



**PANCHAYAT EXTENSION TO SCHEDULED AREA (PESA)**



Name of the Manual - PESA  
Panchayat Extension Act for Scheduled Areas - A Field Communication  
Manual for Development Workers

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## HOW TO USE THIS MANNUAL?

1. Read the manual carefully.
2. After reading make sure that you have developed good understanding on each picture, content of the picture and the message conveyed by it. You need to be sure that you can explain it to the villagers clearly.
3. Sit together in a semi - circular manner with the group.
4. The participants in the group should be within 20-25 in number.
5. Keep the manual in such away that the picture side is towards the participants. By doing so, you can ensure that every member of the group can see the picture clearly.
6. Hold the manual in such away that your hands do not cover the picture.
7. Discuss the subjects mentioned at the back of the pictures while showing them to the group.
8. Ask the participant what they see in the picture and what they understand out of it.
9. In order to carry forward the discussion, you can involve the participants by taking help of analytical questions mentioned in the backside of the pictures. You can also ensure the active participation of the group by asking them questions relating to the pictures.
10. Ask questions to the group in a simple language. Try to carry forward the discussion by extracting the maximum number of information from the group.
11. Do not read out the questions and answers to the group. These questions are intended to enhance your understanding.
12. If the group is unable to give answer to a particular question, you need to give further explanation.
13. You can cite examples or incidences related to the topic to make the discussion lively and dynamic.
14. Encourage each and every member of the group to actively participate in the discussion.
15. The message/ information of the manual has been provided in the box "Message for communicator". The group should be oriented on the message/ information.
16. Before moving to the next page, take feedback from the participants on their understanding over the subject matter. The learning points should be presented in the group.
17. Identify the linkage of the outcome of the discussion with the field situation of the participants in a participatory manner. Reiterate on the feedback of the group by accentuating on their plan of action.



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## Picture 1

### Analytical Questions

- What are you seeing in this picture ?
- What programmes are shown in this picture ?
- How the Panchayat is implementing the village development programmes -
- From whom you get the information of village developmental programmes ?
- Who takes decision and where it is taken as to which developmental programme is priority for village ?
- Who takes decision and where it is taken as to who will execute the development work ?
- Who decides as to where the tubewell / light post are to be installed or the school building / Anganwadi Centre etc. are to be constructed in the village ?
- Who decides as to which labourer will be engaged in implementing these village developmental programmes ?
- Whether the people's participation are there in village / panchayat developmental programmes ?
- Whether participation of women are given importance in implementing the developmental programmes ?
- Whether the suggestion of lady Sarpanch / Ward Members are respected ?



### MESSAGE FOR COMMUNICATOR

### Learning Points :

- Various developmental programmes and schemes Panchayat implements for village development.
- The development programmes include road construction, safe drinking water, school, Anganwadi Centre, Health Centre, Sanitation, Light etc.
- In course of implementation of village development programmes right from issue of work orders till completion, decision are taken by few privileged people like Sarpanch / Ward Member / Contract / Middleman instead of discussing in Gram Samba.
- Village people are not allowed to participate in the village development programmes.
- Womens are not given importance in the village development programmes. Even the opinion of lady Sarpanch / Ward Member are not respected.



## PICTURE NO. - 2

### ANALYTICAL QUESTIONS:

- What are you seeing in this picture ?
- From where we get these things ?
- How much time you spend in collecting these minor forest products ?
- What we do by collecting there forest product ?
- Who decides to sell these forest product ?
- During fixation of price of the forest products whether Panchayat takes the opinion of people or Gram Sabha ?
- Whether people take their collected forest products to the market for sell ?
- Whether people get proper wage in selling these product according to their labour ?



### MESSAGE FOR COMMUNICATOR

**Topic: People's Participation in Village Economic which comes through Panchayat.**

### Learning Points :

- Forest is the life of the tribal. They manage their livelihood by collecting from their forest.
- People spend morning to evening in the forest for collection of these minor forest products.
- Although the Gram Sabha has the power for collecting, processing & selling 68 items of minor forest products, the power to fix the price of the forest product is vested with Panchayat Samiti / Collector.
- The price fixation by Panchayat Samiti is not discussed in Grama Sabha. Rather jungle maffias, businessman carry out their business by purchasing these products at much lesser value than the price fixed by the Panchayat Samiti.
- Even the businessman purchased these minor forest product from the people before these are taken to market for sell.
- Peoples participation or opinion is not given importance in economic activities etc.





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### PICTURE NO. 3

#### ANALYTICAL QUESTIONS:

- What are you seeing in this picture ?
- Who is the person wearing round spectacles in the middle portion of the picture ?
- What were the thoughts of Gandhiji ?
- What do we understand from the picture of raising hands with closed fist ?
- What are the rights we can demand according to the 73rd Constitution amendment act in the Panchayati Raj System -
- Which category of people in our village / Panchayat are shown in left upper portion of the picture ?
- What are the preference given to the women in Panchayati Raj system ?
- What are the provision in the constitution for the common people shown in bottom portion of the picture ?
- How the power has been transferred to the Panchayat Raj Institutions according to the 73rd constitution amendment act ?



#### MESSAGE FOR COMMUNICATOR

#### Topic: 73rd Constitution Amendment Act & transfer of power to Panchayati Raj Institutions

#### Learning Points :

- Gandhiji's thought was "Our administration would remain in our hand". This thought and deliberation in some committees have helped the system of our Indian administration more people oriented.
- This system of people oriented administration is the Panchayat Raj System.
- Under the Panchayati Raj System :
- Reservation of seats has been made for SC / ST or backward classes proportionate to their population.
- Minimum 33% reservation has been made for the women representative in three tier system of Panchayati Raj.
- At the stage of every village administration a Gram Sabha will be constituted by enlisting all voters. They will decide about economic development, social justice, plan & Programmes.
- According to the 73rd constitution amendment act importance has been given to the three tier panchayati Raj system. Under this system power has been transferred to
  - Gram Panchayat at Village Level
  - Panchayat Samiti at Block Level
  - Zilla Parishad at District Level.



#### PICTURE NO. 4

#### ANALYTICAL QUESTIONS:

- What are you seeing in this picture ?
- Whether Palli Sabha is taking place in your village ?
- Whether the problems of the poor people get attention in palli sabha ?
- Whether the old, handicapped, destitute people are given opportunities in Palli Sabha to express their problems ?
- Whether the real beneficiaries eligible to get BPL card is identified in Palli Sabha ?
- Whether the option of the people is taken into consideration while deciding in Palli Sabha about implementation of village development schemes & programme ?
- Whether in Palli Sabha proper utilisation of the facilities coming to the villages is done or the programme without implementation return back due to the conflict in the community ?



#### MESSAGE FOR COMMUNICATOR

#### Topic: Reality of Palli Sabha in the village

#### Learning Points :

- Many people do not have any idea about village palli sabha. If palli Sabha is taking place the same is conducted in the presence of a few privileged people.
- Although Palli Sabha is meant for the poor, helpless, old & common people, actually their problems are not listened or they are not allowed to express their problems.
- With the knowledge of panchayat the people with buildings are identified as BPL and people having thatched houses not able to arrange food for a day have identified as APL.
- There is no people's participation in village developmental programmes and economic programmes. Rather these programmes are managed by Sarapanch, Ward Member, Contractors, Pradhans, Middleman etc.
- In Panchayat due to interference of people with vested interest, there are instances of return of various developmental programmes without implementation.

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## PICTURE NO. 5

### ANALYTICAL QUESTIONS:

- What are you seeing in this picture ?
- What do you know about the procedure of formation of Gram Panchayat ?
- What are the powers vested to the Gram Panchayat



## MESSAGE FOR COMMUNICATOR

### Topic: Formation of Gram Panchayat and its Power

#### Learning Points :

- As per Govt. rule a Gram Panchayat is to be formed consisting of minimum 11 wards and maximum 25 wards. Every Gram Panchayat is formed consisting of ward members, Naib-Sarpanch, & Sarpanch. While ward members and Sarpanch are elected by the voters directly, Naib-Sarpanch is selected by ward members.
- According to the Orissa Panchayat Raj Act if Sarpanch is a male, Naib Sarpanch will be a female or vice-versa.
- The power of Gram panchayat are :-
  - Approval of developmental Programme.
  - Identification of beneficiaries.
  - Regulation of Sale & Consumption of intoxicant.
  - Certification of utilisation of fund.
  - Prevention of alienation of tribal land and restoration of land unlawfully alienated.
  - Ownership of minor forest Product.
  - Control over money lending.
  - Management of Village Market.
  - Extension of justice in conventional manner.



**PICTURE NO. -6**

**ANALYTICAL QUESTIONS:**

- What do you see in the picture ?
- Who are they ?
- Is there any plan / programme of the Govt. to eradicate the poverty ?
- Before implementation of the poverty eradication programme whether real beneficiaries are identified by Palli Sabha ?
- Whether Gram Sabha is informed by Gram Panchayat after identification of beneficiary ?



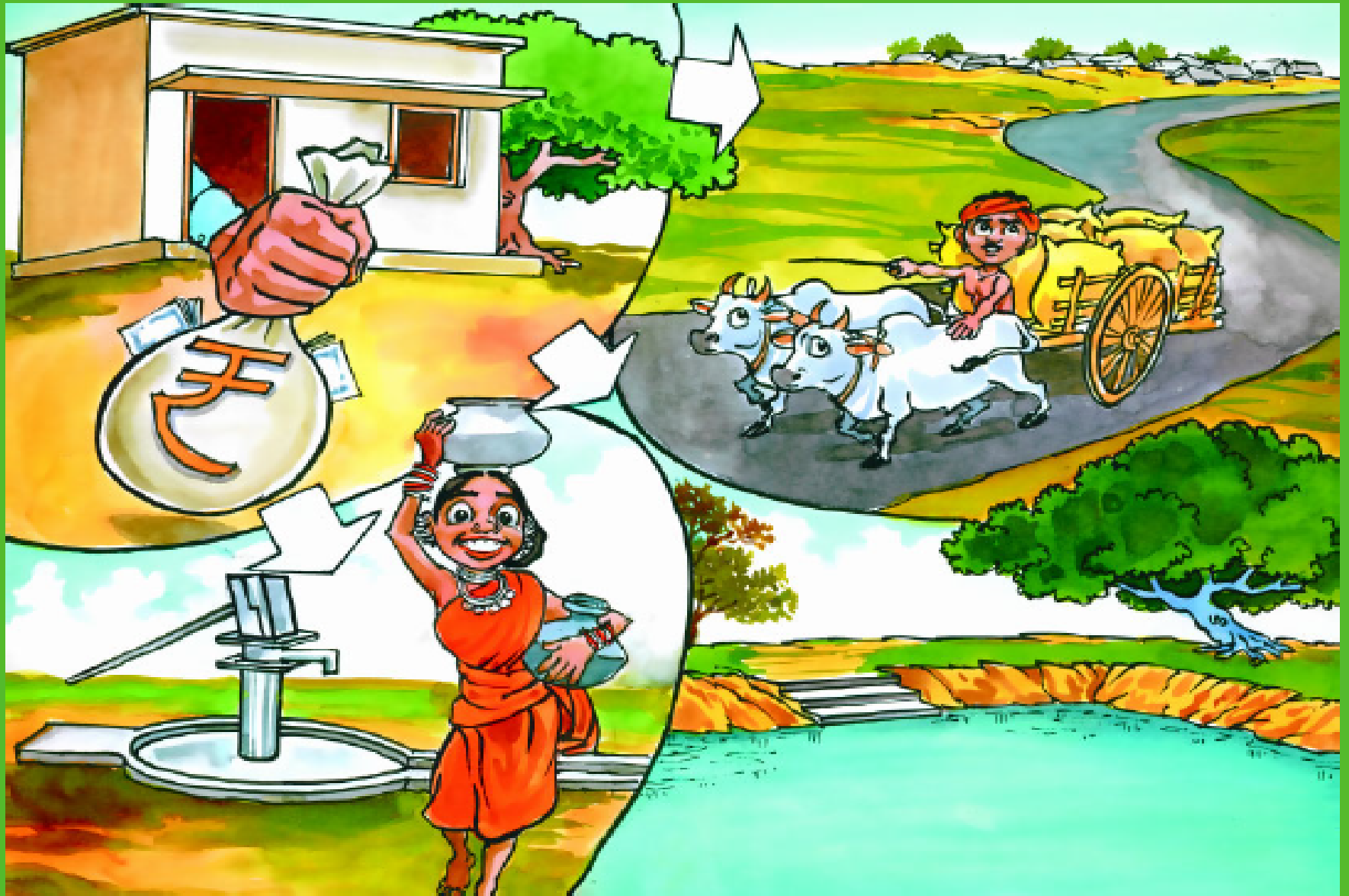
**MESSAGE FOR COMMUNICATOR**

**Topic: Power of Gram Panchayat (b) Identification of beneficiaries.**

**Learning Points :**

- The beneficiaries of the poverty eradication programme implementation by the Govt. are poor people, old people, handicapped and BPL.
- Identification of beneficiary under poverty eradication programme is one the powers of Gram Panchayat.
- Declaration about identification of real beneficiary for various programme in Gram Sabha is the responsibility of the Gram Panchayat.





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## PICTURE NO. -7



### ANALYTICAL QUESTIONS:

- What are you seeing in this picture ?
- What developmental programme are there for the upliftment of the socio-economic condition of the village / Panchayat ? -
- What are the powers vested to Gram Panchayat for execution of these developmental programme ?

### MESSAGE FOR COMMUNICATOR

#### Topic: Power of Gram Panchayat (a) Approval of developmental Plan/ Programme

#### Learning Points :

- Execution of development programme through panchayat for upliftment of the social and economic condition of the village are road construction, sanitation, safe drinking water, light, programmes on education, health, Utkal Sabuja Gram Yojana, employment guarantee scheme, Indira Awas Yojana etc.
- The power to approve Plans, Programmes and Projects for social and economic development before its execution vested to Gram Panchayat.



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## PICTURE NO. 8

### ANALYTICAL QUESTIONS:

- What do you see in the picture ?
- What is impact on others if people drinks liquor or there is liquor shop in the village / Panchayat ?
- Is there any role of Gram Panchayat in sale and consumption of intoxicant ?



### MESSAGE FOR COMMUNICATOR

**Topic: Power of Gram Panchayat (d) Regulation of Sale & Consumption of intoxicant**

#### Learning Points :

- Enforcement of prohibition, regulation on restriction of the sale & consumption of any intoxicant is within the power of Gram Panchayat.
- Extension to social security of the people by prohibiting Production, Sale and Consumption of intoxicant is the responsibility of Gram Panchayat.
- Bihar-Orissa excise act has been amended. Power has been given to Gram Panchayat on production & sale of intoxicant in scheduled areas.



## PICTURE NO. 9

### ANALYTICAL QUESTIONS:

- What do you see in the picture ?
- How many minor forest products are under the control of Gram Panchayat ?
- What is the power of Gram Panchayat on minor forest products ?



### MESSAGE FOR COMMUNICATOR

**Topic: Power of Gram Panchayat (e) Ownership of minor forest Product**

### Learning Points :

- Regulation of collection, Processing and sale of 68 items of minor forest products is one of the powers of Gram Panchayat.
- These minor forest products are required to be collected within the village area or from the Govt. land.
- There is provision of fixing minimum collection price of minor forest products in Panchayat Samiti meeting every year. But the Gram Panchayat have also power to change such price according to the necessity of Panchayat area.



## PICTURE NO. 10

### ANALYTICAL QUESTIONS:

- What do you see in the picture ?
- What the man is taking to the tribal person ?
- Whose land is this ?
- Why the tribal land has gone to urban people ?
- Is there any power of Gram Panchayat to protect village land ?



### MESSAGE FOR COMMUNICATOR

**Topic: Power of Gram Panchayat (f) Prevention of alienation of tribal land and restoration of land unlawfully alienated.**

### Learning Points :

- Apart from taking steps to prevent the alienation of tribal land, it is one of the important powers of the Gram Panchayat to restore the tribal land unlawfully alienated.
- It is the responsibility of Gram Panchayat to protect the village land by regulating encroachment and restoring land unlawfully alienated.





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## PICTURE NO. 11

### ANALYTICAL QUESTIONS:

- What do you see in the picture?
- What is there with the people sitting?
- What are the people standing with bag in hand doing?
- Is there any power of Gram Panchayat relating to village market?



### MESSAGE FOR COMMUNICATOR

**Topic: Power of Gram Panchayat in management of village panchayat**

### Learning Points

- Management of the village market is one of the powers of Gram Panchayat
- It is within the power of Gram Panchayat to regulate/supervise sale of village crops, vegetables, minor forest products to the general public in the village market at fixed price instead of going to the hand of money lender/ middlemen.



## PICTURE NO. 12

### ANALYTICAL QUESTIONS:

- What do you see in this picture ?
- Who are the persons sitting on the cushion near the small table and the person sitting on right side ?
- Why the poor tribal man standing submissively ?
- What the tribal man taken with him to the moneylender & why ?
- Is there any power of Gram Panchayat on money lending ?

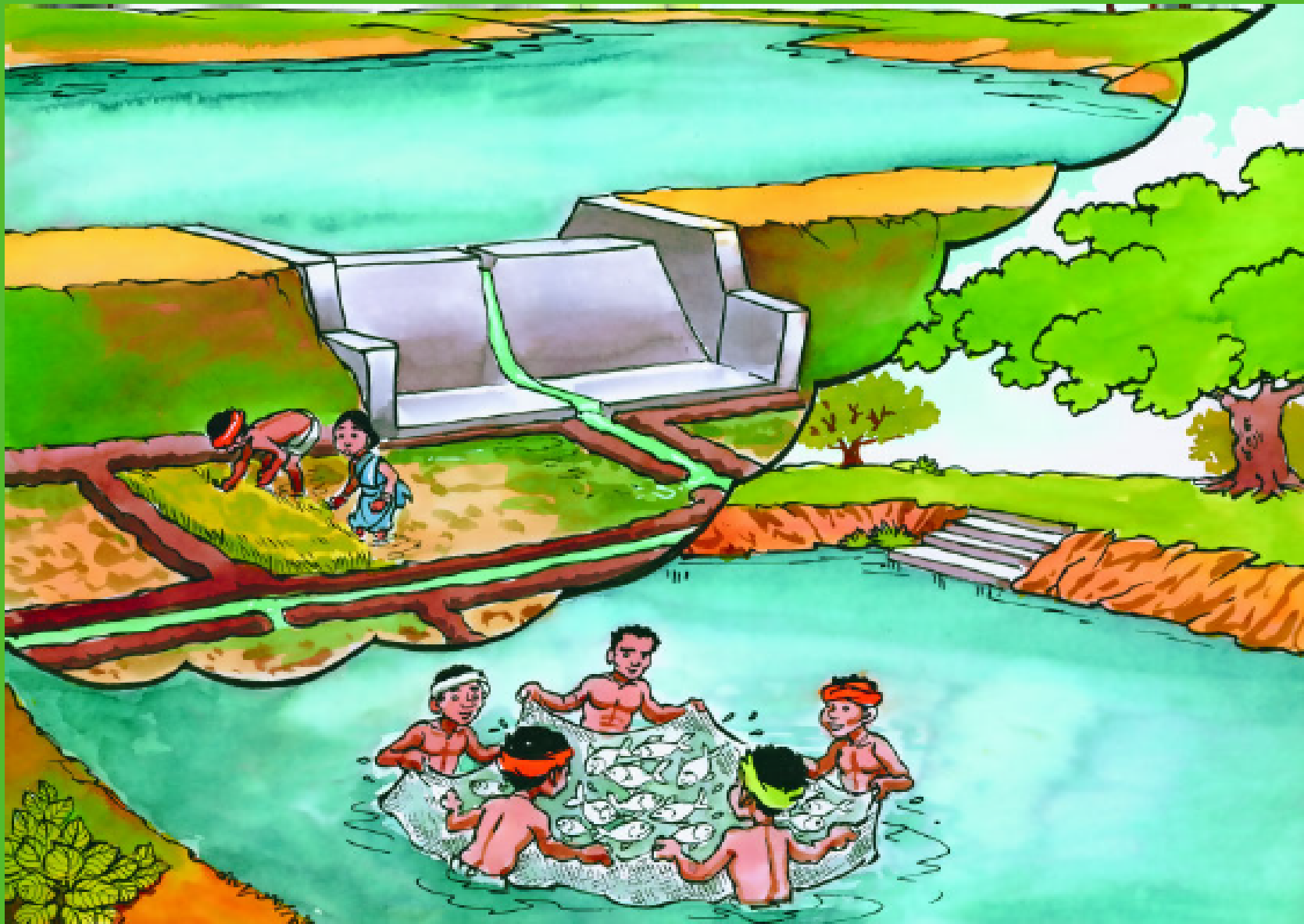


### MESSAGE FOR COMMUNICATOR

**Topic: Power of Gram Panchayat (g) Control over money lending**

### Learning Points :

- Money lenders / sahuks in the villages / panchayat exploit the poor people by lending money. Even these money lenders are experts in encroaching the land of the poor tribals. Main aim of these money lenders is to become rich by ruining the poor tribals.
- The control over money lending to the tribals is included in the powers of the Gram Panchayat.



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**PICTURE NO. 13**

**ANALYTICAL QUESTIONS:**

- What do you see in the picture ?
- What are the sources of water in your village or Gram Panchayat?
- What are the arrangements made to irrigate the land in your village?
- Whether Zilla Parishad has any power to implement the minor irrigation projects?



**MESSAGE FOR COMMUNICATOR**

**Topic: Power of Zilla Parishad in control of minor water bodies**

**Learning Points :**

- The power of planning minor irrigation projects & its management vests with Zilla Parishad .
- It is the main responsibility of Zilla Parishad to formulate plan & program of pond, dam, water shed projects etc. in the scheduled areas & its implementation



**PICTURE NO. -14**

**ANALYTICAL QUESTIONS:**

- What are you seeing in the picture ?
- Who are the people present in the meeting ?
- Why the meeting is conducted ?
- How the problems created in the villages were being solved in early days ?
- What is the power of Gram Panchayat in solving the problem ?



**MESSAGE FOR COMMUNICATOR**

**Topic: Power of Gram Panchayat (i) Extension of justice in conventional manner**

**Learning Points :**

- It is one of the important powers of Gram Panchayat to solve the conflict in village in conventional manner by taking care of social security, tradition, culture, community resources and human rights etc.
- It is the responsibility of Gram Panchayat to see whether the act, law passed for the Panchayat in the scheduled areas are in conformity with conventional traditions prevailing in the area.





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**PICTURE NO. -15**

**ANALYTICAL QUESTIONS:**

- What do you see in the picture ?
- What institutions shown in the picture are for the development of village / panchayat ?
- Which authority under the panchayat raj system is vested with the power to supervise the work of these institutions ?
- What do you know about formation of Panchayat Samiti & its power ?



**MESSAGE FOR COMMUNICATOR**

**Topic: Formation of Panchayat Samiti & its power**

**Learning Points :**

- For the development of village / Panchayat in social sector there are many institutions and functionaries namely Anganbadi Centre, School, VLW, Veterinary hospital, health centre, NGOs etc.
- The power to exercise supervision to their institutions has been given to Panchayat Samiti.
- The formation of Panchayat Samiti is done with all elected members and all Sarapanchas, all members of legislative assembly & all members of Parliament representing the area. Elected members of Panchayat Samiti selects chairman & vice-chairman.
- It is the main & foremost power of Panchayat Samiti to exercise control over all institutions & functionaries in the social sector.



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**PICTURE NO. -17**

**ANALYTICAL QUESTIONS:**

- What are you seeing in this picture ?
- For whom the programme shown in the picture are meant ?
- What are the other programmes for the development of tribal people ?
- What are the different resources in our village / panchayat ?
- Is there any power of Panchayat Samiti to take care of Plan, Programmes and resources of the Panchayat ?



**MESSAGE FOR COMMUNICATOR**

**Topic: Power of the Panchayat Samiti**

**Learning Points :**

- For eradication of poverty of tribal people many developmental programmes are implemented by the Govt. such as rural housing, Employee Guarantee Scheme, Arnapuma Yojana, Safe-drinking water, sanitation, road construction, NMBS, Autordaya Yojana, National food for work etc.
- Resources of the village / panchayat mean human resources, animal resources, land, forest, water etc.
- It is another important power of Panchayat Samiti to exercise control over all sub-plan and local programmes with resources.
- For example the Panchayat Samiti has power to fix minimum price of minor forest products in the meeting held in the month of September every year.