations and institutions which had been with communities and evolved by the communities over a period of time grew simultaneously and later developed into a formal institution. Most organizations and institutions were created by communities for their own advantage and conveniences. They were all well regulated as per the norms and procedures evolved by the communities over a period of time. These organizations and institutions were called informal institutions after the advent of Panchayat Raj institution which was created by the central government for governance. There is yet another set of organizational mechanisms was created by the government for speedy implementation of many programmes and schemes. They are called committees for centrally and states' sponsored schemes. Thus, there are organizations and institutions evolved by the communities as well as those that are imposed on communities by the federal and state governments through the programmes and schemes functioning at the grassroots. Broadly speaking, there are two types of organizations and institutions at the grassroots level. They are both formal and informal institutions and organizations created by governments and government departments are formal

institutions and organizations created by the communities over a period of time are informal. As a result, there are three set of organizations and institutions functioning at the grassroots level. They are: the constitutionally created governance institutions, like the Panchayati Raj institutions; community created organizations, like temple committees, water bodies management committees, forest management committees, committees to resolve petty disputes within the community and the government created scheme based committees, like the Village Education Committee, Village Health Committee, and Village Water and Sanitation Committee and a number of other such committees. The number of committees and responsibilities of the committees vary from region to region. Committees that are meant to implement centrally sponsored schemes have a uniform character, structure, and responsibilities throughout the country. The committees and organizations are constituted with elected, selected and nominated members.

After reading this unit you should be able to

- explain the meaning and concept of parallel bodies
- describe different types of parallel bodies
- discuss three tier panchayats and two tier parallel bodies
- explain the factors responsible for the growth of parallel bodies.

3.2 PARALLEL BODIES: MEANING AND CONCEPT

Parallel bodies are organizations created by communities and government departments to discharge certain responsibilities in parallel, while the constitutionally created Panchayati Raj institutions are in position, in the same geographical area, to discharge the same set of responsibilities. According to PRIA, the term, 'parallel bodies', refers to those bodies whose functional domain overlaps with that of the PRIs, or, which are functioning in such a way as to hinder/support the decision-making process/effective functioning of the PRIs in areas which are constitutionally demarcated to PRIs as per the 11th Schedule. There are arguments after the establishment of Panchayati Raj institutions that the elected local bodies are undermined because of the functioning of parallel bodies. This argument has to be visualized in the backdrop of the 73rd Amendment to the constitution of India. The basic objective of creating this governance mechanism permanently at the grassroots level is by incorporating the same in part X of the constitution to achieve economic development and social justice with the active participation of the people through the participatory micro plan. The objective is to create a responsive, responsible, and representative institutional mechanism for governance administration at the grassroots. It is a constitutionally created institution with constitutionally mandated set of duties and responsibilities. Creation of any other mechanism for administration in the same geographical area with the same set of duties and responsibilities will weaken the constitutionally created governance institutions. This is the strong perception of the scholars of decentralization of powers, governance, and administration. The broader objective of the constitutionally created institutions takes care of all the responsibilities of the committees of the centrally sponsored schemes and the organizations of the communities. The Panchayati Raj system is broad based. It is not leader-centric as we had the same institution before the passing of the 73rd

Amendment to the constitution. Now it is people-centric, development-centric, and participation-centric.

There is yet another argument from the perspective of promoters of parallel bodies that the parallel bodies are really with serious stakeholders and relevant to the functioning of the bodies. There will not be any non serious player in the transaction of these bodies. The members of the parallel bodies are the real stakeholders, gaining advantage out of their participation. Hence, one will find effective participation of the stakeholders in all the deliberations of the committees. Real participation takes place only in the parallel bodies. On the other hand, the Panchayati Raj is a generalist institution where one will find not only generalists but also non serious players. Panchayats cannot deliver profit to all the individuals. The members are politically oriented and they look at issues from the perspective of political parties, not from development perspectives. Further, parallel bodies are special purpose vehicles designed to manage specific programmes of both central and state governments. The centrally sponsored schemes of the central ministries have evolved specific devices of constituting focused committees for effective implementation of schemes and programmes. The major argument in this regard is that while constitutionally created and mandated Panchayati Raj institutions are in place at the grassroots level to achieve development and social justice, the centrally sponsored schemes, MLAs and MPs conveniently bypass the Panchayati Raj institutions. This is being viewed as factor that weakens the Panchayati Raj institutions. This is to be understood in a broader perspective, namely, the purpose for which scheme related committees are constituted, emergence of community based organizations and the logic behind the standing committees of Panchayati Raj institutions. In reality, all three set of institutions and organizations function on the ground in the same geographical area. It is all the more important to visualize that to what extent convergence could be achieved among these organizations and institutions from the perspective of effective and efficient delivery of services and goods.

After reading this section, you might have gained idea about the meaning and importance of parallel bodies, its meaning and basic concept. Now you would be able to answer the questions given in Check Your Progress-1

Check Your Progress 1

Note: a) Write your answer in about 50 words

b) Check your answer with possible answers given at the end of the unit

1) What do you understand by Parallel Bodies?

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3.3 TYPE, ROLE AND EFFECT OF PARALLEL BODIES

The parallel bodies can be broadly categorized into the following types.

- i) Committees of the centrally sponsored schemes
- ii) Community based organizations
- iii) Three tier Panchayats and two-tier parallel bodies

3.3.1 Committees of the Centrally Sponsored Schemes

From the inception of the Planning Commission in Delhi the culture of evolving the centrally sponsored schemes had been in vogue. There have been many exercises and evaluations about the schemes and programmes with the objective of reducing the number and quantum of centrally sponsored programmes. But, contrary to expectations, the number of schemes have increased and the quantum of resources allocated to those schemes has also increased. On one hand, effective pleas are made for the reduction in the number of centrally sponsored schemes, and, on the other, conditions are created in such a way that the centrally sponsored schemes cannot be reduced, and, instead, they are increased. Hence, the centrally sponsored schemes are in place. As a result, the committees created for the effective implementation of the centrally sponsored schemes are active and vibrant at the grassroots level. These committees are not permanent and statutory. They will be in place as long as the schemes are alive and in operation. One will find active participation in these committees. There are valid reasons for creating these parallel bodies, and some of them are: i) to ensure participation of the beneficiaries in the process of implementation of the schemes, to achieve maximum impact; ii) to provide technical input for effective implementation of the schemes; iii) to ensuring efficiency in implementation of the schemes; (iv) to achieve convergence of the schemes meant for poverty alleviation and rural development. It is to be understood that the meaning of decentralization of powers never restricted that powers should be decentralized only to the lower level governance institutions. Powers can be decentralized even to quasi government bodies, civil societies and even to the private also. The prime objective is that people should get effective, efficient, quality service. Now, we will move on to view community based organizations.

Effect of parallel bodies on centrally sponsored schemes

Parallel bodies created by centrally sponsored schemes and the community based organizations have stunted the development of the Panchayati Raj institutions. Panchayati Raj institutions are permanent bodies, but the parallel bodies are created for a specific task, and for a specific period. Schemes are mostly regime based. Once the regime is over, the scheme closes. Thus, the parallel bodies created through centrally sponsored schemes are temporary in nature and *ad hoc* in character. Yet, these bodies are effective as they have resources and are powerful.

While arguing in favour of scheme-based committees against Panchayati Raj, corruption, ineffectiveness, poor capacity are being presented as reasons for not preferring Panchayati Raj. But the same are also applicable to the parallel bodies also, as revealed by studies. The parallel bodies do not have gender equality as

they do not have adequate number of women in the committees. The Panchayati Raj institutions, however, have the provisions to maintain gender equality. Panchayati Raj institutions are in the hands of the elected representatives of the people, whereas the parallel bodies are in the hands of the officials. The 73rd Amendment to the Constitution of India has brought women and Dalits to governance, but the parallel bodies have undermined these leaders. Instead of strengthening the women and Dalit leadership, the parallel bodies have weakened them.

3.3.2 Community Based Organizations

After the departure of the colonial power, the modern state system provided an institutional mechanism to govern and administer society and achieve development based on the western model of parliamentary democracy. The Afro-Asian countries borrowed this model and implemented it without much adaptation to suit the local conditions. The Afro-Asian countries are known for their strong traditional structures for community governance. One would find strong resistance to reform in certain parts of society, and, more particularly on governance at the grassroots level that is based on representative democracy. That is why we find a new syndrome of modernity in tradition and tradition in modernity in many of the socio-political processes of society. In one aspect, the modern state has to be very determined about dismantling certain structures and practices to enable the marginalized to emerge as respected citizens and claim their entitlements. It is unfortunate that beyond enacting legislation and evolving policies, the State has not shown vigour in translating the legislations and the decisions into reality. Further, in Afro-Asian countries people do not understand the importance of representative democracy. Despite its being in practice for several decades, people do not understand the process of governance under representative democracy excepting 'voting'. As a result, the governing mechanism is superimposed on society on the premise that if the state apparatus is expanded, all developmental responsibilities will be handled effectively, and thereby, society will be modernized and equity and equality will be achieved.

The government, through its policies, programmes and schemes has not been able to achieve the planned target. So, micro institutional structures working at the grassroots level were identified as effective instruments for delivering services. To achieve local development and to achieve social reconstruction to address the issues of social justice, local institutions are considered appropriate. This was the new premise found out throughout the world. But, the local institutions have to be reformed as they are traditional in character and not inclusive and gender sensitive. Hence, it was planned to create local institutions to achieve development legitimately, and to perform the functions of the local institutions evolved by the communities. This new initiative is the result of the failure of the governments in delivering services and goods, because, in many of the developing countries, state systems became weak and cannot manage reforms.

Even in a modernized society, traditional institutions still do look after the affairs of the community, such as temples, community properties - especially commons — and, more particularly, water and local disputes. They also operate a huge corpus fund. Since there is an accepted and standard mechanism to operate a fund from the corpus fund in a transparent way, the community reposes confidence in the leadership. While looking at the basic principles of these traditional

structures one finds modern indicators of good governance, namely, accountability, responsiveness, and transparency, but not inclusion of gender and marginalized groups.

Whenever the bureaucracy is effective, it interferes in the functioning of the traditional structures while the traditional structures disturb the normal functioning of the constitutional structures at the grassroots. Wherever there is synergy between the two, the bureaucracy plays a supportive role. The traditional institutions which are vibrant in some places by their performance and credibility are able to bring the constitutional bodies under their fold for which the community is also supportive. By doing so, the corpus of the traditional structure is enhanced by using the commons of the constitutional institutions.

The people who are the major source of support to both institutions conduct a balancing act by extending support to both in many places - extending active support to traditional institutions and passive support to constitutional institutions. In some places where there is active social conflict and the affected people are the marginalized, they extend support to the constitutional Panchayat and discourage the traditional Panchayat. In a few places, both are in action and intense conflict prevails between the two with the support of two groups supporting them. People know the roles of both institutions. If they feel both institutions are active and deliver services reasonably, they extend support to both, because people are economically and politically rational. In the event of failure of the state structure in the delivery of services, people have no option and, hence, whatever mechanism is available at their level has to be supported. Whenever the conflict is intense between these two bodies within a geographical area, where the constitutional Panchayat is co-terminus with the traditional Panchayat, civil society and the media have to play an active role to expose the malady and seek the intervention of government institutions. It has been demonstrated that local institutions are vibrant and capable of achieving local development, but, at the same time, local development should be on an equitable basis. To achieve this, the constitutional institutions have to be strengthened. The search is on throughout the world to find ways and means of strengthening the constitutional institutions.

The Effect of Parallel Bodies on Community Based Organizations

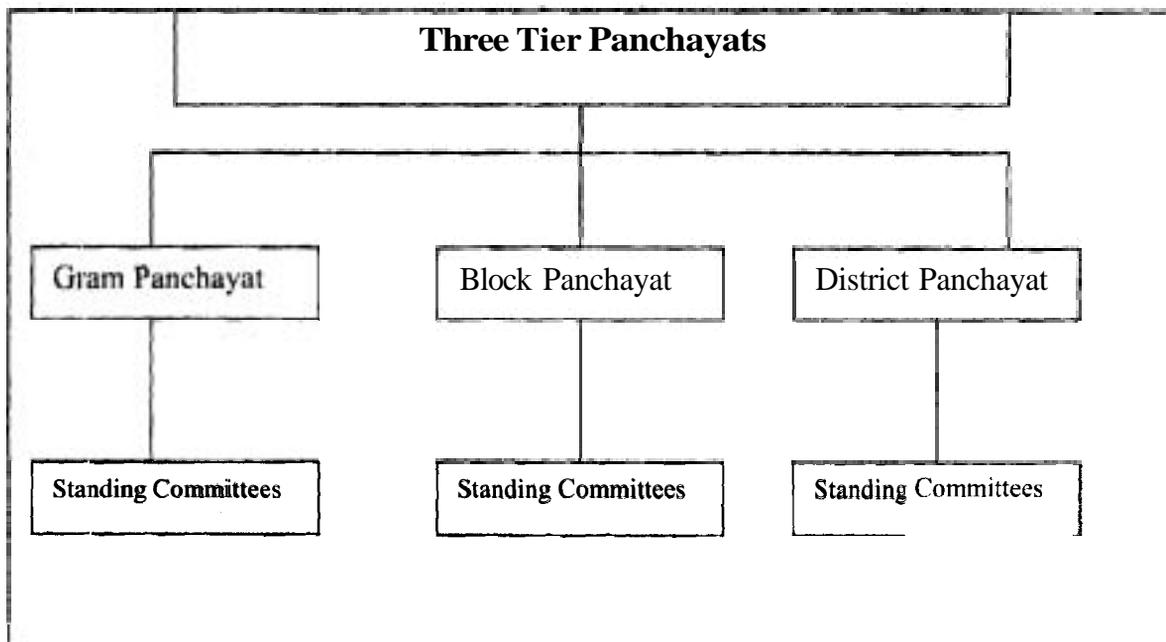
Community based organizations have strength and weaknesses. After the advent of Panchayati Raj institutions, in many places they have added strength to Panchayati Raj institutions by supporting them in delivery of services and goods. For the effective participation of the people in implementing schemes and programmes, the community organizations have contributed not only mere manpower, but, also, needed resources from their corpus. This synergy takes place where the communities are modernized, and democratized. This synergy happens in urban districts and industrialized districts. The same community based organizations are in conflict with the constitutional panchayats, as they want to retain some of the tasks and responsibilities which are assigned to the constitutional panchayats. More particularly some of the properties of the panchayats are with community based organisations. The newly elected representatives are in the process of retrieving the same from them and as a result, conflict arises between two bodies. It is evident from the panchayats where dalits and women are elected to gram panchayats as presidents. This conflict is

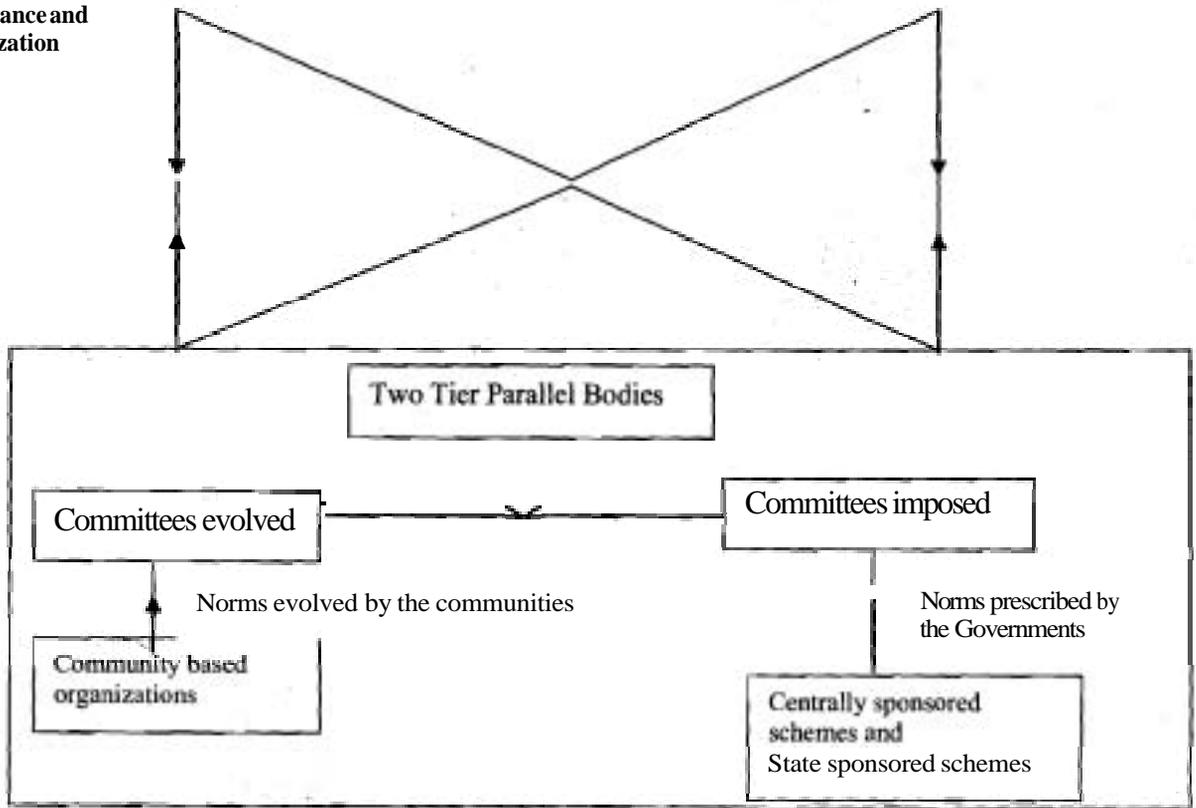
more acute in backward and agriculture districts. Whenever the state government departments are effective in the process, the role of community based organizations is weak and constitutional panchayats are strong, and wherever the government departments are dormant, the constitutional panchayats are weak.

3.3.3 Three Tier Panchayats and Two Tier Parallel Bodies

The three tier Panchayat structure is created through the constitution and thereby it has been incorporated in Part X of the constitution. It is for the governance and administration of a geographical area called a district. In every district, you will find a three tier governance structure, The three tiers are: are Gram Panchayat, at village level; block Panchayat, at middle level; and, district Panchayat, at the district level. The two tier parallel bodies are created by central and governments and communities. **Specific** committees are created by the central government and state governments for **implementation** of specific schemes. They are not permanent and they are not constitutionally created as Panchayat statutory **committees**. These committees will disappear once the schemes and programmes are over. There is yet another set of organizations 'specifically evolved by the **communities** over a period of time, They are **permanent**. Among the committees **created** by the communities, many disappeared as many of the responsibilities had been taken over by the **government**. Yet, there are a few organizations that **have** functioned at the grassroots level for many years **without** interruption. All these organisations are functioning in isolation and sometimes with convergence and many times with conflicting interests. How they interact with each other, how they conflict with each other, and how they carry out their activities usurping each others' power are areas of study and analysis. Two of these studies are important and interesting. They have covered wider areas both in context and **samples**. The **first** study was conducted by Participatory Research in Asia (PRIA), a civil society organization based at New Delhi, and the other is a study conducted by **the** Ministry of Panchayati **Raj**, Government of India, based on the data provided by the state governments. The details are being given below in a diagram and in tables.

3.3 Three Tier Panchayats and Two Tier Parallel Bodies





After reading this section, you might have gained idea about the types of parallel bodies, their role and effect. Now you would be able to answer the questions given in Check Your Progress- 2

Check Your Progress 2

Note: a) Write your answer in about 50 words

b) Check your answer with possible answers given at the end of the unit

1) Enumerate the various categories of Parallel Bodies.

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3.4 NON-PARALLEL BODIES

Parallel bodies do not include certain organizations, association and groups which perform certain **functions** at community level which are totally against some of the fundamental principles of the constitution. Those organizations and associations undertake responsibilities of the judiciary and deliver judgments on criminal and civil disputes by establishing their authority through their social base. They are not being discussed. We discuss about organizations, groups, committees, associations and institutions which are recognized by the government for **carrying** out certain responsibilities in the communities for effective delivery of services and managing some of the assets created by the government for the benefit of the communities.

3.5 FACTORS RESPONSIBLE FOR GROWTH OF PARALLEL BODIES

The factors outlined below are responsible for the growth of parallel bodies.

- i) **Participation of Beneficiaries** with the launching of the Minimum Needs Programmes in the Fifth Five Year Plan, both the Central and State governments, as well as various national and international agencies are investing a lot of money in socio-economic development. For effective implementation of these schemes, these agencies have constitution committees and groups at the village level. Two examples of this are the Joint Forest Management Committees (JFMs), and Water User Groups (WUGs). In a study conducted by PRIA, in actual practice these bodies work independently of the PRIs even though the Eleventh Schedule specifies that minor irrigation, water management and watershed development, and minor forest produce come under the preview of PRIs. The bodies are preparing participant lists and implementing these projects. However, in other ways they encroach on the areas of functioning of PRIs. In Gujarat, there is major role conflict between the JFM committees and village panchayats with regard to minor forest produce.
- ii) **Provision of Technical Input/ Expertise** customarily, Panchayati Raj institutions, in general, and village panchayats, in particular, do not have technical experts to handle projects and programme. Because of lack of expertise, these bodies have been created by the governments and external donor agencies for implementation of projects and programmes. However, it is seen that instead of helping and empowering PRIs, these bodies have converted themselves into parallel bodies hampering the development and empowerment of PRIs. These bodies have been encouraged and gained ground in rural and urban municipal areas because of a deficit in available technical manpower with the elected bodies. The technical and human resource development in local self government institution restricts the proliferation of parallel bodies.
- iii) **Ensure Efficiency** the third important function of parallel bodies is its efficiency in the implementation of developmental projects. Vesting power with the Panchayati Raj bodies without concurrent development of capability has given rise to parallel bodies. The efficient and effective functioning of parallel bodies has enabled them to encroach on the functioning of PRIs.
- iv) **Non-existence of Statutory Committees** the growth of parallel bodies can be attributed to the non-existence of statutory committees such as an Education Committee, Health Committee, or Production Committee at different levels of local self government. Besides, even where they do exist, these committees are not adequately empowered to carry out the duties and responsibilities assigned to them by the State Panchayati Raj Act. The parallel bodies are virtually performing all the duties and responsibilities of these committees.
- v) **Bureaucratic Control Mechanism-** It is a fact that in most states, the bureaucratic machinery does not want to delegate power to local self government institutions. They prefer to implement programme through the parallel bodies rather than through the PRIs. They generally believe that the

PRIs do not have capabilities to implement projects and programmes. Indirectly, they do not want empowerment of PRIs. Thus, bureaucratic support is one of the reasons for growth of parallel bodies. The Jannabhoom project, Andhra Pradesh, is one of the best examples. According to PRIA, all local issues related to the functioning of local intuitions and implementation of government schemes came under the Janmabhoom programme, and the functions of the Panchayat were taken over by the Janmabhoom programme through the backdoor.

3.6 EXAMPLES OF PARALLEL BODIES

3.6.1 Summary picture of Parallel Bodies in the 7 states studied by PRIA in 2001, their Areas of Overlap with the PRIs and their Institutional Linkages with the PRIs is given below.

Table-I: Examples of Parallel Bodies given by PRIA

No State	Parallel Body	Areas of overlap/ substitution	Institutional Linkage with PRIs
1. Uttar Pradesh	Water User Groups (WUG)/ Site Implementation Committee (SIC)	<ul style="list-style-type: none"> • Formulating, developing and approving plans of the area covered by the WUG • Selection of beneficiaries (farmers) • Construction, maintenance and management of link and main drains • Policy decisions like decision on rates of water charges 	Village Pradhan may be the ex-officio chairperson of the SIC
2. Haryana	Gram Vikas Samiti	Supervision of construction of work out of the funds released by HRDF Board, decentralized planning or any other state government scheme	The samiti consists of 4 members of gram Panchayat Chairperson - Sarpanch Elected Members - one Panch each from SC community, BC community and a woman Panch
3. Kerala	Expert Committee	Preparation of panchayats development plans	Technical advisory body to the panchayats regarding the plans prepared by the Panchayat

4. Andhra Pradesh	Janmabhoomi	Planning and implementation of development programmes at the local level	Sarpanch and the concerned ward member finds representation in the Habitation Level Committee of Janmabhoomi.
F. Gujarat	Joint Forest Management	<ul style="list-style-type: none"> • Cultivation, collection, and sale of minor forest produce • Conservation and maintenance of common property resources 	<ul style="list-style-type: none"> • A representative of village Panchayat will serve as one of the member of the mandal committee. • Village Panchayat itself may become a mandal committee for the purpose of JFM.
6. Rajasthan	Watershed	Minor Irrigation	Panchayats can become Project Implementing Agency (PIA) for watershed projects on priority basis. .
7 Himachal Pradesh	Vigilance Committee	Supervision of gram Panchayat works/schemes costing upto Rs.50,000/-	Supervisory body within gram Panchayat of the works, schemes and other activities of Gram Panchayat.

Source: Parallel bodies and Panchayati Raj institutions (Expertise from the States)< PRIA, December 2001

3.6.2. Summary Picture of Parallel Bodies as Reported by the **States** in 2007 to the Ministry of Panchayat Raj, Government of India.

Table-11: Examples of Parallel Bodies Reported by a few States

N.State	Parallel Body	Areas of overlap/ substitution	Institutional Linkage with PRIs
1. Andhra Pradesh	Institutionalized parallel bodies in a big way. Passed enabling laws to register user groups in different sectors to make them legal entities. Such bodies an created at the district level as well as local level some of them at the instance of donors like World Bank. SHGs are another set of parallel bodies which operate fairly successfully but at the cost of weakening PRIs.	Substituted the function of PRIs in most of the relevant areas	Since most parallel bodies have been created as legal entities there in little scope for institutional linkages with PRIs.

2 Arunachal Pradesh	Not reported		
3. Assam	Village Education Committees Watershed Associations Village Forest Committees DRDAs	Substitute the functions of PRIs in the relevant areas	Independent of PRIs
4. Bihar	Water Users Associations, Mahila Samakhya Groups, etc. DRDAs	Substitute functions in the relevant areas	Independent of PRIs
9. Himachal Pradesh	The main parallel bodies are DRDAs, Village Forest Development Committees, The Parivar Kalyan Avam Salahkar Samiti, Agriculture Technology Management Agency and DPDC. The State Government is taking action to establish at least one Rural Business Hub (RBH) in each Block. It is ascertained that donor agencies also create parallel bodies. For example, Village Forest Development Committees have been constituted under the forest sector reforms project, undertaken with the cooperation of DFID.	Substitute the of functions PRIs	Very weak linkages with PRIs.
10 Madhya Pradesh	The DRDAs continue to exist as separate and distinct bodies, with the President of ZP as its Chairperson. Funds pertaining to major rural development programmes are channeled through the DRDAs. The DRDAs are expected to be facilitating and supporting organizations to the ZPs, providing necessary executive and technical support in respect of poverty reduction efforts. It is reported that the accounts of the DRDAs are captured in the	A lot of overlap and substitution are there	Institutional Linkages with PRIs are weak.

	<p>accounts of the ZPs. At the field level, the Gram Swaraj Legislation of 2001 set up a number of sub-committees of the Gram Sabhas directly exercising executive powers. These could be considered as extensions of institutions of peoples' participation, but to the extent that they usurped the finances that were to go to the Panchayats and executed projects directly within the functional domain of the Panchayats, they were considered as the Village Education Committees. The Gram Sabha elects some members of these bodies and the department nominates a few. In some members of these bodies, the Sarpanch is also a member of the committee. In practice these committees have no linkages with the Panchayats and their funding does not find any place in the Panchayat's accounts. In many cases, the funds given to these parallel committees rival those given to the Panchayats.</p>		
<p>11. Maharashtra</p>	<p>The main parallel body is DRDA. In spite of the fact that Zilla Parishad have been strong in Maharashtra, the DRDAs have not been abolished. Zilla Parishad President is Chairman of Governing body whereas the Chief Executive Officer is Chairman of Executive Committee of DRDA vide Government order, dated May, 8, 2001. In</p>	<p>There is serious problem of overlap at ZP level.</p>	<p>Weak Linkages</p>

	<p>March, 2004 the post, Project Director DRDA was upgraded to Additional CEO level. Now senior officer in the rank of Addl. CEO looks after the working of DRDA. According to government of Maharashtra this decision will certainly improve the working of DRDA.</p>		
12 Manipur	<p>The parallel bodies continue to exist in the State of Manipur. The line Departments have their own bodies which have not been brought within the umbrella of the Panchayati Raj institutions. The Central Government has also got its bodies like the structure of the ICDS, the SSA, etc., which are very loosely connected to the PRIs. Even the District Rural Development Agency (DRDA), as stated earlier, though headed by the Adhakshya of the Zilla Parishad is not fully integrated with the former. The State Government of Manipur has undertaken to give due consideration for merging all parallel bodies including the DRDA with the Zilla Parishad.</p>	<p>Serious problem of overlap/ substitute are there</p>	<p>Weak Linkages</p>
13 Rajasthan	<p>There are parallel bodies like the School Development Management Committee formed by Education Department, Water Sanitation Committee formed by PHED, Social Forest Committee formed by Forest Department, etc. and the donor</p>	<p>Very serious problems of overlap/ substitution</p>	<p>Extremely weak linkages</p>

	agencies like World Bank, UNDP, etc. are funding projects of NHOs working as parallel bodies.		
14 Sikkim	The State has only one DRDA. The DRDA is an autonomous body governed by a Governing Body at the State level. There are 4 (four) district level co-ordination committees which comprised by MLAs and Zilla Panchayat members. The primary function of the DRDA is the constitution of SHGs of BPL which is done through identification of BPL persons in Gram Sabhas	Serious overlap/ substitution	Weak linkages

Source: Status of Parallel Bodies vis-a-vis PRIs, as Reported by the States up to June 2007.

After reading this section, you might have gained idea about the various types of parallel bodies. Now you would be able to answer the questions given in Check Your Progress-3

Check Your Progress 3

- Note:** a) Write your answer in about 50 words
 b) Check your answer with possible answers given at the end of the unit

1) What are the factors responsible for the growth of Parallel Bodies?

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3.7 LET US SUM UP

In this unit we discussed the meaning and concept of parallel bodies. The **parallel bodies**, although playing an **important** role in rural development, hinder the functioning of the **PRIs** in many cases. The parallel bodies are growing because the **statutory** bodies of the local self government are not functional in many states. **The** examples of parallel bodies given by PRIA and by different state **governments** are given in this unit.

3.8 FURTHER SUGGESTED READINGS/ REFERENCES

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3.9 CHECK YOUR PROGRESS- POSSIBLE ANSWERS

Check Your Progress 1

- 1) What do you understand by Parallel Bodies?

Ans. Parallel bodies are organizations created by communities and government departments to discharge certain responsibilities in parallel, while the constitutionally created Panchayati Raj institutions are in position, in the same geographical area, to discharge the same set of responsibilities. According to PRIA, the term, 'parallel bodies', refers to those bodies whose functional domain overlaps with that of the PRIs, or, which are functioning in such a way as to hinder/support the decision-making process/effective functioning of the PRIs in areas which are constitutionally demarcated to PRIs as per the 11th Schedule.

Check Your Progress 2

- 1) Enumerate the various categories of Parallel Bodies.

Ans. The parallel bodies can be broadly categorized into the following types:

- i) Committees of the centrally sponsored schemes
- ii) Community based organizations
- iii) Three tier Panchayats and two-tier parallel bodies

Check Your Progress 3

1) What are the factors responsible for the growth of Parallel Bodies?

Ans. The factors responsible for the growth of Parallel Bodies:

- i) Participation of Beneficiaries
- ii) Provision of Technical Input/ Expertise
- iii) Ensure Efficiency
- iv) Non-existence of Statutory Committees
- v) Bureaucratic Control Mechanism