CHAPTER IV

Organization and Administration of Painkulum Panchayat
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Village Panchayat in Early Period:

The village was the fundamental administration. The village assemblies such as Mantram, Avai and Ambalam managed the local business. Mantram was a local assembly. It met under the shadow of the tree. During the sangam age every village or ooru has an assembly to conduct the village administration. For the first time in the history of south India that the chola administration made itself popular for the Panchayat through Its ‘Kudavolai’ system or lot system.

According to kudavolai system each village was divided into various wards called kudambus based on its population and one member was selected from each ward. The village Panchayat work endowments,

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1 Dr. Devanesan, A History of Tamilnadu, Marthandam, 1997, P.P 63-64.
2 Mahajan V.D., Ancient India, New Delhi, 1991, p, 105.
3 Mahajan V.D., Modern Indian History, New Delhi, 1994, P.254
regulation, irrigation facilities maintained tanks, gardens managed the temple affairs and collected taxes and remitted them to the state.  

**Village Panchayat During the British Period:**  

The idea of village panchayat and block development found place in Indian politics as a counter prise to the local self government of Lord Rippon issued in 1882. It authorized provincial Governments to setup district and taluk boards charged with certain duties and entrusted with appropriate funds. The scheme provided great scope for the development of rural self Govt. Under the new scheme the local board got control over a series of subjects like the administration of roads, education, and sanitation of local self govt.

**Village Panchayat After Independence:**  

After Independence, the government of India showed much for the progress of panchayats to translate the aims of Gandhiji. Hence the

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village Panchayats act of 1950 was passed. It made radical changes in the realm of the local self government. This act insisted to form Panchayat in every village with a population of five hundred and above. If the population was less than five hundred, one or more villages were clubbed together to form a Panchayat⁸. As village determines the growth of the nation, the government should show keen interest for the effective working of the village Panchayats⁹.

**Panchayat Raj:**

Panchayat raj was introduced in 1959 as a three structure in self-Government such as the village, block and district level¹⁰. The three tier system of panchayat raj was first adopted in Rajasthan on October 2, 1959. This was followed by AndraPradesh, Bihar, Maharastra, Gujarat, HimachalaPradesh, Punjab, TamilNadu, UtterPradesh and West Bengal¹¹.

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⁹ Ibid.
Gradually the panchayat raj system was adopted by most states even though the system differed in matters of detail\textsuperscript{12}.

Munchirai panchayat union is administered through panchayat union council consisting of twelve elected members from the wards which is the population of five thousand each. This council will be in office for a period of five years from the date appointed for its first meeting\textsuperscript{13}. The members elected the Panchayat union chairman and vice-chairman from among themselves\textsuperscript{14}. The union reserved seats in the union council for scheduled castes, scheduled tribes and women on the basis of the population\textsuperscript{15}. The Panchayat union commissioner or Block Development officer is the chief executive authority of this union\textsuperscript{16}.

The Munchirai Panchayat union is divided into two important units known as Village Panchayats and Town Panchayats\textsuperscript{17}. The Tamil Nadu Panchayat Act of 1994 empowers the District collector to classify and declare every local area comprising a revenue village or villages with a

\textsuperscript{12} Aggarwala R.N., National Movement And Constitutional Development Of India, New Delhi, 1978, P.504.
\textsuperscript{14} Ibid , P.18.
\textsuperscript{15} Ibid , P.11.
\textsuperscript{16} Personal Interview with T. Paul Raj, President Munchirai Panchayat Union, aged 38, residing at Madurai, Dated 02-04-2007.
population estimated at not less than five hundred as village Panchayat. This union has nine village panchayats named Adikkakuzhi, Choozhal, Kulappuram, Mankad, Munchirai, Nadaikavu, Thootlur, Vavarai and Painkulum. Its council will be in office for a period of five years from the date appointed for its first meeting. The number of the elected members of the council shall not be less than five or more than fifteen. For the purpose of election of members to the council and administrative facility, the village panchayat is divided into various wards. The village Panchayat President is directly elected by the people.

Village Panchayat:

There are 9 village panchayats in Munchirai panchayat union Painkulum is one among the 9 village panchayats of Munchirai union.

The village panchayat derives a permanent income through collection of various taxes. The bill collector or the village clerk will collect the taxes. The Government have allotted fund under, various schemes for the

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development of the people such as street light, roads, drinking water, water harvesting, libraries, village market etc.  

**Function of the Village Panchayat:**

(1) The education of Boys and Girls in its village.
(2) Its sanitation.
(3) Its medical needs.
(4) The upkeep and cleanliness of village wells or ponds.
(5) The uplift of the daily wants of the so called untouchables.

**District Level:**

At the top most tier of the district level or Zilla Parishad stands to ensure necessary co-ordination between the panchayat samiti or zilla parished and the president of the panchayats, MLA’s and M.P’s representing the area and the district level officers. The collector will be its chairman and one of his officers will act as secretary.

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23 Dr. Anil Dutta Mishra, Assistant Director, National Gandhi Museum, *Panchayat Raj Gandhian Perspective*, New Delhi, P-108.
Block Level:

The Panchayat union is the second tier of the Panchayat raj. The members are directly elected by the people. There is a provision for reservation for women, scheduled castes and scheduled tribes and for special representatives such as co-operative societies and banks\(^{25}\).

Formation of the Painkulam Village Panchayat:

Before March 1962 all panchayats had a full time panchayat officer. But as per the TamilNadu Panchayat Act 1958, Town Panchayats were governed by executive officers\(^{26}\). Accordingly all Panchayats in the district were upgraded as full-fledged town Panchayats and the Panchayat officer were redesignated as executive officers. Accordingly Painkulam Panchayat was a town Panchayat upto 1998\(^{27}\). In 1999 Town Panchayat was converted as village Panchayat. Since then Painkulam Panchayat is functioning as village Panchayat\(^{28}\).

Administration of the Panchayats:

The Panchayat is the basic unit of the three tier panchayat system. All the members are directly elected by the people. Elections are held once in five years. For the administrative purpose and convenience each village is divided into a number of wards. All the wards should almost have the same population\textsuperscript{29}.

Geography governs history. Accordingly the geographical description of the place is significant in the study its history. As far as Painkularn Panchayat of the Kanyakumari District is concerned, it is bounded by Arabian Sea on the South, Puthukadai Town Panchayat at on the North, Killiyoor Town Panchayat on the East and Ezhudesam Town Panchayat on the West\textsuperscript{30}.

Painkulam village panchayat includes in Painkulam Revenue village. The area of Painkulam village and the are of Painkulam village Panchayat are one and the same\textsuperscript{31}.

\textsuperscript{30} Map of Painkulam Panchayat.
\textsuperscript{31} Statistical Record of Painkulam Panchayat, 2006.
The village panchayat comes under the Jurisdiction of Munchirai panchayat union.

Administration of the Panchayat:

Every Panchayat is provided with an office and it is to meet at least once in every month. For transaction of business the president will call the meeting. Meeting will be held on any day announced by the president of the Panchayat. In case of emergency the president may convene a meeting by giving a short notice. In all the meeting of the panchayat matters are opened for public discussion and decided by the voting of the majority of members present. In case of equality of votes, the president can vote his casting vote. No resolution of the panchayat is modified or cancelled within three months after the passing at a meeting. The proceedings of the panchayat may be either in English or Tamil. The Minutes of the proceedings at every meeting are drawn up and entered in a book. It is to be signed by the Presiding officer. Every committee of the

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34 Ibid, P.19.
panchayats to meet in the panchayat office for the transaction of business in a meeting as called by the president\textsuperscript{35}.

Panchayat meeting is meant for the administration of the Panchayat. Hence no question is asked for answered at the meeting of the Panchayat which has no relevance to the administration of the Panchayat. A member of the Panchayat who wishes to ask questions, is asked to intimate his intention in writing to the president by giving at least ten days notice\textsuperscript{36}.

The president is to decide the validity of the question as well he can allow or disallow it before the date fixed for the meeting. Question allowed by the president is entered in the Agenda paper for a day and the president answers every-questions, so entered in the proceedings of the Panchayats\textsuperscript{37}.

Every vacancy in the office of the president is to be reported to the election authority by the executive officer in case of town panchayat and by the vice president in the case of village panchayat\textsuperscript{38}.


\textsuperscript{38} Ibid, P.29.
Functions and Powers of the Panchayat:

The Panchayats takes care of certain matters, related to the construction repair, and maintenance of all village roads. It includes all public roads in the village and state highways\textsuperscript{39}. Bridges, Culverts, roads and Dams are also included\textsuperscript{40}. The Panchayat has to take care of the lighting of public roads, and public places. The construction of drains and disposal of drainage water and cleaning of streets the removal of rubbish, heaps etc… are the major works of the panchayat.

The Panchayat provides public latrine facilities and taken care of cleaning the latrines. Formation and maintenance of ponds and the supply of drinking water to the people of the region are the most important works of the Panchayat\textsuperscript{41}.

At most of the councilor’s of the Painkulam village Panchayats are educated people and aware of the importance of the water facility for the

\textsuperscript{40} Tamil Nadu Panchayat Act 1958, Government of Tamil Nadu, 1991, P-72.
well being of the people. Besides they evence great interest in setting Painkulum Village Panchayats quota of all the government schemes 42.

However it is common place knowledge all over the country that developmental activities are not carried out in a transparent and corruption free way. Allegations of this nature arisen quite often in Painkulum village. Panchayat too regarding the way in which several development schemes were carried out 43.

President:

The president is elected by the persons whose names are founds in the electoral roll. According to the act of 1958 the term of office of the president is 5 years 44. The president is directly elected by the people. At present Thiru. T. Chandra Kumar became the president of the Painkulum Panchayat 45.

43 Personal Interview with Chandra Kumar T., President, Painkulum Village Panchayat, aged 35, residing at Painkulum, dated 07-04-2007.
Power of the President:

The president has to organize the administrative setup in the panchayat by securing collaboration among the members of the village. He prepare the budget with details, estimates for developmental activities. Many construction works are to be carried out by the president. He is incharge of irrigation and water supply. The expense for the village works, grants, were made available through “Jawahar Velaivaippu Thittam”\(^{46}\). The president also maintains the street lights and house pipe connections in the village panchayat area. He organizes health camps and rural savings in the village. He build free houses for low income people through Indira free house constructing scheme. He also constructed wells, hand pumps, over head tanks, under brought relief schemes\(^{47}\).

\(^{46}\) Block Development Officer, Chart Painkulum Town Panchayat Office, 1998, P.3.
Vice President:

Vice president is elected by all the wards councilors. Those who get the majority of votes will be the vice president. At present P. Kesavan the eighth ward councilor is the vice president of Painkulam Panchayats\(^{48}\).

Powers of the Vice President:

In the absence of the president conduct the meeting of the committee. At the time the duties performed by the president is enjoyed by the vice president\(^{49}\).

Executive Officer:

According to the TamilNadu panchayat Act of 1958 a whole time executive officer is to be appointed by the Government for every town

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\(^{48}\) Personal Interview with P.Kesavan, Vice- President of Painkulam Panchayat, aged 45, residing at Painkulam, Dated 07-03-07.

\(^{49}\) Information Voucher, Painkulam Panchayat 1998, P.8.
Panchayat\(^{50}\). There is no executive officer to Painkulam panchayat at present as the panchayat has been converted as village panchayat from 1999\(^{51}\).

**Other officials:**

**Clerk:**

Head clerk handles and maintains accounts related to the receipts and expenditure in the Panchayat. To become a clerk he should have passed the matriculation examination, secondary school leaving certificate issued under the authority of Government of TamilNadu\(^{52}\). Clerk of the Panchayat maintains accounts related to the receipts and expenditure in the Panchayat\(^{53}\).

\(^{50}\) The Tamil Nadu Panchayat Act of 1958, Published by the Government of Tamilnadu, Madras, 1991, P.58.


\(^{53}\) Ibid.
Bill Collector:

Bill collector is engaged in the numbering of houses and collection of house tax. To become a bill collector he/she should have the educational qualifications of pass in the III form in a recognized school. Painkulam village panchayat has one post of bill collector and the same post is vacant at present. The work of the bill collector is carried out by the water supply worker.

Water supply Attender:

There are 5 water supply attenders in the Painkulam panchayat. Water supply attender the works associated with the storage of water in the high level tank and release of the same for local consumption.

2 Personal Interview with A. Krishna Dhas, Executive Officer, aged 56, residing at Painkulam Panchayat, Dated 03-04-2007.
3 Tamil Nadu Panchayat Act 1956, P.168.
Plumber:

Panchayat plumbers duty is to repair the tapes and tanks and clean them periodically\(^{57}\).

Peon:

Peon post is the last grade servant in a panchayat. He assists the other staff of the panchayat in their official work\(^{58}\).

### Painkulum Panchayat Presidents. – 1958 - 2007

1. Mr. S. Thankaiya Nadar - 1958 - 1990
3. Mr. C. Gunaseelan - 1996 - 2001
4. Mr. T. Chandra Kumar - 2002 - till date\(^{59}\).

### Name of Present Panchayat Members. 2002 – 2007.

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
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<tbody>
<tr>
<td>Panchayat President</td>
<td>Thiru T. Chandra Kumar.</td>
</tr>
<tr>
<td>Vice president</td>
<td>P. Kesavan(^{60}).</td>
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\(^{57}\) Ibid.
\(^{58}\) op-cit.
\(^{59}\) Panchayat Notice Board Painkulum. 2002.
Members:

1. Thiru C. Santhosh Kumar  
2. Thirumathy P. Vijaya Kumari  
3. Thiru M. Mohandas  
4. Thiru T. R. Senthil Kumar  
5. Thirumathy G. Mary  
6. Thiru D. Justin  
7. Thiru N. Vijaya Raj  
8. Thirumathy N. Gomathy  
9. Thiru P. Keshavan
   Ward III(Vice President)  
10. Thiru R. Dharmaraj  
11. Thirumathy T. Kala  
12. Thirumathy V. Suganthy  
13. Thiru P. S. Asik  
14. Thiru S. N. Santha Kumar  
15. Thiru P. Seehak Sathick
   Ward V  

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60 Panchayat Notice Board Painkulam, 2002.  
61 Op-cit.
Works Under the Panchayat:

Drinking water facilities have been made by the Panchayat in the nook and corner of this village\(^\text{62}\).

Drinking water through the pipe line to the people of this village was supplied first through the joint drinking water supply scheme, Mankadu. As the water getting through this scheme is in adequate. Painkulam panchayat has depended big wells in chemparuthikulam, Amsikulam, Arasakulam, Panankala Mukku, Amsi mulamoodu and in paruthikadavu, in painkulam village, to take spring water, and stored in 9 over tanks. There are 476 public tap connections and 696 house connections in this panchayat area. 9 electric pump set have been installed for the regular supply of the water\(^\text{63}\).

Public Health:

Painkulam Panchayat has taken necessary steps for Environmental protection and sanitary works. It has also made wide publicity among public


regarding the awareness on the prevention of Polio and Aids and conducted eye camps in the village\textsuperscript{64}.

Roads:

There are 67 roads in this village. Out of 67 roads, 3 roads are National Highways. These 3 roads are maintained by the highways Department. The remaining 64 roads are maintained by the Panchayat. Of these 64 roads, 5 roads are mud roads, 11 are metal roads, 39 are tar roads and 9 are concrete roads. A large number of vehicles are moving through these roads\textsuperscript{65}.

Street light:

Street light specifies have been made by the Panchayat in this village. There are 11 Solar lights, 34 Sodium lights and 1032 Tube lights on the road sides and functions of this village\textsuperscript{66}.

\textsuperscript{64} Personal Interview with K. Kesavan, Vice- President of Painkulam Panchayat, aged 55, residing at Painkulam, Dated 16-04-2007.
\textsuperscript{65} Notes on Panchayat works from 2002, Road facilities in the Panchayat Office, Painkulam.
\textsuperscript{66} Register of Street Lights, Painkulam Village Panchayat, 2006.
Rain Water Harvesting:

Painkulam panchayat has made necessary arrangements for rain water harvesting. Rain water harvesting means, the collection of rain water from the roofs of buildings and storing it in underground. Rain water harvesting facilities have been made in all houses and Government building of this village\textsuperscript{67}.

Maintenance of ponds:

There are 13 ponds in this village. Bathing facilities have been made in the pond by the Panchayat. Pottakulam pond is used by the fisherman community for bathing only. Necessary action has been taken by the Panchayat to change this place as a tourist center\textsuperscript{68}.

Works Undertaken in 2004-2005:

The following items of works have been undertaken in 2004 – 2005.

\textsuperscript{67} Personal Interview with T. Chandra Kumar, President, Painkulam Village Panchayat, dated 19-05-2007.

\textsuperscript{68} Op-cit.
1. Construction of retaining walls and maintenance work in chundavilai – kattuvilai. Road – 1,00,000/-.

2. Construction of side wall and shutter palathadi – kannimarkonam vaikkal – 50,000/-. 

3. Metal and tar work in Mukkuttuvilai – pottavilai road – 30,000 Elanthavilai – 50,000/-\(^69\).

Works Under taken in 2004-2005 Under Panchayat fund:

1. Tar work in chemparuthikulam Northern side road – 1,00,000/-

2. Tar work in chemparuthikulam Eastern side road – 1,00,000/-

3. Construction of pathway from Krishnan coil to vazthoor manivilai – 50,000/-. 

4. Concrete work in oruplavilai in valode – Amsi – Amman Kovil Road – 75,000/-.

5. Concrete flooring from Thengapattanam karuthavatty shop to A.V. M canal – 44,000/-\(^70\).

\(^69\) Register of Painkulam Village Panchayat Scheme, 2004-2005.

1. Indira memorial free houses – 117
2. Katcha houses – 42
3. Anna Anthiyothaya scheme – 336
4. Houses constructed on concession loan scheme – 1
5. Below poverty level benefits – 43

Award from Chief Minister, Collector and President of India:

In Painkulam village sanitation facilities have been made by the Panchayat under the leadership of Thiru T. Chandra Kumar B.Sc, LLB the president of the Panchayat.

The government of Tamilnadu have selected this village for the award of “Thooimai Gramam” (Sanitary village) for the year 2004 – 2005 and the certificate of merit for Thooimai Gramam was issued to Thiru T. Chandra Kumar, B.Sc, LLB, President of the Panchayat by the chief minister of

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70 Register of Painkulam Village Panchayat Scheme 2004-2006.
Tamil Nadu in 18-05-2002. A cheque for Rs. 5, 00,000 % has also been given to the Panchayat President to carry out development works in this village. So many work for the development of Socio-Economic condition of the people of Painkulam village. Thus the Socio-Economic condition of the people of Painkulam village has been developed by Panchayat Raj.

**Namakku Namae Thittam:**


**Anna Marumalarchi Thittam:**

The honourable chief minister M. Karunanidhi introduced another development scheme namely” Anna Marumalarchi Thittam” in the fiscal
year 1997 – 1998. The scheme envisage the gradual development of villages and it come in to force in the same year itself\(^\text{76}\).

**Finance Commission:**

The government of Tamil Nadu introduced a new scheme known as second finance commission during year 2004 – 2005. This is only for village panchayat in its basic needs such as water supply, roads, bridges, buildings etc. The government ordered that all the village Panchayat should spent 8 percent funds for the construction of roads, bridges and the rest twenty percent of funds for the formation of Government Office\(^\text{77}\).

The state government allotted to Painkulam village Panchayat Rs. 4, 50,000\% in 2004 – 2005 for implementing the second finance commission scheme in its areas. With this amount Painkulam village Panchayat has formed a new road from Kootalumoodu to Mulluvilai\(^\text{78}\).

\(^{76}\) Ibid.

\(^{77}\) Personal Interview with G. Richard Wilson., Assistant Section II. Finance Commission, DDP Anna Marumalarchi Thittam and Namukku Namae Thittam of DRAD Nagercoil ,on date 18-04-2007.

Jawahar Rozgar Yojana:

Rajeev Gandhi the former prime minister of the country launched the scheme to provide employment to educated unemployed people in rural areas as this scheme was named in Hindi as Jawahar Rozgar Yojana (JRY). As this scheme was for rural areas it had to be implemented through Panchayat Raj institutions.\(^7^9\)