

**Administrative System during the Rule of Tashi Namgyal
(1914-1963)**

**A Dissertation Submitted
To
Sikkim University**



**In Partial Fulfillment of the Requirement for the Degree of
Master of Philosophy**

**Submitted by
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Dated: . 2021

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I, **Mr. Sonam Choda Bhutia**, hereby declare that the research work embodied in the Dissertation entitled “**Administrative System during the Rule of Tashi Namgyal (1914-1963)**”, Submitted to Sikkim University for the Award of the **Degree of Master of Philosophy (M.Phil)**, is the original work of mine.

Any contents or any part of this dissertation has not been submitted to any other institution or for any academic purpose.

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This is to certify that the dissertation entitled “**Administrative System during the Rule of Tashi Namgyal (1914-1963)**” submitted to the Sikkim University for the partial fulfilment of the degree of **Master of Philosophy (M.Phil)** in the **Department of History** embodies the result of bonafide research work carried forward by **Mr. Sonam Choda Bhutia** under my guidance and supervision. No part of the dissertation work has been submitted for any other Degree, Diploma and Fellowship.

All assistance and help received during the course of research activity have been duly acknowledged by him.

We recommend this dissertation work to be placed before the examiners for evaluation.

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“Administrative System during the Rule of Tashi Namgyal (1914-1963)”

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CHAPTER-I

INTRODUCTION TO THE HISTORICAL BACKGROUND

The history of Sikkim begins with the coming of three venerable lamas from Tibet by the middle of the 17th century and establishment of the “Namgyal” dynasty in 1642 A.D just as the proto-type of the lamaist Tibet.¹ This Namgyal dynasty had twelve succeeding rulers or *Chogyals* (*Dharmaraja*) of Bhutia lineage who ruled over Sikkim till its merger with the Union of India in the year 1975.

Historical chronology of the Namgyal Dynasty Twelve Succession Rulers

(1642 AD till 1975)

1. *Chogyal* Phuntsog Namgyal

(1604-1670)

Consecrated (1642)

2. *Chogyal* Tensung Namgyal

(1644-1700)

Consecrated (1670)

3. *Chogyal* Chagdor Namgyal

(1686-1716)

Consecrated (1700)

4. *Chogyal* Gyurmed Namgyal

(1707-17330)

Consecrated (1717)

¹Aparna Bhattacharya, “The Bhutia-Lepcha women of Sikkim: Tradition and Response to Change”, in Mahendra P. Lama (eds.) *Sikkim: Society Polity Economy Environment*, Indus publishing company, New Delhi, 1994, p.25.

5. *Chogyal* Namgyal Phuntsog
1733-1780
Consecrated (1733)
6. *Chogyal* Tenzing Namgyal
(1769-1793)
Consecrated (1780)
7. *Chogyal* Tsugphud Namgyal
(1785-1863)
Consecrated (1793)
8. *Chogyal* Sidkeong Namgyal
(1819-1874)
Consecrated (1863)
9. *Chogyal* Thutob Namgyal
(1860-1914)
Consecrated (1874)
10. *Chogyal* Sidkeong Tulku
(1879-1914)
Consecrated (1914)
11. *Chogyal* Tashi Namgyal
(1893-1914)
Consecrated (1916)
12. *Chogyal* Palden Thodup Namgyal
(1923-1982)
Consecrated (1965)

Source: Tenzing C. Tashi, *History of the Chogyals*, 2011, p.84.

Phuntsog Namgyal was the first *Denzong ki Gyalpo* or Sikkimese king and he established his capital at Yuksom. He was then succeeded by his son Tensung Namgyal who shifted his capital from Yuksom to Rabdentse. The third *Chogyal* Chagdor Namgyal's reign saw his half-sister Pendi Ongmu trying to snatch the throne. She conspired to occupy the throne with the assistance from Bhutanese force and occupied Rabdentse palace. As a result, Chagdor had to flee to Lhasa and was later again reinstated as King with the help of the Tibetans. Chagdor Namgyal was succeeded by Gyurmed Namgyal whose reign saw constant Bhutanese invasions. He was then succeeded by Namgyal Phuntsog in 1734 A.D, whose reign saw the first Gorkha attack in Sikkim. Tenzing Namgyal succeeded his father in 1780 as the sixth ruler of Sikkim. His reign saw the surprise Gorkha attacks on Rabdentse palace and its capture. The king had to flee to Lhasa before he spent some time in Kabi. Tsugphud Namgyal succeeded as the seventh consecrated *Chogyal* of Sikkim in the year 1793 A.D. He shifted the capital from Rabdentse to Tumlong owing to frequent Gorkhas infiltrations. The signing of the Treaty of Titalia in 1817 between Sikkim and British India restored back the territories lost to Nepal by Sikkim. Darjeeling was also gifted to British India in 1835. *Maharaja* Tsugphud Namgyal was succeeded by Sidkeong Namgyal in the year 1861. During his reign he was a signatory of the Treaty of Tumlong in 1861 with the British government as the *Maharaja* of Sikkim even when his father was alive.² Sidkeong Namgyal was succeeded by his half-brother Thutob Namgyal in 1874. His reign saw the appointment of the British Political Officer of Sikkim in 1889. The Kingdom's capital was again shifted from Tumlong to Gangtok in 1894. Thutob Namgyal was succeeded by Sidkeong Tulku who ascended

² Sunita Kharel & Jigme Wangchuk Bhutia, "*Gazetteer of Sikkim*", Home Department, Government of Sikkim, Gangtok, 2013, p.87.

the throne as the tenth consecrated Chogyal of Sikkim in 1914. Sidkeong Tulku was against the religious dogmas and feudal aristocracy. He tried to bring new reforms but unfortunately he died within the same year of his coronation. Sidkeong Tulku was succeeded by Tashi Namgyal as the 11th consecrated *Chogyal* of Sikkim in the year 1914. His reign saw many administrative reforms done. The Indo-Sikkim treaty of 1950 between Sikkim and the government of India was signed during his reign. *Chogyal* Tashi Namgyal was then succeeded by his son Palden Thondup Namgyal as the last and 12th *Maharaja* of Sikkim in the year 1963. Unfortunately his reign saw the institutions of the *Chogyal* being abolished. His reign also witnessed the accession of Sikkim to the Union of India.

Overall the present study will focus on analyzing the independence of the functioning of the Sikkim *Durbar*. The comparison of the administrative apparatus will also seek to justify the understanding of the functions of the erstwhile Himalayan Buddhist Kingdom. *Maharaja* Tashi Namgyal witnessed both the phases of political transition from the British influence and then post-British Indian administration which had a huge impact on social, political, economic and cultural development of the kingdom of Sikkim. The study will mainly focus on analyzing the administration of the *Maharaja* Tashi Namgyal after taking over charge as authority from 1914 the year of his coronation to till his death in December, 1963. Since there are many administrative reforms which were introduced during the reign of *Maharaja* Tashi Namgyal, this study will focus on those reforms and their impact on the society, economy and judiciary system of the Sikkim.

From 1890, after the Anglo Chinese Convention; the Namgyal's internal administrative control and external foreign relations was taken over under the grab of

British administration in the name of British protectorate entity. Further the Peking Convention of April 27, 1906 signed between Great Britain and China confirmed Sikkim's status as protectorate under the shield of Government of India. This also led to an end of the hegemony of the Chinese and Tibetan influence over Sikkim. Thereafter, within the period of 28 years after British exclusive domination over Sikkim administration, it was finally restored backed in 1918, during His Highness Sir Tashi Namgyal's reign. There are many reasons behind the restoration of full administrative control during his reign. These can be summed as follows: First World War- this was the period of ongoing global wars between the allied and the axis powers from 1914 to 1918. The British Government shifted their focus towards the war, whereby small countries like Sikkim contributed immensely by sending troops and other available resources directly to the war.

This factor also led to divergence of socio economic policies to some other avenues and then the overall development in the country was neglected. However, the more serious efforts with regards to administrative reforms and the pace of socio economic development were accelerated only after post British era. Other reasons could be widespread political resentment against the colonial yoke which put a lot of pressure to handle their administrative suzerainty. The consequences of the World Wars as well as many political agitations in the mainland India left small kingdom such as Sikkim unnoticed. Ultimately due to heavy political pressure British restored back to Sikkim the internal administrative domain whereas external relations were left with the British India Government.

Similarly, the eleventh *Maharaja* of Sikkim Sir Tashi Namgyal's reign witnessed some of the greatest political events in the global as well as in the regional history.

These events in the world history had direct or indirect influence in the course of the political affairs even in the remote corner of the world like in the remote Himalayan kingdom of Sikkim. First, Sikkim was a under the Protectorate status of the British India Government having de facto rulers who governed the matter of administrative correspondence in the country. At the same time Sikkim owed due to its strategic significance having access to Trans Himalayan trade as well as ideal site for observing watch towers to spy on countries like Tibet and China in the North, Bhutan in the East and Nepal in the West. The First World War (i.e., 28-July-1914 to 11-Nov-1918) and the Second World War (i.e., 1-Sep-1939 to 2-Sep-1945,) had indirectly affected the sphere of political developments in the tiny Himalayan kingdom like Sikkim. Since Sikkim was an ally of the British who was engaged in the war directly. Sikkim administration also contributed by allowing native local citizens to recruits in the Gorkha Regiment with due aid from British India Government. Valiant Soldiers from Sikkim sacrificed their lives in the two disastrous global wars for the sake of colonial yoke. During the course of this war, Sikkim economic resource which was meant for overall development in the country was diverted towards the war from form British allied counterparts. As a result, the pace of socio economic development in Sikkim during this period remained stagnant.

Sir Tashi Namgyal's administration also saw the rise and fall of the mighty British Empire which once claimed, "Sun Never Sets in the West". After British left India in 1947, India continued the legacy of the British India protectorate status towards Sikkim with the signing of new treaty of 1950 which nullified all previous provisions of treaties between India and the British. Then Sir Tashi Namgyal's administration faced challenges with regards to Tibet refugees' crisis after the Chinese invasion in

Tibet in 1959. Consequently, thousands of Tibetan refugees infiltrated towards Sikkim and heavy task was entrusted upon His Highness to settle this refugee crisis. Subsequently, during the last peak of peaceful administration the greatest set back had occurred when China sudden launched a massive attack on Sikkim which ultimately led to Sino-Indo war of 1962 between Indian and Chinese forces in the Nathula border.

All these events in the course of cyclical history that was witnessed during Sir Tashi Namgyal's rule might have some potential contributing factor which ultimately led to the gradual decline of the prestige of the ancient Namgyal Dynasty. It also weakened the ultimate power of His Highness political authority and his independent function of the *darbar* affairs. These factors may have led to the gradual absorption of the Himalayan kingdom like Sikkim into the mouth of the mighty country like India.

Statement of the Problem

The Namgyal dynasty ruled Sikkim for 333 years from 1642 A.D till 1975, until it merged into the Republic of India. Not to ignore the case that some believed it was forcefully annexed. In recent times many scholars have researched on this burning issue. A book such as *Smash and Grab* by Sunanda K.Datta Ray highlighting about the merger issue exposed the then existing situation. Prior to the establishment of British control over the administration of Sikkim by virtue of making it a protectorate kingdom, there was no codified law in the kingdom.³ The king was the source of absolute power over both legal and judicial authority and the subjects were bound by his orders which were considered as laws. The *Dzongpens* or district officer, *Kazis* and *Thikadars* and their orders were also source of law in their respective jurisdiction. The *pipons* or the village headman administered his order in the rural area on behalf of the *Durbar*. The kingdom had a traditional parliament known as the *Lhade Mehde*⁴ to get any approval before the final decision was taken. Even the marriage between Palden Thendup Namgyal (the 12th *Chogyal* of Sikkim) and his American socialite wife Hope Cook had to receive the approval from the traditional parliament system in 1961.

Sikkim came under the influence of British administration as a result of the ‘British Forward Policy’ in Tibet.⁵ The early contact of British with Sikkim was on 1st November 1814 when the East India Company declared war against Nepal and sought Sikkim’s assistance. In March 1815, Captain Barre Lattar of the company army and

³ B.S.K.Grover, “*Sikkim and India: Storm and Consolidation 1947-1974*”, Jain Brothers, New Delhi, 1974, p.247.

⁴ Government of Sikkim, “*Sikkim’s Raj Bhawan*”, Department of Information & Public Relations, Gangtok, 2011, p.113.

⁵ Leo E. Rose, “Modernizing a Traditional Administrative System: Sikkim 1890-1973”, in J.F.Fisher (eds.) *Himalayan Anthropology*, Hague, Paris: Mouton, 1978.

Raja Tsugphud Namgyal agreed that Sikkim would help British in the Anglo-Nepal war on the condition that British would restore the lost territories of Sikkim from Nepal during the period 1780 to 1810. The Anglo-Nepal war ended with the Treaty of Sugowli on 2nd Dec, 1815. The British restored the Sikkimese territories through the Treaty of Titalia on 10 Feb, 1817 which was earlier occupied by Nepal. From then onwards we witness the beginning of Anglo-Sikkim relations that lasted for 130 years till 1947 when finally the British transferred power to India.⁶ After the transfer of power by the British the reorganization of administration continued post-1947. From 1817 to 1889, British did not interfere in the internal affairs of the kingdom directly, in order to keep good humor with the Tibetan authority. However, from 1889 the British established their suzerainty in Sikkim with the appointment of a political officer. They first acted as an advisor to the *Maharaja* but gradually began to control the administration and bring it directly under their fold. John Claude White was appointed as the first British Political officer in Sikkim and he ushered in an era of systematized budgetary system. He brought new measures of land reforms to increase the revenue by replacing old ones and for the first time survey of land was conducted. Infrastructure development was initiated and the first census was conducted in 1891 which shows the efficiency of the British handling the administration under their domain either directly or indirectly. The British sought to modernize the traditional administrative system of Sikkim though slowly and gradually.

This gradual modernization of administration was retained by the *Chogyal* Tashi Namgyal in larger part when the internal authority was restored to him by the then political officer Charles Bell in 1918. The *Maharaja* appointed three secretaries

⁶ Ibid, p.91.

within the same year to assist him in the functioning of the *darbar*. The General Secretary was given the administration of lessee holding (i.e., *kazis and Thikadari* estate), political officers and external relations. The Judicial Secretary was to look after the affairs of courts, jails, monasteries and educational institutions. The Financial Secretary was responsible for government revenue and expenditure. The Home Secretary was also appointed later. A separate service of forest and private secretariat of the *Chogyal* was also functional apart from the above mentioned departments. The personal assistant to the *Chogyal* was also appointed. However, this post was abolished in 1927 owing to disagreement with the political officer. Thereafter, the king had a personal secretary as head of his private secretariat.

This proposed research is an attempt to discover the dynamics of gradual modernization of the administration during the time of the Namgyal dynasty from being traditional, primitive feudal system to a modernized one. The focus of the current study is to investigate the administrative strategy of the eleventh *Maharaja* of Sikkim, Tashi Namgyal who is credited for his various administrative reforms. However, *Maharaja* Tashi Namgyal was under the influence of both British and post-Indian administrative domination. Therefore, the statement of the problem lies behind the British political influence in *Maharaja* Tashi Namgyal's administrative reforms and then the Indian political influence resulting in administrative reorganization. India's independence from British rule and growth of new political parties and new pressure groups had a huge impact on Sikkim which will also be looked at in this study. The post-independence phase of India witnessed certain changes in the reign of *Maharaja* Tashi Namgyal, which will be analyzed in the present study.

Literature Review

Pradyumna P. Karan and William M. Jenkins, Jr's book '*The Himalayan Kingdoms: Bhutan, Sikkim and Nepal*' (1963), mentioned about the challenge that was being encountered around these three Himalayan kingdoms' in context to dynamism of economics and political aspects. The book states that wing to rugged topographical features, the kingdoms witnessed an inadequate political and administrative organization, poor economics, and lack of technical and social forces. All these created a complex social problem which resulted in gradual state transformation.

The authors state that Bhutan and Sikkim were to be guided and to remain under the British India government as protectorate. With regards to overall performance of the kingdom's economic developments the British administration did not much for other welfare measures. From 1907 till 1947 not much had been done to serve the interests of the Sikkim but only to fulfill their needs and wants. The author lauded the initiatives of the Government of India post British rule. Despite Indian economy being under progress she was the major provider of economic aid towards Sikkim. The Seven year economic development plan owes testimony to the fact. Through this economic development the kingdom's administrative machinery was enhanced through the up gradation of new employment generation, employed skilled forces and new updated technical services.

Narendra Goyal in his book '*Political history of Himalayan states: Tibet, Nepal, Bhutan, Sikkim & Nagaland since 1947*', (1966), mentioned about the historical account of the Namgyal Dynasty. The author stressed on how the ethnic minority Bhutia of Tibetan race stock occupied the ruling house. According to him enormous

wealth was being accumulated by the ruling subordinate nobility, since the office of the state council and the secretariat was being filled by the elite classes of the *Kazis* and the *Thikadaris*. The elite *kazis* played an important role in maintaining the local administration including judicial administration. They were vested with a special power to act upon in their respective jurisdiction. A magisterial power was conferred to the *Kazis* to practice both civil and criminal matters.

The author also focuses on the prevalence of the slavery system which included the practice of forced labor. There was no codified law in the kingdoms. The state was run on the basis of ruling proclamations of His Highness's orders as per his discretion. Then the author highlighted about Prince Thondup Namgyal's role in his father's administrative discourse. After Indian Independence in 1947, various welfare reforms were initiated in order to show a good administration. A reform to abolish slavery, land revenue policy and a new taxation policy was advised by the prince before the ruling authority. Goyal then focused on the signing of the famous Indo-Sikkim Treaty of 1950, which seems a major milestone achievement in the field of the inclusive progressive development of the Himalayan kingdom.

V.H.Coelho in his book, *Sikkim and Bhutan* (1970), explains about the initiatives of the *Maharaja* Tashi Namgyal's social and economic reforms. He states that with the restoration of administrative power in 1918, *Maharaja* Tashi Namgyal was able to act independently in his administrative functions. Prior to that Sikkim's administration was under the remote control of the British Political officer, and for the time being *Maharaja* Tashi Namgyal was under the tutelage of Charles Bell, the then Political officer of Sikkim. However, Tashi Namgyal introduced a series of reforms: his first set-up was a judicial court in 1916 which functioned under an independent judge. This

step led to the collapse of the traditional judicial system and misuse of power by then *Kazis* who acted as landlords and governors. Then in 1953, the judicial administration of the kingdom was modeled along with the introduction of Indian civil and criminal Code. In 1955, a full_fledged High Court was established. The abolition of forced labor to the system of uniform taxation and the coming of new political parties with diverse point of view is credited to his reign. The author also stressed that it was during *Maharaja* Tashi Namgyal's reign that the kingdom made progress from a primitive feudal state to a modern one.

B.S.K. Grover's book, *Sikkim and India 1947-1974: Storm and Consolidation* (1974), explains about the modernization of Sikkim's feudal administration under the directives of the British India government headed by the Political officer stationed in Gangtok. The Political officer is said to have devised a new administrative mechanism to formulate its functions effectively. The new administrative machinery was introduced to maintain a healthy administration. The creation of state council and new land revenue taxation system was initiated under the supervision of the newly appointed Political officer.

Grover also talks about the role of political parties after India's independence in initiating a new pressure group to pressurize the *Maharaja* for bringing a series of new welfare reforms. The Sikkim State Congress, the premier political party submitted a memorandum to the then *Maharaja* Tashi Namgyal to abolish landlordism to merge Sikkim with the Indian union and the formation of Interim government based on democratic principles. Some of the above demands were fulfilled by *Maharaja* Tashi Namgyal except the accession of Sikkim to the Indian

union.

S.C. Sen in his journal article titled, *Sikkim- Where Feudalism Fights Democracy* (1975), explains about the signing of the Treaty of Tumlong on March 28, 1861 between Sikkim and British India as a significant event in the history of Sikkim as it realized all the demands of the British by the treaty. The treaty checked the Tibetan influence in Sikkim for some time. The British were in a position to annex Sikkim but did not contemplate in view of the conflict with Tibet, which had vague claims over Sikkim. Then, the Anglo-Chinese Convention of March 17, 1890, formally ended the Tibetan influence over the Sikkim Kingdom. It recognized the status of Sikkim as the British protectorate and the British right to have direct and exclusive control over the internal administration and foreign relations of that state.

S. A. Rahman in, *The beautiful India- Sikkim* (2006), stated that Sir Tashi Namgyal was crowned as the *Maharaja* of Sikkim on the behest of the British *Raj*. The author then goes to state that by the time of his ascension to the throne he was only 21 years of age. He received his formal administrative training from the then political officer Charles Bell. He was also bestowed with the full administrative honors in the year 1918. The author also credited His Highness Sir Tashi Namgyal for a series of welfare measures in the field of socio economic development. The external affair of the kingdom was guided under the colonial administration. Sikkim been under the British protectorate and was only the natural partner of the imperial government. Sikkim's contribution during the Second World War was immense. The author gives figures of more than six thousands Sikkimese young men who were enlisted to serve in the British forces during the World Wars. Even Sir Tashi Namgyal's elder son; Prince

Paljor Namgyal was commissioned in the Royal Indian Air Force. He was martyred in 1941 on line of duty.

Rahman had also discussed about post 1947 administrative reorganization, and the new political upheaval inspired from the Indian struggle for independence. He states that a new administrative head under Indian political officers and the *Dewan* designated was a senior Indian official from the Indian administrative service. He also talks about the recognition of the Sikkim state council and the Indian laws such as Indian Penal code and civil code which were incorporated in par with the Sikkim constitutional laws.

Then the author noticed that unlike Sir Tashi Namgyal's predecessors, which had witnessed a massive widespread public resentment especially after post 1947. The author also opines that His Highness Tashi Namgyal's welfare reforms were initiated due to various pressures pouring from the new political parties and agencies. So, his reforms did not have any sanctum from the reigning authority. The author also pointed out that most of Sir Tashi Namgyal reforms were introduced not for the sake of winning public opinion but to cover the shadow and subdue the unsatisfied agitators who rebel against the reigning authority.

A.C. Sinha's '*Sikkim Feudal and Democratic*' (2008), makes mention about the theocratic political structure of Sikkim which had three tiered combined hierarchical segments: the clergy, the aristocracy, and the commoners. The clergy/Buddhists priestly classes occupied an important position in the society and were drawn from within the Bhutia-Lepcha community. The second sons from the Bhutia family were mandatorily ordained into monkhood during the reign of the third *Chogyal Chagdor*

Namgyal. A number of Buddhist monasteries were established and had huge estates. Some of these monasteries served as the state exchequer and important administrative centers. Revenue in those days was accepted in kind, so monastery served as a regional centre for storage. These monasteries during the Namgyal dynasty were not only the centre for theological learning and social-ritual point of view but were also important institutions for political and economic considerations. Since the ruler of the kingdom were also monks reincarnate, the monks of Sikkim held an important position in internal administration. They were appointed in the state council, managed monastic estate, served as regional functionaries and even provided the human resources in times of need. So much so, that the affairs of the kingdom were managed by the clergyman in collaboration with the *Kazis*.

The *Kazis* were next in line who managed the regional affairs of the kingdom. The *Kazis* and officials were in-charge to look after the certain assigned jurisdiction over the land estate by the King. The officials assessed the amount of payable land revenue in the settled land to the commoners. They collected the regional revenue and deposited certain fixed amount to the ruler and kept a certain portion for themselves. Though, a *Kazi* had no proprietary rights, he was entitled to the hereditary office. *Kazis* held an important official position in the Durbar. Sinha mentions that the institutions of *Kazi* consolidated in a new plane during the British *Raj*. Most of these *Kazis* in Sikkim were named after the locality they ruled. With the appointment of the British Political officer in 1889, John C. White checks the Tibetan influence over Sikkim and clears the administrative mess.

A.C.Sinha, stated that *Maharaja* Tashi Namgyal's long peaceful reign of nearly half a century was under the supervision of the British administration led by political

officers. Despite the restoration of Sikkim internal administrative system, Sir Tashi Namgyal was under the constant influence of the political officers. The royal marriages were also to get due recognition and permission from the political officers. The author also stressed on the role of Prince Palden Thendup Namgyal who supervised his father's administrative system during the last decade of Tashi Namgyal's tenure. *Maharaja* Tashi Namgyal in the later part of his life spent most of his time in retreat, painting and remained little further from discharging his administrative duties. A.C. Sinha then mentions that Sir Tashi Namgyal as a ruler did nothing much in the implementation of the new economic developments including infrastructural build up. It was however the crown prince Palden Thendup Namgyal who ushered the dawn of new policies and nourished the spirit of Sikkimese identity and the feelings of Nationalism.

J.C. White in his book, *Sikkim and Bhutan*, (Reprint Sept, 2010), tells us that during his first visit to Sikkim in November 1887, he noted that in the absence of the *Maharaja* who was in Chumbi Valley, the Sikkim administration was jointly carried out by two brothers: Khangsa *Dewan* and Phodong Lama. When J.C. White returned to Sikkim in 1888, the *Maharaja* and *Maharani* had again fled to Chumbi. However, the *Raja* and *Rani* were finally sent back to live in Gangtok, and that was the moment when J.C. White first encountered the ruling authority of the Sikkimese Kingdom. J.C. White stated that Thutob Namgyal, the *Maharaja* of Sikkim was entirely under the influence of his second wife, *Maharani* Yeshey Dolma.

With the appointment of J.C. White as Political officer by the Government of India, he was administered to look after the affairs of Sikkim along with a council which

comprised of the Chief *Dewan*, Lamas and *Kazis* and himself as the President. The author also states the *Maharaja* and *Maharani* was removed from the post of ruling authority for a time, and were sent back to their proposed residence at Kurseong, in Darjeeling district. With the shifting of the temporary quarters of the *Maharaja* and *Maharani* of Sikkim, the great task was laid out in reorganizing the country which began in earnest. J.C. White first attempted to raise the revenue system of the kingdom, since there was no proper revenue collection system and the treasury was empty. Before that, the *Maharaja* collected the revenue from the nearby capital complex as per the requirement and the local officials collected toll on behalf of the *Maharaja* in the countryside which was far away from his main capital premise. Then, the author noted that there were no courts of justice, no police, no public works, and no education system for the younger generation in Sikkim during those days. The challenging task for new reforms was laid by the then political officer J.C. White. From setting up a new council to aiding the administration to organizing a suitable taxation system and from bringing more land under arable conditions by encouraging Nepalis immigrants, all these events took place during J.C. White's tenure.

Pem Choden Tenzing explains in her chapter, "Relationship of the *Chogyal* with the Government of India 1947-1975" in the book *Sikkim's Raj Bhawan* (2011), that at the time of India's independence, *Maharaja* Tashi Namgyal was the ruler of Sikkim. However, the Prince Palden Thondup Namgyal was actively involved in the affairs of the state since 1944 and was the principal advisor to his father Tashi Namgyal. Most of the decisions in the *darbar* were taken with the consent of the heir apparent, Prince Palden Thondup Namgyal. The author states that though the Prince ascended the throne only in 1963, his role in the kingdom's administration process

preceded much before that.

J.R. Subba in his chapter “Agriculture Past and Present”, in the book *Sikkim's Raj Bhawan* (2011), explains about the British administration in initiating the settled agriculture on a permanent basis in Sikkim after discouraging the nomadic life due to tax collection problem. Subba write that the British administration under J.C. White allowed Nepali settlements in Sikkim in spite of the prohibition imposed by the ruling authority. Thus, J.C. White legalized the settled agriculture for the first time in Sikkim during 1890s. In 1909, the forest department was created and subsequently agriculture and animal husbandry were clubbed with the forest department. During *Maharaja* Tashi Namgyal's reign the Five Year Development plan was initiated from 1954 onwards. A separate Directorate of Agriculture for agriculture and animal husbandry was carved out from the forest department in 1954 and headed by Dr. K.L. Narsimham.

K.N. Sharma in his chapter “Land Records of Sikkim”, in the book *Sikkim's Raj Bhawan* (2011), mentions that the *Chogyal* had absolute power. There was no departmental system as such to govern. The local administration was handled by the regional tribal chiefs. With the appointment of the British Political officer, the Nepali *Thikadars* began to be included in the traditional council, *Lhade Mehde*, after it was enlarged.

According to Sharma the Political officer brought many administrative changes after 1890s. In the earlier period, revenue was collected in kind, grossly, one-fifth of the produce called *Bisa Panja*. Under the British administration, all the taxes were collected in cash. However, *Maharaja* Tashi Namgyal dated 30 August 1956, made a

proclamation which stated that the Bhutia-Lepcha subjects did not have to pay any tax for their land holdings. *Elakhadar* or the lessee landlords collected the revenue whose lessee was renewed in 1925 for a period of fifteen years. However, these lessee landlord systems were abolished in Sikkim in 1948, owing to widespread discontentment, public agitation and exploitation by the landlords. Till 1956, there was no tax imposed on the Bhutia-Lepcha subjects as per *Maharaja* Tashi Namgyal earlier proclamation. But now the attempts were made to further rationalize the tax on land. By a proclamation of Sir Tashi Namgyal, the *Maharaja* of Sikkim, dated the 30th of August, 1956, steps were taken to end the discriminatory payment of land revenue by the Nepali subjects as well as Bhutia-Lepcha subject by increasing 20% biannually in respect of land revenue to be paid by the Bhutia-Lepcha subjects and to equalize it in 10 years.

Dr. Dick B. Dewan, in *Education in Sikkim: An Historical Retrospect Pre-Merger and Post-Merger Period* (2012), tells us that British had controlled not only the functioning of the *Chogyal* administration but also interfered in its internal affairs to the fullest. The *Chogyal* was too weak to accept the suzerainty of the British political ambition. Indeed, some of the bad evil practices such as unpaid system of *Jharlangi*, *Kuruwa* and *Kalo Bhari* were utilised extensively by the British administration to fulfill their expansionists design. This system was continued by the *Kazis* and *Thikadars* of the *Chogyal* administration which made the life of the common people extremely difficult to some extent. However, these bad practices were finally abolished during the reign of *Maharaja* Tashi Namgyal.

G.B.S. Sidhu in his book, *Sikkim Dawn of Democracy* (2018), states that Sikkim was always treated as an Indian state. Since Sikkim became a member of the chamber of

princes in 1935 during *Maharaja* Tashi Namgyal reign. On the eve of India's independence, the British Empire comprised of some directly administered province and around 600 princely states over which they had direct or indirect political sphere of influence. According to the Indian Independence Act of 1947, this ended the British paramountcy over these princely states as they were freely set to join either India or Pakistan. Out of these 600 princely states Sikkim was one amongst them. However, Sikkim always claimed to resist. Owing to its strategic sensitivity, and Nehru Pan-Asia vision, Sikkim was treated as a special case.

Objective of the study

The current research work attempts to study the following objectives:

- ✓ To analyze the traditional administrative system of the Namgyal dynasty before the advent of the British.
- ✓ To understand the genesis of modernizing the *Chogyal's* administration under the colonial British influence.
- ✓ To study about *Maharaja* Tashi Namgyal's administrative reforms and his new administrative machinery.
- ✓ To reveal and analyze the post 1947, administrative reorganization during *Maharaja* Sir Tashi Namgyal's period.

Research Methodology

The present research is an attempt to study the combination of both descriptive and analytical methods. The descriptive analysis will be done to describe accurate information of the *Chogyal's* administration under the influence of both British and post- British administrative domination. More particularly, it seeks to describe the administrative set-up during *Maharaja* Tashi Namgyal's reign. It is analytical in the sense that it seeks to analyze as to what were the forces and factors that led to modernizing a traditional administrative system.

The relevant sources of information shall be collected via both primary and secondary data. Primary data will be collected through Sikkim state archives, Sikkim *darbar* gazette, and official records and via conducting research interviews. Besides, the available literature books, journals, articles will be incorporated as secondary sources for the study.

The research work will be mainly relying upon the Sikkim state archives, miscellaneous department of the state.

Chapterization

Chapter-I

Introduction

The introductory chapter will commence with the brief historical background of the Namgyal dynasty from 1642 A.D till 1975. Then it will highlight about the transition of *Chogyal's* administration from traditional administration system to the modernized administration. The contribution of *Maharaja* Tashi Namgyal in reforming the modernized administrative system will also briefly be discussed. Then, subsequently post-1947 administrative reforms shall be elaborated. The introduction will then comprise of the statement of the problem, review of literature, objectives of the study and research methodology.

Chapter-II

Traditional Administration system of the Namgyal Dynasty

This chapter will study about the Namgyal dynasty's traditional system of managing the administration. It will cover the episode of earlier *Chogyal's* primitive feudal administration before the advent of the British influence in Sikkim affairs.

➤ Central Administration

The subheading of this chapter will focus on the study about functions of *Chogyal's* central authority. It will analyze the traditional centralized administration of the Namgyal dynasty.

➤ District and local Administration

This subheading will study about the role of *Kazis* and *Mondals* in maintaining the local administration. A detailed study related to their administrative functions will also be covered in this section.

Chapter-III

Maharaja Tashi Namgyal's Administrative System (1914-1947)

This chapter deals with the British role in modernizing the traditional administrative system more or less in western lines. From the appointment of Political officer John Claude White in 1889 till 1947, it will study about the British influence in modernizing the Sikkim administrative system.

Chapter-IV

Maharaja Tashi Namgyal's Administrative Reorganization

(Post Indian Independence-1947)

In this chapter an attempt will be made to give justice to *Maharaja Tashi Namgyal* for initiating a series of socio-economic reforms. A detailed study will highlight about the major administrative reforms that were taken place during his reign.

➤ Central Government

This subheading will see the functioning of *Chogyal's* central administration. Some of the department that was created to assist the *Maharaja Tashi Namgyal* will also be covered in this topic.

➤ Revenue and Finance

This section will look at the taxation systems during *Maharaja Tashi Namgyal's* reign and some of the reforms that were introduced in the field of agrarian administrative system.

➤ Administration of Justice

This subheading will cover the new judicial reforms introduced by the *Maharaja Tashi Namgyal*.

➤ Other aspects of Administration

In this section of the chapter the study will highlight the functions of various miscellaneous departments under *Maharaja* Tashi Namgyal's reign.

Chapter-V

Post-Indian Independence, 1947, Administrative Reorganization

This chapter will see *Maharaja* Tashi Namgyal's administrative reforms post-1947. Then, it will study about the role of Indian officials in reorganization of administration system which were left by the legacy of the British authority.

Chapter-VI

Conclusion

In the last chapter the summary of the findings will be summed up regarding the Namgyal dynasty administrative system from traditional to modernized one. The new research findings related to *Maharaja* Tashi Namgyal's administrative system will also be highlighted in this concluding section.

CHAPTER-II

TRADITIONAL ADMINISTRATIVE SYSTEM OF THE NAMGYAL DYNASTY

Introduction

In order to understand the genesis of the administrative organization of the Namgyal Dynasty it is important to know about the growth of historical background. How the Namgyal rulers transformed the functioning of the administrative system from being traditional to modernized lines? However, these sorts of questions were often being neglected! So, the efforts are being done to give justice to the questions that is being relevant in the case.

Two important issues are to be highlighted in order to better understand the Namgyal administration. One is to understand the administrative organization of the Namgyal Dynasty from the date of its establishment in 1642 AD, till the advent of the British India government. Understanding of the pre-British Namgyal's administration is very significant in context to the Sikkimese history. This is because Sikkim of that period was completely different than of the post- British, especially with regards to its territorial expansion. Sikkim during the early part of the pre-British era witnessed its rich territorial expansion ranging from Dibdala in the North to the Titalia in the South, and on the east Tagong la and Tang la on the North.⁷ Gradually, with the passage of time its rich territorial boundaries started to shrinkage in the evil eyes of the expansionist design of her immediate neighbor and ultimately into the hands of the British India government. So, it will be interesting to look into the research work which relates to the administration of centralized government contributed by the

⁷ Thutob Namgyal and Yeshe Dolma, *History of Sikkim*, Translated by Kazi Dousandup, Unpublished, 1908, p.20.

Bhutia ruler. The early part of the Namgyal administration seems to be efficient keeping in view its control over the vast territorial jurisdiction and received tributes frequently from its vassal's subjects. But for the British colonial masters, pre-British Sikkim was an era of Dark Age, completely isolated with the rests of the world and its rulers being theocratic kings were incapable and despotic. Despite Sikkim's political structure being based on feudal economy all lands belonged to the king, and Sikkim was somewhat self-sufficient. Though its markets were not open to the rest of the world, the trade relation between Sikkim and Tibet continued since times immemorial.

The Second important issue is to understand the post-British Namgyal administrative organization. Not to ignore the cases that British somewhat helped to transform the traditional Sikkimese administration. This section is as important to highlight about the role of British Political Officer in modernizing Namgyal administration. Details of White's new reforms will be inducted in the chapter to study about his contribution in the field of his administrative reorganization. Overall, this chapter will showcase the two important aspects of the Namgyal Dynasty administrative organization: Its transformation from the traditional feudal political structure to the modern lines with the advent of the British is the central focal theme highlighted on the chapter.

Pre-British Namgyal Administrative System

The formation of a modern kingdom in the beginning of the middle half of seventeenth century was a turning point in the Sikkimese history. For the first time centralized administration was organized on parallel lines to the Tibetan lamaist

pattern. Its ruler was a secular head of the state. He was venerated as an incarnate lama and had the responsibility to look after his subjects.⁸

Before the establishment of the Namgyal Dynasty in 1642 AD, Sikkim was being governed by the rudimentary aborigines' tribe particularly Lepchas of different clans in their respective locality. Earlier Sikkim had no central power; it has local chiefs to govern the affairs of their areas. Rongs or the Lepchas were also said to be the original inhabitants of the Sikkim. However, it's a debatable topic with much new research going on. So, the Bhutia ruler with the help of local Lepcha chiefs succeeded in winning the hearts of the locals and established a feudal political kingdom based on Theocratic governance. Along with local indigenous tribal cooperation, the Namgyal established a modern bureaucratic system. The first Bhutia ruler *Chogyal Phuntsog Namgyal* divided his kingdom into twelve *Dzongs* (districts) in order to administer efficiently. In order to assist him in the functioning of the kingdom administration, he appointed 12 Bhutia *Kaleons* (Ministers), and 12 *Dzongpens*⁹ (Governors) from within the Lepcha community. *Kaleons* functioned within the central level and were assigned with the various functions of the kingdom. On the other hand *Dzongpens* functioned within the district level and were responsible for the collection of Revenue in their respective jurisdictions.

Thereby, started a process of administrative build up by the new ruling group and saw a constant amendment in its political structure with the changes in winds of time.

⁸ Samten Doma Bhutia, 'India's Foreign Policy: Prior Sikkim Merger', *IOSR Journal of Humanities and Social Science (IOSR-JHSS)*, Vol.22, Issue 6, Ver.11, June 2019, P.93.

⁹ Alok K. Srivastava, *Surujkund: The Sikkim Story*, Information & Public Relations Department, Government of Sikkim, New Delhi, 2002, p.13.

During the course of formation of the Namgyal Dynasty in 1642 AD, India, the immediate neighbor of the Sikkim was reeling under the rule of the mighty Mughal Emperor Shah Jahan. The Mughal Empire reached its pinnacle during Shah Jahan's reign. The British East India Company had already set its foot into the Indian soil and was looking for a possible opportunity to expand their colonialism. One may assume that the early part of the pre- British Namgyal Administration was sound owing to its vast territorial expansion and rich tributes that it received from its vassal states. Gradually, the empires of the Himalayan kingdom began to melt due to internal political disorders as well as threats from the expansionists' hostile design of the neighbors. As a result, the rulers of Sikkim happened to shift her capital four times during the course of its history. The latter part of the eighteenth century saw hostile conflict between Nepal and Sikkim, in which the latter lost some of her territories to the former. Due to which the British intervention begins to arise in the political scenario of the Namgyal administration. Finally, the war ended with the Treaty of Sugowli in 1816 between Nepal and Sikkim and the latter regained some of her lost territories. This political intervention generated British growing interests in the region and finding an amicable solution to solve a favorable trading business towards Tibet¹⁰ and China with Sikkim as a settled base.

In order to administer the bureaucratic system of the Namgyal Dynasty, it had eight ranks¹¹ of government officials before the coming of the British India Government. At the top level of government hierarchy level stood the *Chogyal* or the *Dharma Raja/Maharajah*, a secular head of the state. King or the *Chogyal* was the absolute

¹⁰ Ibid, p.93.

¹¹ Saul Mullard and Hissey Wangchuk Bhutia, *Royal Records: A Catalogue of the Sikkimese Palace Archives*, International Institute For Tibetan and Buddhist Studies GmbH, (IITBS), 2010, p.2

source of authority and all landed territories of the kingdom belonged to him. Below the rank of the *Chogyal* was the post of *Gyal Tshab/Kutshab*-the regent or the representative who belonged to a high ranking position in the erstwhile Himalayan Buddhist Kingdom. *Drun Yig* or the Cabinet secretary, *Phyag mdzod* or the Chancellor, *Gron gnyer*-Prime Minister all these posts belonged to the rankings of the Namgyal administration. Majority of the post were held by the elite class of the ruling landed aristocratic group including special representatives from the *Sangha* community.

Followed by the above official ranks, their next importance was the seat of *Blonpo* (Minister). The seats of *Blonpo* were recruited from within the powerful ruling aristocrat group of the Lepchas and Bhutias who had already served in the capacity of the Governorship. Then came the ranks of *Dzongpens* in the Namgyal administration who were district magistrate/Governors responsible for collection of revenue in their jurisdiction. Apart from this, they also exercised judicial and magisterial functions. *Dzongpens* also had the responsibility in matters relating to recruitment of the local militia in times of emergency situation. Setting up of military outposts and providing human resources in times of eventuality from his area to the expense of the kingdom's sovereignty: all these were done under his authority. Because of these reasons some *Dzongpens* were very powerful who could influence the existing functioning of the king's court. Below the rank of the *Dzongpens* was the post of *Pipons*. A *Pipon* and *Dingpon's* main function was to collect local taxes in their area on behalf of the central authority. The post of *Pipons* during the Namgyal administration was based on hereditary lineage that was nominated by the king and governed on his pleasure. Today with the abolition of

monarchical system of government in Sikkim, the post of *Pipons* is based on democratic principles and rights safeguarded by the law. However, an older tradition continues to thrive along with modern amendments of the acts. Similarly, the *Dingpons* were appointed directly by the *Maharaja* whose assigned task was to look after the Kings personal estate. The post of *Dingpons* was hereditary. Below the rank of the *Dingpon* and *Pipons* was the *Gyapon* or the military rank officials. The status of *Gyapons* was higher than the *Dingpons*. After *Gyapons* the last important rank of the officials was the post of *Cudpon* who was the head at the local level unit .i.e., village level. His main function was to collect taxes from the local unit. For this the *Cudpon's* assigned their task to the village headmen whose duty was to maintain law and order in their respective unit.

The advent of the British colonial government into Sikkim marked the decline of the traditional administrative terminology. Its usual practice of managing the affairs of the state got altered and decayed. The British influence in the Indian administration brought new administrative titles and reforms. Mughals administrative influence can be seen with the terms such as *Kazis*, *Vakil*, *Dewan* replacing traditional ones. Nepalese migrants also brought new terminology such as *Thikadars* in the king's courts. Some of the ranks of the traditional Namgyal administrative organization with that of the British new ones were difficult to correlate owing to the dearth of authentic sources.

Classification of the Pre-British Bureaucratic System

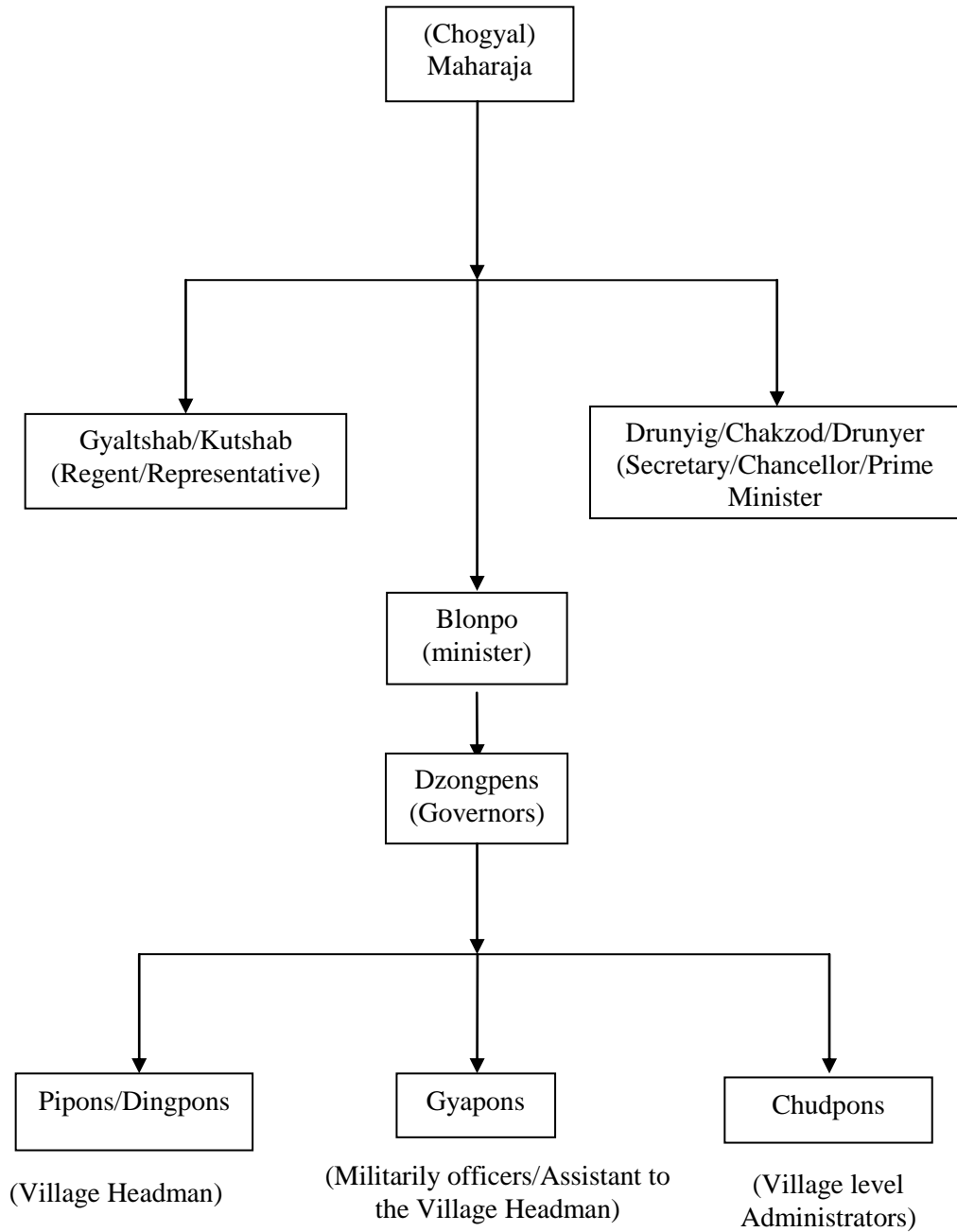


Fig.1.1. Above diagram showing the classification of eight ranks of the government officials of the Namgyal Dynasty during the pre-British Administrative organization.

As per the Mangsher Convention¹² (mid 18th century), these kinds of revenue cess were initiated such as:- a) *Bah-pa*- Land Tax, b) *Zo-lung*-Forest Tax, c) *Tshong skied*-Customs/Income Tax, as a source of income for the government. The keeping of government records was in absence before the control of Sikkim's administration under British India government. Sikkim also has the record of keeping the revenue record but owing to poor management and environmental conditions many of these valued records either got caught in fire, fell prey to an enemy destruction or were eaten by insects. The revenue of pre-British period was paid in kind to the local authority. The payment of revenue in the form of rent appears significant such as crops; butter tax and salt tax were important forms of rent payments to the kings. Grazing of cattle was an important source of revenue collection for both Sikkim and Tibet. Due to its closer proximity of their geographical boundaries and centuries old historic ties, grazing tax was benefitted to both the kingdom. Grazing tax was mostly levied in the form of kind such as butter and cheese, values six annually. Though the system of revenue collection appears to be in its rudimentary stage, the system of revenue collection in the kingdom appears to be in place since time immemorial. Later on, British just helped in the monetization of the budgetary system of the economy as per their convenience in running the administration. However, the pre-British Namgyal administrative set up based on traditional theocratic feudal model and its ruler being an incarnated Buddhist monk led to the weakening of the kingdom's political and sovereign integrity. Taking full advantages of the situation British gracefully consolidated her stand by appointing Resident i.e., Political officer

¹² Jigme Wangchuk Bhutia, 'Revenue Administration and Public Finance', in Sunita Kharel and Jigme Wangchuk Bhutia (ed.), *Gazetteer of Sikkim*, Home Department, Government of Sikkim, Gangtok, 2013,p.311.

office in 1889.

Post-British Administrative Organization

At the beginning of the nineteenth century the British Government was at the pinnacle phase of Colonialism. Rapid advancement in the field of industrial growth demanded huge raw materials and available consumer markets for its finished machine made goods. The Act of 1813 allowed one way free access to British trade facilities in the depriving Indian markets. On the other hand Indian made products were levied with high tariffs in order to discourage them in having trade with European markets. Similarly, British were looking for a possible opportunity in having a Trans Himalayan trade, for which Sikkim fell prey into the grab of the British colonial expansionists design. The British plan to open trade into the land of the Forbidden City i.e., Lhasa (Tibet) and then towards China would be fulfilled when Sikkim opened its door to the British. No doubt, Sikkim being the nearest possible route to Tibet, the British interests in the region grew dramatically.

Anglo Sikkim relations improved after Sikkim sought British assistance in the Anglo- Gorkha war of 1814-1916. Further the signing of the Treaty of Titalia in 1817 between Sikkim and the British East India Company restored Sikkim's lost territories back from Nepal which was lost during the Sino-Nepalese war of 1788-1792. In return the British got rights to free access in the Tibetan border. Anglo-Sikkim relations continued to thrive in a proper manner until 1835. The 1817 treaty got further revised in 1861 which made Sikkim a de-facto protectorate of the British *Raj*.¹³ Anglo- Chinese convention of 1890 owes to the testimony of this historic deal. In 1835 Darjeeling was gifted to the British India out of a deed of grant as a marker of friendship for the purpose of a sanatorium resort. However, differences arose

¹³ Ibid, p.93

owing to the misunderstanding of the annual payment of the grants. Due to this, the Anglo-Sikkim relations deteriorated. The British by that time was well aware of the weakness of Sikkimese rulers and they eventually began to consolidate their political hegemony over Sikkim. The weakness of the traditional system of managing the affairs of the Namgyal administration, its weak inefficient rulers, poor militarily establishment, internal political feud, and economic disorder led British political intervention in the affairs of the King's courts. In 1888, British troops expelled Tibetan army from Lungtu, and then finally in 1889 established the Political officer's office at Gangtok. The first political officers appointed was John C. White who took control over the Namgyal administration. By the final Calcutta convention of 1890¹⁴, Tibetan hegemony over Sikkim came to an end. Gradually, British India Government began to hold complete administrative authority over Sikkim.

The new Political officer jeopardized the then existing Namgyal administrative set up and introduced a new administrative organization. For the first time, Sikkim came into contact with the rest of the world after British influence in the region grew. The Political officer was now ceremonially vested with the real power instead of the *Chogyal*/rulers who was left as just titular ruler of the land. J.C White introduced new measures of administrative efficiency in order to function smoothly. New methods of revenue administration were initiated including monetization of the budgetary system. The British brought forest and excise under the purview of

¹⁴ Awadhesh Coomar Sinha, *Politics of Sikkim: A Sociological Study*, Thomson Press (India) Limited, New Delhi, 1975, p.18.

taxation Separated department of the forest was also created in 1893¹⁵.

The post British administration brought tremendous efforts in reforming the traditional Namgyal administration. *Dzongpens* or the District Magistrate of the pre British period was now replaced by the *Kazis* of the post British era. Mughal terms such as *Kazis* used in the court of the affairs of the kingdom replacing traditional ones. Sikkim traditional National Assembly '*Lhadi Medi*' got disrupted abruptly and in similar lines British introduced a new state council. Post British administration created a new class of officials being appointed by the *Kazis* such as *Mandals* to assist in the administration at the local level. With the introduction of the lessee system by the British, all lands in the kingdom was leased out except the *Kazis* private estate, royal lands, monastic lands and the reserved areas were in exception under the new lessee landlord system. This system provided a scope to large number of Nepalese migrants by the latter half of the nineteenth century. These immigrants were backed by the *Kazis* with close ties to the British officials when kingdom differences were in place at an expense of their rivals and the royal palace¹⁶ later those immigrants rose to the status of landed Nepalese *Thikadaris* who played a significant role in the affairs of the Sikkimese politics during the post-British period. J. C. White's successors Chares Bell was a man of determined character and was in favor to curtail the influx of the migrants Nepalese but failed to do so. By the end of the nineteenth century, Nepalese population outnumbered the population of the

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¹⁶ Leo E. Rose, 'Modern Sikkim in an Historical Perspectives' in Epstein and Sherburne (eds), *Reflection on Tibet Culture: Essays in Memory of Turrell V.Wylie*, New York: Edwin Mellwn, p.65.

traditional ethnic minority community i.e., Bhutia and Lepcha. However, these Nepalese immigrants brought in new settled agricultural practices including terrace farming and improved the agrarian economy of the kingdom. These way Nepalese immigrants played a major role in contributing to post British administrative organization with an improvement in the economy of the kingdom.

At several occasions, the British Political officer exploited the authority of the *Maharaja* on suspicion of being hostile to their *Raj*. The king was put under house arrest for several years as per the suited conditions of the British authority. One such case happened to the *Maharaja* Thutob Namgyal who was detained under house arrest in Darjeeling district. It was during this period that *Maharaja* Tashi Namgyal was born in the British captivity. In such a juncture the kingdom administration was held under the command of the British supremacy. Sikkim's first political officer J.C. White's created a state council which could assist him in the functioning of the British administration. For this he nominated loyal members from the Bhutias, Lepchas and Nepalese community. Now the Nepalese *Thikadars* were also inducted in the state council with the support of the British India Government in the post British period. The members included: two members of monastic bodies inducted from the Pemayangtse monastery and the four pro_British aristocratic elite classes consisted of *Kazis* and Nepali *Thikadars*, and two *ex-dewans* along with 12 *Kaleons* or the state cabinet Minister¹⁷.

¹⁷ Ibid, p.20

Classification of the State Council

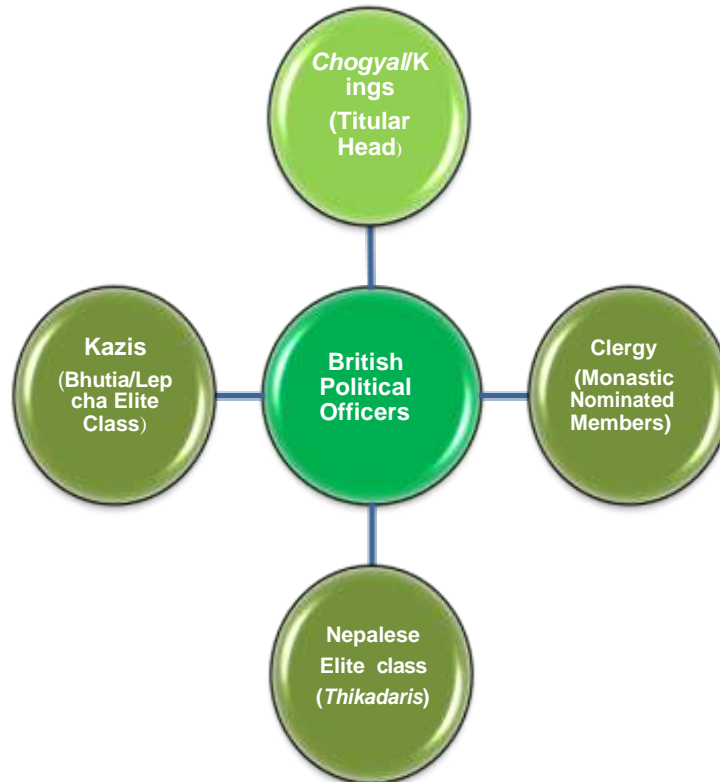


Fig.1.2: Above diagram showing the administrative functions of the J C. White first created state council.

With the passage of time, British India Government's attitude towards Sikkim gradually changed after her contribution to Young husband Expedition (1903-05) which was of immense worth. So, in 1905, a political officer restored the *Maharaja's* active leadership in the affairs of his administration. Then the British government began to expand the authority of the *Maharaja* and finally in 1918 the internal administration was fully restored to the rulers. However, there were no codified rules for administration in the Himalayan Kingdom. In times British

colonial masters proved to be the real king makers in the *Chogyal's* own kingdom owing to their strong political supremacy. Ultimately in 1918, *Maharaja* Sir Tashi Namgyal was fully restored backed his lost kingdom political authority from the British India administration. The then political officer's Sir Charles Bell to whom Sir Tashi Namgyal received his formal administrative training under his tutelage, finally transferred all the British political administrative authority over to Sir Tashi Namgyal's political domain.

CHAPTER-III

MAHARAJA TASHI NAMGYAL ADMINISTRATIVE SYSTEM (1914-1947)

Sikkim a forbidden Himalayan Buddhist kingdom was unknown to the world until the advent of the British. The exact geographical location of the kingdom is also difficult to locate in the world map. Through British intervention, today Sikkim is known globally as the destination of the world's third highest mountain peak in the globe. Mt. Khangchendzonga with the heights of 8,586 m¹⁸ (28,169 ft) is revered as a guardian protectorate deity of Sikkim.

Before the advent of the British, Sikkim was totally isolated, secluded from the eyes of the outside world. However, the scenarios soon changed with the initiatives of the British modern policies in the kingdom's political affairs. Gradually, Sikkim fell prey to the expansionist design of the British imperial political tactics and harsh policies. This led Sikkim to come under the banner of the British protectorate states. Similarly, after British left Sikkim, India retained the legacy of the British authority and Sikkim continued to remain as an Indian Protectorate state.

The Namgyal Dynasty's greatest set back was the fall of the Anglo-Chinese convention of 1890 which led British to withhold and enforce her political hegemony over Sikkim. Sikkim's relations with Tibet with whom she shared a centuries old close historical and cultural bond came under the exclusive domain of the British suzerainty. The Anglo Chinese convention of 1890 led a British dominance over Sikkim's political and administrative department; which were placed under the charge of the new Political officers. After a decades of British administrative dominance,

¹⁸ En.m.wikipedia.org

Sikkim finally got restored backed her administrative responsibilities during the period of *Maharaja* Tashi Namgyal. By 1st April 1916, Sir Tashi Namgyal's administration was given the responsibility of departments such as Excise, Income Tax, Police and Jail Department. In-dependent departments such as Education, Forests and Monasteries was under the exclusively charges of the *Maharaja*.

Further, the *Maharaja* was granted with more administrative control over departments such as Revenue, Stamps, and Printing Press, Cooperative societies. By this time all the state departments were placed under the charge of the Chief Executive Officer nominated by the *Durbar*. The Tashi Namgyal administration saw the first Sikkim Chief Ex-ecutive Officer, K.P. *Dewan* being appointed and was an Assistant to His Highness.¹⁹ However this post got abolished in the year 1919. Subsequently, a ceremony was held in the Sikkim *durbar* on palace ground on 5th April 1918, by which the then political officer Charles Bell, handed over the 'Kharita of Institute' from the viceroy and the Governor-General of India conferring all the administrative responsibilities of the Sikkim to the *Maharaja* of Sikkim Sir Tashi Namgyal.²⁰

All the internal administrative departments came under the sole authority of Sir Tashi Namgyal. His governance was assisted by the various administrative departments under organized secretariat headed by the Head of Department (HOD). This administrative system functioned under the composition on the basis of various specific departmental systems. Various administrative works and recommendations from the several departmental officials were considered carefully at a secretariat level.

¹⁹ Nirmalananda Sengupta, "*State Government and Politics: Sikkim*", Sterling Publishers Private Limited, New Delhi, 1985, p.222.

²⁰ Ibid, p.222

Durbar decisions were issued in the form of orders, proceedings and a letter through the specific secretary to the government. The kingdom's administration gradually merged into a modern form of governance during Sir Tashi Namgyal period.

Despite the restoration of Sikkim's internal affairs, its exercise upon the external matters was still a big question. State *durbar* had to compromise in matters related with the independent function of decision making autonomy. Important state affairs and matters were still to be consulted with the Political Officers office. No decision was taken as granted without taking the latter into confidence. In the work of Nirmalananda Sengupata (*State Government and Politics: Sikkim*), it states that if the state council and the political officers agreed upon on any matters, the *Maharaja* was bound to accept it. Likewise, the consensus balance between state council members and the *durbar* on matters related with important decisions making bodies, the political officers was bound to accept it.²¹ Gradually the restoration of ultimate administrative power was transferred to the ruler. Despite its restoration, the colonial administrative hold continued to retain²² and enjoyed the political suzerainty in the tiny Himalayan Buddhist kingdom until British left India on the eve of Indian independence in the year 1947.

Out of the twelve precedent rulers of the Namgyal Dynasty, Tashi Namgyal's reign witnessed a period of highly precedence. Born to father Thutob Namgyal and mother Yeshey Dolma, Tashi Namgyal ascended the throne at an age of 21 in December 1914

²¹ Ibid.,p.223

²² Pradyumna P. Karan and William M. Jenkins, "*The Himalayan Kingdom: Bhutan, Sikkim and Nepal*", Princeton, 1963, p.59.

after succeeding his half-brother Sidkeong Namgyal.²³ Tashi Namgyal was nourished as an effective administrator by the British assistance in order to serve their growing interests in the Trans Himalayan region. He was taught in an English medium of instruction in school at St Paul's School, Darjeeling, and then in Ajmer, Mayo College which was exclusively for the Princes of Indian states. He was for the time being trained under the tutelage of the then political officer Charles Bell. In fact, Sir Tashi Namgyal was enshrined to the throne as per the will and zeal of the British India Government in which they ignored the claim of its rightful successor to the throne: his elder half-brother Tshoda Namgyal. The British gradually proved to be a real king maker in this tiny Himalayan Buddhist kingdom.

With the enthronement of Sir Tashi Namgyal as a new ruler of Sikkim, a cordial diplomatic relationship developed between British India and Sikkim. Thus, Sikkim marked the dawn of new political dimension with growth in peace and stability. The rulers remained loyal to the British Government till a later part of his reign. Due to this good humors and its positive attitude towards the British, the colonial government honored the Sikkim *darbar* a restoration of a full administrative power to functions independently.

Earlier the diplomatic relations between Sikkim and British India were mainly channelized via the medium of the Government of Bengal. However, it was during the time of Lord Curzon the then Viceroy of India who began to maximize and dominate the British political interests in the region by controlling the internal administrative functions under the command of the Bengal Government. Matters related to political

²³ L.B. Basnett, "A short Political History of Sikkim", S. Chand & Co. (pvt), Ltd, New Delhi, 1974, p.64

and commercial entities were left into the hands of the political officer under the direct supervision of the Foreign Department, Government of India. This was so keeping in view the Russian growing expansionists policies and to counter its desirable political ambitions. In facts success of the Young husband expedition in Tibet dramatically changes the political might's of the British Empire in the geo-political region

A.H.L. Fraser, then Lieutenant-Governor of Bengal's proposal to transfer the complete political and administrative charges of Sikkim was of considerable significance as 'provincial importance' which he thought was finally approved by the Government of India with effect from 1st April 1906.²⁴ So in this way a tiny Himalayan Buddhists kingdom got absorbed into the lap of the Mighty British Empire after British power demonstrated her influence in Tibet.

Since then, Sikkim's internal administration and political suzerainty was partially placed under the fist of the British Government. Finally, after decades of British administration in Sikkim, her political and administration independence was restored backed in 1918 during the time of His Majesty Tashi Namgyal.

The Namgyal state created a highly centralized administration under the hereditary ruler, who was venerated as an incarnate lama, a powerful aristocratic nobility family occupying the central level and semi nobility at a subordinate level and traditional local level government. The administration of the Namgyal Dynasty was based on the welfare of the people. Most of the kingdoms' policies were initiated in order to

²⁴ P.R. Rao, "*India and Sikkim-1814-1970*", sterling Publishers (p) ltd, New Delhi, 1972, p.144

maintain a peaceful political stability which included internal law and order and vibrant economic policies. However, there was absence of codified laws which later were incorporated from the British administrative system.

The Namgyal Dynasty believed in the divine rights of kings. The rulers were venerated as an incarnate lama, Sidekong Tulku, the eight *Maharaja* of Sikkim was an incarnation of Kham based Karmapa lama²⁵. The '*Chogyal*' was the sources of all authority in his kingdom. All lands in the country belonged to the rulers. Political, judicial, administrative and military powers were confined to the ruler's authority. Despite being a peace loving Buddhists kingdom, its defense administration was headed by the *MagZ-Pon-Chempo* (Militarily Commander). The Namgyal rules appointed *Dzongpens* (Governors), in their respective districts under whose control they exercised civil and militarily administrative functions. Similarly, at the central level, the secretariat was there to administer the country's affairs under the supervision of the ruling authority.

Sir Tashi Namgyal as an Administrator

- **Secular Ruler**

Sir Tashi Namgyal administration recruited officials belonging to different racial stock and even the ordinary officials rose to prominent positions in the administrative services. Though there was no system of regular civil service in the kingdom. Other than Bhutia and Lepcha aristocratic class who occupied important positions in the *darbar*, Nepalese and the Plainsmen also occupied important posts in the kingdom administrative services. The Nepalese candidate became an official representative to represent the majority Hindu population in the state council.

²⁵ S.A. Rahman, "*The Beautiful India-Sikkim*", Reference Press, New Delhi, 2006, p.62

While the kingdoms administrative set up was feudal in character it gradually developed in lines with the British administrative structure. Appointment was done as per the recommendation and approval from the *darbar*. The kingdom administration was assigned by the *Maharaja* to the different nobility classes in order to look after their respective *ellakha*. These *ellakhas* was under the exclusive control of the *Kazis*, *Thikadaris*, and the Monks of the important monasteries in Sikkim. This nobility ruled the *ellkaha* on behalf of the *Maharaja* who did not reach the remote corner of the kingdom. Since the *Maharaja's* administration was based in Gangtok, the national capital where he resided. In the extreme corner of North Sikkim particularly Lachen and Lachung, their administration was conducted and managed within their traditional *Dzumsa* system rather than *darbar* rule. However the *Maharaja* received yearly tributes from these *ellakhas* of Lachen and Lachung in the form of gifts etc.

The Tashi Namgyal administration was modeled in the form of Tibetan lamaists pattern. Later on through British intervention Sikkim's administration got channelized into the mechanism of the colonial British system. The *Maharaja* was the supreme authority of all of the kingdom's internal matters and all other legislative, judicial and administrative powers were vested upon him. He was also the head of the kingdom's military affairs and was the supreme commander of the kingdom's Royal Guards.

In the field of religion, Sir Tashi Namgyal was tolerant to all other religious beliefs and practices. Since the country's majority population was pre-dominantly Hindu, along with a small population of Christians and Muslims, despite Buddhism being the state religion, as ruler himself being Buddhists by faith, all religion co-existed harmoniously in this tiny Himalayan Buddhists kingdom. There are no records of any communal riots that took place in the name of religion. In fact Buddhism had to face

an external threat from other expanding religious incursions. In Sikkim presence of the nature worshippers also existed simultaneously with the main state religion. The Lepcha community worshipped nature and their traditional religious beliefs know as 'Boongthings'. Similarly, Bhutia community also worshipped the spirit of nature and their traditional belief system by the name of 'Bon religion' continued to flourish. The famous Sikkimese festival of 'Pang Lhabso' bears testimony to the worship of nature and marks the brotherhood between Lepcha and Bhutias.

Despite Sikkim's state religion was Buddhism; about 70% of the population were followers of Hinduism. They were in majority and all other beliefs co-exist along with the other major religion.

- **Council of Ministers**

The *Maharaja* of Sikkim was assisted by a number of state councilors, executive councilors (post 1953 proclamation) who were effective in dealing with the council administration. The state secretariat was established, the members of the Sikkim council helped to run the show alive in the kingdom governance. Based on the records available in the Sikkim state secretariat 1924²⁶, the Sikkim *Durbar* nominated six councilors as non-official members and three official members nominated for the state advisory body. This was done in due consultation with the political officers. The three official members who were nominated in the state advisory council are as follows:-

- i. Mr. Rup Narayan: Chief Judge, Sikkim state.
- ii. Mr. Pestonji Jamasji: General Secretary to His Highness the *Maharaja*.

²⁶File No.10, Serial No.7, "Appointment of state Councillors", General Department, Sikkim state secretariat, 1924, State Archive.

iii. Rhenock Kazi: Manager of the Private estate of His Highness the *Maharaja*.

By 1932-33²⁷, the Advisory council in the state members rises to nine belonging to different race stock. Those members were nominated from the experienced persons who helped to advise and run the kingdom's administration smoothly. The general session took place at least twice a year and after 1933 its council session was increased to thrice a year by the *darbar*. During these sessions all important decisions, policies including budget were discussed. The bill passed from the Advisory council could be cross checked by the *Maharaja* where he was an ultimate source of all prerogative power in the council.

Besides official and non_officials members of the state council, there were other important officials in the kingdom. High ranking officials in the *darbar* included Political officers, His Highness the *Maharaja's* Royal Advisor, *Dewan* (equivalent to the post of Prime Minister), Principal Administrative Officers etc.

- **Administrative Divisions**

Prior to 4th July, 1963, for the administrative convenience the kingdom was divided into estates and then further into blocks. By 1936-37, 104 estates and 13 privately owned estates was there which were under the control of the state manager directly under the domain of *darbar*. On behalf of *darbar* local representative such as *Mondals* looked after these estates in the local village level and exercised magisterial authority over these assigned *ellakhas*. The revenues in the estates like in monastic establishments went on increasing in areas such as Pemayangtse, Ralong, Phensang, Phodong and Rumtek. The big estates were under the land lordships of the *Kazis*,

²⁷ Administration Report of Sikkim state for 1932-33.

Thikadaris numbering six Bhutias, eight Lepchas, thirteen Nepalese and one domiciled plainsmen.²⁸

While looking into the functions of the *darbar* administrative apparatus, Sir Tashi Namgyal was assisted by his trusted subordinate officials comprises as down below:

Rai Bahadur Tashi Dadul Densapa of Barmiok was a secretary to Sir Tashi Namgyal's administration and which he continued a legacy to serves during *Chogyal* P.T.Namgyal administration as an advisor that successfully negotiated with an important constitutional matter of the kingdoms. Tashi Dadul Densapa was of Barfungpa clan and his traditional customary title of *Athing-la* gave him greater influence over the affairs of state administration. Tashi Dadul was then succeeded by Tseten Tashi, a prominent Bhutia *Kazi* whom his father Palzor Tashi of Rhenock had already served as Sir Tashi assistant secretary and married to Lhan-zin-la, a king's half_sister.²⁹ These two prominent Barmiok and Rhenock *Kazis* carried on the tradition of a matrimonial alliance with the Tibetan nobility and they later adopted Bhutias ways of living in the ruling house of the Namgyal Dynasty. They then began to occupy an important position in the *darbar* administration and functions on behalf of the *Maharaja* in the latter's absence or on their visits to Tibet.

The lowest unit of administration was at village level. Village headman looked after all the welfare and maintained law and order in the village. The headmen of the village occupied their position on the basis of hereditary clanship. The headman administrative functions vary in accordance to the different village unit in which

²⁸ Sunita Kharel & Jigme Wangchuk Bhutia, "*Gazetteer of Sikkim*", Home Department, Government of Sikkim, Gangtok, 2013, P.262

²⁹ Sunanda K.Datta-Ray, "*Smash and Grab: Annexation of Sikkim*", Tranquebar Press, Westland, Ltd, Chennai, 2013, P.21.

different communities reside and function based on their customary practices.

Sikkim also features a unique system of the village administration known as *Dzumsa* system in the northern areas of the Kingdoms. In the *Dzumsa* system the administration is based on the traditional model of the customary law prevalent since many generations. This system is prevalent even now in the Lachen and Lachung valley of the North Sikkim. The system was somewhat similar to the Langs-gemeinde system of the Swiss cantons. In the *Dzumsa* territorial jurisdiction the head of the village administration was known by the title '*Pipons*'. *Pipons* remain in office for the term of one year and can also be re-elected for the post of another years. The *Pipon* was exclusively under the control of the *darbar* estate manager. *Pipons* frame the draft of the village developmental programmed and he is the source of the ultimate authority in his jurisdiction. Only the serious criminal offences can be transferred to the *darbar* court. *Pipons* are assisted by the *Gyapons* and the body of elderly members known as '*Gyen-Mee*'. Ironically, women cannot hold a post of the *Pipons* or till date no woman has occupied such a position. However, women can take part in important decisions making policies. Before the introduction of the Panchayati Raj institutions, and then apart from *Pipons*, the village unit of administration in Sikkim was managed by the *darbar* nominees *Mandals* and *Tassas*.

Other important aspects of the Sikkim administrative divisions as per the administrative report of Sikkim 1918-19 is the existence of the urban municipal corporation. In fact the term 'Municipal' first appeared in the Administration report of Sikkim 1920-21, with regards to upkeep and beautification of the five *bazaars* namely, Gangtok, Pakyong, Rangpo, Singtam and Rongli which was under the watch of the state engineer. An important official like Bazaars Inspectors was there to

supervise and looked after the management of the urban town areas. Sikkim was still under the protectorate state of British India and was indirectly the natural ally of the allied forces during the world wars. The events of these two World Wars had adversely impacted the economy of Sikkim which can be witnessed with the rise of heavy inflation rate in the country. Consequently, a committee was formed at Gangtok with subcommittee at Rangpo, Pakyong, Singtam, Soreng and Naya Bazaar where they decided to strictly regulate and checks the rate of the market prices on a weekly basis.

- **Sources of Revenue**

Tax on land was an important source of state revenue. Before 1947, these taxes were collected by the landlords at an unprecedented rate. If they failed to pay the taxes on time, consequences like confiscation of land in lieu of tax or free services to the landlords were prevalent. However, all these practices were prohibited during the *Maharaja* Tashi Namgyal tenure. State controlled revenue derived from the leased out land and household's taxes collected from the administrative units were other major source of revenue.

Sir Tashi Namgyal continued to retain British mode of land revenue policy and adopted various new economic reforms in the field of revenue collection. Revenue was also generated via the lessee system through the mode of agricultural production. But due to exploitative character of the lessee system, *Maharaja* Tashi Namgyal abolished the lessee system in 1950.

Other than tax on land, revenue was also collected from income and sales tax, excise,

bazaars, forests, and the tax collected from the state transport department etc. Sikkim Nationalized Transport (SNT), which was established during Sir Tashi Namgyal's tenure, was the single largest source of revenue collection.

Prior to 1918, the administrative responsibility of the kingdoms was in the hands of the British Political officers who were assisted by members from the council of Ministers. Meanwhile, the *Maharaja* of Sikkim had no real administrative authority to administer his kingdoms. Finally, the transfer of the Sikkim administrative authority took place on 5th April 1918. Since then, with due blessings from the British administration Sir Tashi Namgyal's was restored with full internal administrative authority. Sir Tashi Namgyal took keen interests in reforming Sikkim administration and introduced various socio-economic reforms. In 1917, *Maharaja* Tashi Namgyal introduced revenue and judicial stamps by putting an end to old feudal practices of indirect taxation system. According to the Gazetteer of Sikkim (2013), the stamps that were being introduced during Tashi Namgyal's reign was in denominations of five rupees, one rupee, eight *annas*, and one *annas*.

After 1918, Sir Tashi Namgyal administration initiated a departmental system for effective functioning and the implementation of the government policies. Tashi Namgyal's administration reorganized the administrative jurisdiction of Police, Jail and the court that came directly under the secretary of the judicial department. Royal tasks were delegated to the prince to discharge their various royal duties diligently. *Maharaja* Tashi Namgyal appointed his heir Prince Palden Thondup Namgyal to the post of judicial secretary in the year 1918. The state Secretariat was established in January 1922, and then effective administrative departmental system started soon

afterwards. New Departments were started and all were shifted to the newly established, 'Secretariat building'. Sir Tashi Namgyal's administration in the initial period was headed by the three main state departments headed under the charges of the state Secretaries via:-

- I. General Department**
- II. Financial Department**
- III. Judicial Department**

There were various subordinate departments under these three main departments which undertook various administrative tasks. The departments were assigned to look after several administrative subjects that were included under the state General Departments. The state General Departments looked after the following administrative jurisdiction that fell within the General branch:-

- 1. Land Revenue and Taxes**
- 2. Forests**
- 3. Agriculture & Industries**
- 4. Mines and Minerals**
- 5. Excise**
- 6. Roads**
- 7. Government Bungalows**

Finance departments also looked after the departments such as:

- 1. Rent Roll**
- 2. Budget**
- 3. Public Expenditure**
- 4. Banking and Investment**

5. Pay and Salaries etc.

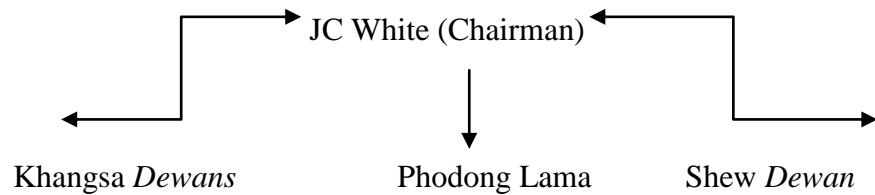
Judicial departments also looked after the departments such as:

- 1. Law & Justice**
- 2. Police**
- 3. Jail**
- 4. Education**
- 5. Ecclesiastical**
- 6. Medical**
- 7. Guns Licenses.**

These three main state secretaries lead the administrative responsibility of Sir Tashi Namgyal's administrative functions.

Recommendations and government related works were carefully observed and passed at the Secretariat level. The decision of the *Maharaja* was final and was issued mainly in the form of official *darbar* letter and in the form of proceedings orders etc., from the concerned state officials.

In order to create a new administrative structure in the Himalayan kingdom, British India government initiated a Sikkim state council in order to aid and advise the ruler. Through this council British government started to revise a new form of administrative machinery in order to suit their administrative governance. Meanwhile, they also begin to introduce a new form of taxation system and other important administrative welfare measures. This colonial initiative helped in changing the face of the new developmental structure in the Himalayan kingdom. John Claude White first created a state council during the reign of the then *Maharaja* Thutob Namgyal. The first state council consisted of the members.



Gradually the member of the state council begins to be enlarged and was mainly occupied by the ruling aristocratic class. Interestingly under the British administration state council saw members coming from the Nepali *Thikadaris*. This state council also had a unique tradition of members coming from the *Sangha* community. The following figures showed members of the State council of Sikkim (1925-1934).

Sikkim State council (1925-26)

Non official Member's



1. Yangthang Kazi
2. Tang Lama
3. Rai Sahib Lobzang Chhoden
4. Babu Ratna bahadur Pradhan
5. Babu Balkrishna Pradhan

Official Members



- Mr. Rup Narain B.A. LLB
- Mr.Pestonji Jamasji
- Rhenock Kazi

6. Rai Saheb Hari Prasad MA., BL.³⁰

Sikkim State Council 1926-27

- | | |
|--------------------------------|-------------------------|
| 1. Tasang Lama | |
| 2. Rai Bahadur Lobsang Chhoden | Mr. Rup Narain, BA.,LLB |
| 3. Babu Ratnabahadur Pradhan | Rai Sahib Rhenock Kazi |

³⁰ Jigme N.Kazi, "*Sikkim for Sikkimese Distinct Identity Within the Union*", Hill Media Publications, Gangtok, 2009. p.26

- | | |
|--|--------------|
| 4. Babu Balkrishna Pradhan | Sonam Dadul; |
| 5. Rai Sahib Hari Prasad Pradhan, MA, BL | |

Sikkim state council 1927-28

- | | |
|--|------------------------|
| 1. Tasang Lama | Mr Rup Narain, BA.,LLB |
| 2. Rai Bahadur Lobzang Chhoden | Rai Sahib Rhenock Kazi |
| 3. Rai Sahib Ratnabahdur Pradhan | Sonam Dadul |
| 4. Babu Balkrishna Pradhan | |
| 5. Rai Sahib Hari Prasad Pradhan BA.,LLB | |
| 6. Tashi Dadul Kazi | |

Sikkim state council 1932-34

- | | |
|---|--|
| 1. Rai Bahadur Lobzang Chhoden (Lingmo Estate) | 1. Mr Rup Narain,
BA.,LLB Chief Judge |
| 2. Tasang Lama (Pemayangtse Monastery) | 2. Mr. CE. Dudley
BA (General Secretary) |
| 3. Rai Sahib Ratnabahdur Pradhan (Rhenock Estate) | 3. Rai Sahib Kazi Sonam
Dadul (Private Manager) |
| 4. Babu Balkrishna Pradhan (Namthang Estate) | |
| 5. Rai Sahib Hari Prasad Pradhan (Rateypani & Shumbuk Estate) | |
| 6. Tashi Dadul Kazi (Barmiok Estate) ³¹ . | |

Gradually, Sir Tashi Namgyal's administration witnessed a phase of democratic ideals and movement which ultimately led to the formation of many new administrative changes and new constitutional reforms. Later the state council and its executive councilors were elected via popular vote and began to take part in the important policy making in the kingdoms internal affairs.

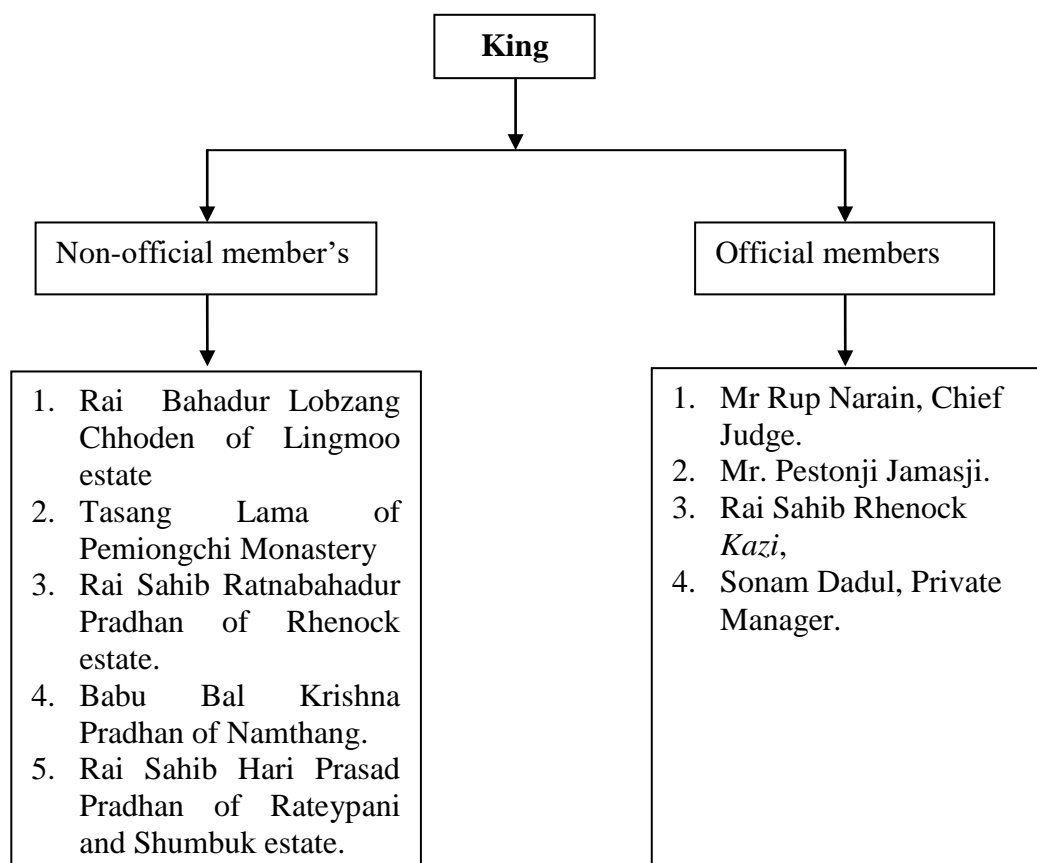
Maharaja Tashi Namgyal retained the modern form of British administration. He was restored with the full internal administrative autonomy after 1918 from the British India. After that Sir Tashi Namgyal's administration reformed the existing

³¹ Ibid, p.27

administrative system into modern lines with support from British India. Measures were undertaken to improve the growth of economic wealth by initiating several socio-economic reforms which greatly contributed towards a process of decentralization in the structure of his governance.

He initiated a move to decentralize the administrative structure with the introduction of several departmental systems with the focus to create progress in the field of social and economic welfare measures. He restructured the existing Sikkim state council by expanding a council member's seat from 7 to 9 belonging from different caste and creed. All these nominated members qualified on the basis of their sound knowledge and their vast experience and helped in the functioning of the affairs of state.

Members of the Sikkim state council were drawn from both official and non-official members who became a part of the council. The figures below denote a list of councilors of the Sikkim state council:-



The inclusion of both official and non official members in the state council was to achieve a bridge of communication between *darbar* and the Councilors elected by the people.

The intention of the British to modernize the traditional Namgyal administrative set up through the creation of a Sikkim state council was however an illusion to trick the helpless Himalayan Buddhist ruler against the mighty British *Raj*. Despite state council, important decisions were neglected by the political officers who acted on their own discretion based on their colonial interests. State council was merely a consultative body with no administrative responsibility at the central level. Members of the colonial state council arose from amongst the influential social status that assisted in the administration of the British *Raj*. Those members were basically from the *Kazis* and the *Thikadaris* classes who held an important grip in the administrative affairs of the kingdom. The state council continued to remain as an advisory body for the sake of British administration rather than Sikkim. However, *Maharaja* Tashi Namgyal initiated a process of the decentralization of the administrative autonomy by appointing three secretaries and the *Chogyal's* personal secretary as councilors, with the help from the state secretariat. Although, Sir Tashi Namgyal assumed his office in c.1914; he was not able to make any reforms or changes in his administrative set up and in the state council until the restoration of full administrative power by the political officers. Earlier both the political officers and the *Chogyal* jointly presided over the sessions of the state council. However, after 1918, the officials did not take part in the council proceeding but only in rare and unusual conditions they participated the council sessions.

Likewise in the year 1918, Sikkim witnessed a major reformation in the field of administration. The integration of the country's administrative development was assigned under the charges of the three main secretaries. *Chogyal* appointed three main Secretaries in his administration to look after the affairs of his kingdom governance. The appointment of the Secretaries was done in line with the modern British India Government set up. Each of these Secretaries held the responsibilities over several other departments under their respective administrative domain. The kingdom's subordinate departmental system was now under the purview of the state Secretary head. And with the restoration of kingdom internal administrative autonomy, Sir Tashi Namgyal's administration began to work on the process of decentralization of his governance with effect from 1st August, 1918 into the following corresponding departmental branches:

1. Judicial Branch to the Judicial Secretary, Sikkim state.
2. Forests, Miscellaneous, Record branches to the Assistant of His Highness
3. Financial Branch to the Financial Secretary, Sikkim state³².

With effect from 1st August 1918, several departmental systems came into existence under the supervision of the three main secretaries. Besides, the Sikkim state Engineer acted as a secretary in the Public Works Department. By that time there was no post of Principal Administrative Officer or the Chief Secretary as such to lead the country's administration. The country's administration was laid down on the basis of several administrative departments under the charge of appointed Head of Departments (HODs). The secretary was appointed to lead the country's administration as per the discretion of the *darbar*. The secretaries holding the

³² File No.1, Serial No.8, "Creation of Secretariat Sikkim State Reorganisation of Ministerial Establishment", Financial Department, 1918/19, State Archive.

important technical administrative departments were General Secretary, Financial Secretary, Judicial Secretary and State Engineer. Gradually with the passage of time, a number of secretaries were appointed to head over several new departments. From the initial three main secretaries a number went up to five by 1940s. Most of these secretarial posts were occupied by the elite Buddhists aristocratic class 'having background on religion and liberal education'. However, the above statement proved wrong since those secretarial posts were also occupied by the elite Hindu class and from within the Indian subjects. Subsequently, the above aforesaid mentioned posts were gradually occupied by the candidate having requisite educational qualifications. But there were no any such competitive examinations conducted by the *darbar* to occupy these elite prestigious posts.

The divisions of various administrative departments categorized under three main secretaries are as follows:

General Secretary dealt with:-

1. Police.
2. Arms and Ammunition.
3. Land Administration.
4. Registrar.
5. Co-operative credit societies (except accounts).
6. Forests.
7. Political i.e., Chamber of Princes.
8. Miscellaneous (Covering external dealings such as Post Telegraph and Miscellaneous. Government of India Communication.
9. Stationary.

Judicial Secretary looked after the Departments such as:-

1. Education.
2. Medical including sanitation etc.
3. Ecclesiastical.
4. Jails.
5. Printing Press.
6. Income Tax.
7. Excise.
8. *Bazaars*.
9. Stamps.
10. Veterinary.
11. Census.
12. Miscellaneous (Internal dealing such as Transportation).

The Financial Secretary headed the following state departments such as:-

1. Budgets.
2. Accounts.
3. Audit.
4. Leave, Salaries, Travelling Allowance etc. Of all the employee of the state.

Beyond the administrative control of the above mentioned three main secretaries, the *darbar* also approved the creation of the post of Home Secretary in order to look after several general departments. Along with it, there was independent functioning of the separate forests service and a private secretariat for the *Chogyal*. His Highness' personal Assistants post was created and this post was to advise the *Chogyal*. Later on, due to indifference with regards to interests between the political officers, *Chogyal* abolished these posts within the year in 1927. The personal assistant to the *Maharaja* was of non-Sikkimese origin and was a member of the British Indian Foreign office and bore a closer link with the ruler. With the withdrawal of these

posts, therefore a candidate of Sikkimese origin was appointed as a personal secretary to His Highness and was given a charge of the head of the *Maharaja's* Private Secretariat. The *darbar* also appointed Asung Kazi and Babu Lhendup as an Assistant to His Highness the Maharaja of Sikkim on 15th of August 1918, through a letter which was sent by Rai Sahib Lobzang Chhoden, a Private Secretary to His Highness, Financial Departments³³.

However, post Indian independence, the *Chogyal's* administrative authority was delicately limited. The kingdom's administrative functions had to be delegated over to the executive powers to the *Dewan*. Since then, the *Chogyal's* control over the administration as the sole authority was curtailed and then the *Dewan* came to occupy an independent control over the kingdom's administrative affairs.

Administrative Functions of General Secretary:

After reorganization of the Ministerial Establishment, the following branches within the supervision of the General Secretary were formed. These branches comprised of departments such as-

1. Agriculture & Industries
2. Land Revenue
3. External Relations
4. Stationary.

Initially the General branch of the administrative departments was under the charge of office Superintendents. Their monthly allowances were drawn at Rs. 190/-. Consequently, upon the transfer of Mr. K.P. Dewar from the Sikkim state, *darbar* administration proposed to redistribute the departments of his Assistants as General, Miscellaneous, and Records were then passed towards the Secretary to His

³³ File No.1 of 1918/19, Serial No.8, and creation of Secretariat Sikkim, State Archive.

Highness³⁴.

The administrative reorganization of 1942-43³⁵ saw the departments such as Jails, Medical and Transport that fell under the domain of Judicial Secretary being transferred to the state General Secretary. This was initiated after the posts of Judicial Secretary got abolished. Besides, the State General secretary also took active part in initiating several other developmental projects. The General Secretary also acted as an Ex-officio Secretary of the Gangtok Development Committee. Whereby all important decisions pertaining to town planning and new developmental projects for the public welfares were discuss under his watch. The Departments that were under the direct supervision of the Generals Secretary are discussed in details as follows:

- **Department of Police:**

History of Sikkim police establishment dated backed to 1861 with the signing of the famous Treaty of Tumlong which made Sikkim a protectorate Buddhists kingdom under the influence of mighty British Empire. The immediate challenge after J.C White assumed his political office was to resolve amicable solutions with regards to territorial dispute with Tibet. Keeping in view resolving any sort of eventuality in near future J.C White ordered to establish a police outpost in the important trading passes near Sikkim-Tibet border in locations such as Kalimpong, Rhenock, Jelep-la, and Lhasa route. This ultimately led to the establishment of modern form of Police force on 27th Nov, 1897 with the inauguration of police outposts at Aritar near Rhenock with a team of One Head Constable and Five Constable. With these outposts then

³⁴Sikkim State, “*Office of His Highness the Maharaja of Sikkim*”, Financial Branch, 7th March, 1919, State Archive

³⁵ File No.11, Serial No.10, “*Regarding, Abolition of the Post of Judicial Secretary and Redistribution of the work to other departments*”, Sikkim State, Judicial Departments, 11-10-1942-43, State Archive.

regular establishment of the police force came into force in Sikkim.

During the reign of the then incumbent *Maharaja* Sir Tashi Namgyal, the Police Department directly was brought under his control from 1st April, 1916. Earlier the Police establishment was under the jurisdiction of the British Political officers. The police department was headed by the then judicial secretary under his administrative authority. Gradually, police department was handed over to the general secretary replacing judicial secretary and he began to lead other departments such as jail and Sikkim chief court by the later parts of 1930s.³⁶ Jail departments however remained under the purview of the judicial secretary. State Administrative report of 1922, signifies demarcation of the Gangtok jail boundary. Most of the verdict before sentencing culprits to the jail terms was carried forward from the landlord's feudal court. Some verdicts would transfer to the highest appeal in the kingdom's *darbar* court in order to get pardon on the basis of merit cases. Similarly, the pardon verdict was also to get due approval from the political office. The Landlords played an important role to maintain law and order in his *ellakhas*. He acted similar to police force functions and this magisterial power of the landlords got abolished in the year 1921. Since then, the strength of regular police force came into being from 39 to 68 regular police personnel with effect from 1st May, 1921.³⁷

As stated, under Political officer Sir Charles Bell the Police department was transferred directly under His Highness's Jurisdiction.³⁸ By 1st of April, 1918, Police outpost under Rhenock divisions had six police outposts, Rangpo had three and under

³⁶ Sunita Kharel & Jigme Wangchuk Bhutia, op, cit, p.305.

³⁷ Ibid, p.305

³⁸ File No.28, Serial No.1 (VII), "Transfer of control of Excise, Income Tax, Police etc, Department to HH", Sikkim Secretariat, General Department, 1916, State Archives.

Palace jurisdiction there were four outposts including two residency and nine jails with twenty seven prisoners serving active terms in the jail. Sub Inspectors followed by Havildars and Constables hold an important administrative post in the field of Police jurisdictional services. Police were recruited from within several ethnic communities including Lepchas, Bhutias and Nepalese. The establishment of the Sikkim police by 1st of April, 1916 was as follows:

Sl.No	Name of officials	Designation	Rate of Pay (INR)
1	Babu Lal Bahadur Pradhan	Sub Inspector (SI)	50
2	Ransur Rai	Havildars	25
3	Shampalang	-do-	25
4	Tularam Gurung	Naik	15
5	Jungalall Jimadar	-do-	15
6	Man Bahadur Newar	-do-	15

Source: Sikkim, Secretariat, General Department, 1916.

There was also case pertaining to certain police functions with regard to three Lepcha policeman. They were said to have been appointed to discharge police functions however, these policeman were away from discharging police code of conduct and duties. Consequently, by 13th of June, 1916, a letter was forwarded by C.A. Bell, Superintendent, Sikkim state to Sir Tashi Namgyal who asked to review their services. Based on the finding of review these three Lepcha police were dismissed from the police post and designated to other superintendent's orderlies.

Sikkimese nationals were also enlisted to take part on the British campaign against the axis powers during a course of the Second World War (1939-45). Based on Jigme N. Kazi's book³⁹ more than 6000 soldiers of Sikkim origin participated directly or

³⁹ Jigme N.Kazi, "*Sons of Sikkim- The rise and fall of the Namgyal Dynasty of Sikkim*", Hill Media Publications, Gangtok, co-published by: Notion Press 2020, Chennai, Tamil Nadu (India), Oct, 2020, p.1-516.

indirectly into the war. Sikkim soldiers were also rewarded with distinguished service medals including British highest gallantry medals such as the 'Victoria Cross' (VC), and 'Military Cross' (MC) and many more.

Sikkim police established two operational commands:-one at western command and another at eastern command. Under western command: Damthang Police station was established along with inauguration of outpost at Soreng, Patrol post at Dentam, Melli and Majhitar. At strategic locations patrol post was established in areas such as Sombaria Bazaar at Daramdin by 1937, whereas in the lesser sensitive strategic location, patrol post was removed such as at Melli near Indo-Sikkim border.

The eastern police command had two outposts: one at Rangpo and another at Rhenock. Three patrol posts in places such as Gnatong, Nathula and Chungthang also fell under eastern command. The officiating Police officer of the state armed forces was in charge of the eastern command. In 1930, the post of Assistant Sub inspector was created in order to assume the responsibility of various Police out and patrol posts⁴⁰. Sir Tashi Namgyal's administration reign with due assistance from the Government of India invested hugely on building Police infrastructure including housing complex and renovation of the old existing police and patrol posts by the late 1930s. By 1934, the post of Sub-Inspector of the Police force was created in order to ease the police administrative correspondence. Senior Sub-Inspector led the police administration. Indian Penal Code was incorporated in the country with an addition of sections 367, 370, 371 and 374 to maintain law and order in the year 1935. 'Indian Soldiers (Litigation), Act, 1925 (IV of 1925), was also approved in Sikkim from 20th December, 1940 onwards. An initiative to armed police personnel of Rhenock and

⁴⁰ Ibid, p.305

Gnatong Police with revolvers was also taken into consideration. Arms and ammunition with equipped rifles in Constable's shoulders at the police outposts of Gnatong was approved by the Durbar. This measure was done keeping in view the sensitive strategic locations. Gradually, Sikkim Police began the process of modernizing police posts including its infrastructure build up. Sikkim's "First Information Report" was introduced during Sir Tashi Namgyal's government on 7th August 1946. 'Case Diary System' also began to be enforced in Sikkim from 1948. Thereafter, after post Indian Independence Sikkim saw an unprecedented administrative reform in the field of Police reforms. A Sikkim police rule under the direction of *Maharaja* was formulated in March 1950. By 10th July, 1953, the Indian Penal Code was adopted into Sikkim judicial proceedings which was promulgated and granted due approval by the Honorable Court with section 303 and chapter 20 deleted.⁴¹

The Sino-Indo war of 1962, made Sikkim think about her security structure despite being strategically a protectorate country of India. This made young prince cum His Highness Principal Adviser Palden Thondup Namgyal to review the security system and made an appeal to form a Para Military Force within the country. During Prince Palden's visit to New Delhi he held extensive talks with the Ministry of External Affairs in November 1960 regarding Sikkim's national security. Prince Palden proposed to set up Sikkim's own militia who could also assist Indian Army serving in the Sino-Indo Border. The proposal put forward with regards to Sikkim's separate militia was done and they were to be supervised including training and command under Indian Army control. On the other hand, Sikkim police manned the law and

⁴¹ Ibid, p.306

order situation in the strategic check posts until 1960. Similarly, Sikkim also contributed a substantial proportion of the kingdom's youths in the recruitment of Indian Army Services.

The only existing 'Sikkim Guards' (SG), was raised into two battalions by 1961, as a result of the prince's visit to New Delhi. New recruitment in the Sikkim Palace Guard was enforced under the supervision of the Indian Army. Sikkim Guards officials were sent to get trained in the reputed Defence school in National Defence Academy, Khadavaksala, India and an even separate seat was reserved for the Sikkim citizens to be enrolled therein.



Fig: Sikkim Palace Guards, Gangtok
Photo Credits: Flickr.com



Fig: Sikkim Guards in front of Palace.
Photo credits: Sikkim Archives, Government of Sikkim.

- **Arms and Ammunition:**

The special permission had to be sought from Sikkim administration in order to bring back the arms into Sikkim soils. For that police department was entrusted to delegate, scrutinise and verify the special documents pass related to arms and ammunitions in Sikkim. In 1929, an applicant from Kalimpong Mr. C.H. Wangdi applied to bring his 315 bore rifle into Tibet. Hereby, upon his application the kingdom's police administration approved by giving permission to carry forward his rifle for the period of two months.⁴² Similarly, the state administration also gave permission to take his 7070 double barrel breech loading gun to Babu Buddhiman Kumai of Kalimpong during his trip towards Rhenock in Sikkim. After looking into this proposal for request in allowing the administration to carry gun during Sikkim visit, it is clear that in order to counter some hostile forces the need to carry rifle was good choice. Meanwhile, Police forces at that time were not very well organized in order to deal with any sort of misadventure. In order to defend themselves against some external threat along their trip it was necessary to seek permit as well as to procure safety for carrying guns with due permission from the state administration. For that Budhiman Kumai was given permission and valid permit to carry guns as a measure of self protection with due approval valid from the 18th to the 28th Feb, 1932.⁴³

During Sikkim's first Seven Year Plan which included economic development with due aid from India, provisions related to allocation of budgetary services in the field of purchase of arms and ammunitions was also finalized. An estimated allocation of Rs 5000/- was sanctioned for the purchase of arms and ammunitions. The list of

⁴² File No, Nil, Serial No.4, "*Reorganization of the Police force of Sikkim State*", General Department, Police, Sikkim State, 1-04-1949, 1948-49, State Archive.

⁴³ File No. 41, Serial No.8, "*Permission to Tarnish to Bring, Arms & Ammunitions into Sikkim*", Sikkim Police Department, Sikkim state Archives, 1928, p.10

purchase is as follows:-

1	12 Bore L.G Cartridges	300 Nos
2	12 Bore S.G Cartridges	300 Nos
3	12 Bore Cartridges	300 Nos
4	Gun Powder (Loose)	100 Lbs
5	M.L Caps	10,000 Nos

Source: File No.7, Serial No.5, 'Purchase of ammunitions', Government of Sikkim, Police Department, 1954-55.

For this an invitation to the concerned eligible citizens for the tender was also released.

- **Land Revenue Administration:**

The first major initiative with regards to land revenue reforms was taken during the pre-British era. It was a time when Sikkim was facing political turmoil with regards to state succession to the throne after the death of *Maharaja* Gyurmed Namgyal in 1733 A.D. This was the time when the Tibetan government deputed Rabden Sharba whose tasks was to act as regent till the appointment of next rulers Phuntsog Namgyal to the throne.⁴⁴ Rabden Sharba brought a series of reforms in the field of land revenue system in order to raise state revenue and to improve the state treasury several new taxes on trade was imposed even before the introduction of British taxation system. The Tibetan regent also initiated to collect data though in crude forms the first ever Sikkim census in Sikkim was undertaken during his tenure. Another milestone achievement was the convention of 'Mangsher Duma'. The convention lay down the rules and regulations pertaining to state, an institution which was duly approved by the head lama, state councilors and village headmen. It was during his short reign that the Sikkim Tibet geographical boundary was finally demarcated.

Generally, the elite class of the kingdoms including monks held an important status in

⁴⁴ Ibid, p.63

the Sikkimese society based on their pure Tibetan ancestry. On the other hand Lepchas who held a second position, next to ruling Bhutia class were incorporated into the revenue administration as provincial revenue functionaries and as hereditary village headmen. Besides, being appointed as village headmen, Lepcha local chief's tasks was to select the local children eligible to be recruited in the monastic establishment.⁴⁵

Sikkim did not have its own system of land taxes as levied by the *darbar* but they collected taxes on the basis of local chiefs who assessed the individual households of the peasants and paid in kind and provide free labor services in the house of local administrative function in case of nonpayment of taxes. Monastic and the local landed nobility could stake claims to the revenue that was not under the fold of *darbar*. The monastic establishment also received a large sum of donations from the public during holy festive seasons and through royal patronage. The revenue system of the Sikkim remained highly intact until British political officers assumed over the administration of Sikkim by the 1880s. The narration with regard to British took over control of Sikkim administration in 1889 was due to internal political disorder between monastic officials and the rulers as a consequence of rising British influence in the state political affairs. Sikkim already was facing an influx of Nepalese immigrants and large scale British political interference in the traditional Buddhist society was disliked by some sections of the elite class of Sikkimese society. This led to armed resurgence between the monastic officials and the ruling class. Then the subsequent Tibetan encroachment over Sikkim territories and China claimed over Sikkim as part of their territories, which led British to intervene in the administrative affairs of

⁴⁵ Richard English, "*Himalayan State Formation and the Impact of British Rule in the Nineteenth Century*", International Mountain Society, South Asian Institute, Columbia University, Vol.5, No.1, New York, February, 1985.

Sikkim by making it a consolidated protectorate kingdom by 1889.

The most important sources of revenue were derived directly or indirectly from the land. Since most of these landed estates were occupied by the *Kazis* and *Thikadars*. They were very powerful in the kingdoms as they owned huge landed property next only to ruling authority in terms of land holding. They exercised judicial and magisterial functions including several administrative responsibilities in the *darbar* affairs. In most of the state council seats were occupied by these rich landlords and they hugely influenced the state administration. The peasant had to suffer a lot under the landlord's oppressive policies but after Indian independence in 1947 certain reforms were brought about for the welfare of the oppressed classes. Next to *Kazis* was *Thikadars* of Nepalese origin who exercised certain other rights. The *Thikadars* accessed the state privileges including power to subdue the rights of *ryots* as per their wishes respectively. Landlords could raise the amounts of tariffs on the *ryots* but either of *Kazis* and *Thikadars* landlords did not pay any taxes to the *darbar*. Beside these landlords were rewarded for various sources of unearned commissions from the state. So, in this way, *ryots/peasants* were hugely exploited by the landlords and the administration seems to be deaf in checking corrupt malpractices of lower subordinate officials.

The measure of the land reforms had been demanded for the local populace. Since exploitation of the poor peasants has reached its zenith during his Highness's tenure. There was prevalence of slavery in the kingdoms, and slaves had to work without wages in the landlord's estate. Most of these estates owned by the landlords were indirectly controlled under the banner of absentee landlordism. Many of these landlords stayed away from their estates and left their authority in the hands of third party the peasants working under the landlord's estates had to encounter a torture of

ignorant and rapacious underlings who extracted as much as they can for their masters.⁴⁶ There was no one in the administration to check the misuse of the local landlord's absolute powers. Consequently after British transferred their administration control over to the India government after 1947, Sikkim witnessed a massive protest against the landlordism.

Apart from this landlordism system various other kinds of forced labor existed in the country. Peasants had to work in their landlord's farms without or with compensation. For instance '*Kalo Bari*' is one such instance of oppressive forced labor which was in existence in Sikkim and derived its name on the basis of consignment of packed load in the black tarpaulin. '*Kalo bari*' was hugely popular during World War II in which the *ryots* transported a huge quantity of loads over land to China via Tibet. Another form of forced labor was *Jharlangi* who were means to serve government official menial works and this was finally curtailed in 1945. By 1946 the landlords were made to give up any rights so as to claim the peasants for their services in the forms of conscripted labour forces. Following these, the *Kurwas* system of labor services was also abolished in 1947. Here the *Kazis* and *Thikadars* who supplied these labor forces from his estates obtained exorbitant rates of profits from their clients leaving the poor labors to pity shares.

Every inch of the kingdom's landed rights belonged to the ruler. The ruler was the sole theoretical owner of land who distributed the lands amongst his subjects. The lands under the ruler were then distributed and leased out to the influential *Kazis* and *Thikadars* who in turn paid a fixed sum of revenue to the kings. The landlord functioned as local police officers in their respective jurisdictional estates. They had power to arrest and imprison any person whose revenue payable turnover was below

⁴⁶ LB. Basnett, Op, cit, p.73.

Rs. 25. They also performed duties in administration of judicial justices. Matters related with civil and criminal's cases were disposed off under the landlord's courts. The landlords also kept half the amount of revenue they collected as a part of their commission for services. The economically lower strata of *ryots* had to suffered untold miseries in the hands of the local authority. A tenancy tenure system was there which was classified as '*Adhiya*' and '*Kutia*'. In this system, the revenue was collected directly from the peasants with the help of local appointee collectors. As stated the revenue of the kingdoms was met through 'contract farming system' with the term varying from 1 to 15 years.

Based on state revenue roll various landed jurisdictional territories were distributed among the *ellakhadars* who in turn collected a fixed sum of annual *khazana* at consolidated rates from the state assigned *ellakhas*. During, Sir Tashi Namgyal's administration the landed estates was leased out in 1925 for the period of 15 years. However, by the end of termination of leases period it was again extended for another term of 15 years. But ultimately, the practices of land leases system got scrapped by the early fifties. Revenue was collected on the basis of three revenue sub division's class of the lessee *ellakhas*. This included:

1. Leased out *ellakhas*.
2. *Ellakhas* under direct management
3. Monasteries.

Under class I revenue was called on an annual basis on account of household and land rent taxes on a fixed rate of amount. Areas under class II were directly under the management of the state *durbar*. 11 *ellakhas* were fell under this class which was under the control of the different state managers who credited their annual revenue collection directly into the state bank. Class III *ellakhas* were under the charges of

monastery of which there was seven *ellakhas*. They paid household tax annually on 28th of February of every year. However, in the establishment of monastic *ellakhas* land rents was absent. They utilized the collected amounts of revenue for the various religious purposes⁴⁷ and other monastic establishments. The *Dorjee Lopons* of the monasteries exercised apex authority over the judicial, administrative and police functions in the *ellakhas* that fell under the monastic jurisdiction. They were the local guardians of the land with specific power duly assigned by the ruling authority.

The record is also available regarding the registration of the house number and their respective owner for the purpose of house tax collection. But the amount of revenue collection was modest.

Law and Order: Before the establishment of the modern court in Sikkim there existed an *adda* system of judicial proceedings. The records of 1930 pointed out the existence of 51 *adda* judicial cum criminal courts either leased out to various leases or under the managers appointed by the state or the monasteries. The *ellakhas* which was leased out either to the monasteries or state appointed managers was the final court of original jurisdiction in the *ellakha*. As per A.C, Sinha's book, 'Politics of Sikkim: A Sociological study',⁴⁸ there existed 22 first class magisterial powers classes and 18 *ellakhadars* under class II, 10 with class III and 17 with IV class, making a total of 67 *ellakhas* court. Above all, the ruler was the ultimate source of authority in all the court proceedings and his administration ran through a specific departmental system. Private Secretary was responsible for the maintenance of law and order and other related affairs.

One of the major reforms that were introduced during Sir Tashi Namgyal's period

⁴⁷ Awadhesh Coomar Sinha "Politics of Sikkim. A Sociological Study", Thomson Press (India) Limited, New Delhi, 1975, p.24

⁴⁸ Ibid, p.24

was the enactment of Revenue Order No.1, of 1917. The potential outcome of the increase in the Nepalese immigrant's population and threat to ethnic indigenous population were matters of concerns before the ruling authority. The constant pressure on the rulers with regards to introduction of representative government and overwhelming Nepalese majority was the real cause of concerns for the rulers. The growing threat for ethnic ruling minority, Bhutia and Lepchas community with the influx of Nepalese led to the polarization in the state politics. The *darbar* had introduced several policies for the sake of ethnic minority Bhutia and Lepcha community as against the Nepalese. Prior to 1917 with the introduction of the Revenue order No.1, Sikkim administration was aware of the expanding forces of Nepalese immigrants and the provisions to curtail such rising influx was checked with the promulgation of an Act which was brought out on 2nd January, 1897. The 1897 act prohibited the land belonged to Bhutia and Lepcha community for sale or subletting to other communities other than themselves. Revenue order No of 1917 was the continuance of the 1897 promulgated act which was issued vide notification on May 17, 1917 to further safeguard the land which belonged to the ethnic two communities. This law of 1917 is still in practice in the Himalayan states of Sikkim. Based on the promulgation of this law no Nepalese can purchase Bhutia Lepcha lands unless the *Maharaja* granted a special permission for consideration. The order was issued to all *ellakhadars*, managers of *ellakhas* and the chief judicial courts. As per Suresh Kumar Gurung's book, 'Sikkim Ethnicity and Political Dynamics: A Triadic Perspective',⁴⁹ the 1917 order was in the interests of the Bhutia Lepcha communities but Tibetans and Bhutanese until 1969 were not debarred from purchasing Bhutia Lepcha land in Sikkim. While on the other hand the old Nepalese settlers who had

⁴⁹ Suresh Kumar Gurung, "*Sikkim Ethnicity and Political Dynamics: A Triadic Perspective*", Kunal Books, New Delhi, 2011.

settled much earlier were denied such land rights.

The policy of land revenue collection was also discriminatory in character in certain areas. The Nepalese had to pay a little higher rate of amount as compared to the ethnic minority BL communities to the government. The policy was in force for several years until a quest of popular representative government were fueled by the agitated farmers since the days of the peasant's movement in 1949.⁵⁰ This system of land revenue policy was basically intended to restrict the shareholding of consolidated lands from the hands of Nepalese. Consequently, the Nepalese subjects had to pay double the rate of revenue even from dry field's lands. Despite the pro Bhutia Lepcha land policy, many poor peasants within the communities had to suffer a lot as their land holding could be easily transferred over to the bigger landlords. The poor Bhutia Lepcha peasants were also subjugated to exploitative policies of the *Kazis* and *Thikadars*. Many a times the peasants land could be confiscated and conscripted if they failed to deliver revenue on time to the collectors. Failing to pay, they were forced to work under systems such as '*Kuruwa*', '*Jharlangi*', and '*Kalo Bhari*' forms of conscripted labours. Though these systems of forced labour got abolished by 1937 and in 1947, but the *Kazis* and *Thikadars* continued to exploit peasants irrespective of either community.

The village level officials known as '*Mandols*' were responsible for local administrative affairs as well as revenue collection. The private estate of the *Maharaja* was under the category of the reserved lists as it was exclusively under the control of the *darbar*. No Nepalese were allowed to settle in the *ellakhas* which belonged to the king's private estates. Since most of the private estates were under the watch of the Buddhists monks who were assigned by the ruler with their additional

⁵⁰ Ibid, pp.162, 163

charges. Overall, the private secretary to the kings was the administrative head of the private estate affairs that looked after law and order, revenue collection and other state affairs. The ruler's private estate affairs under reserved category were prohibited for discussion in the state council session during the questions and answers hour. These private estates played a crucial role after 1953 state council elections. Since private estates falls within reserved lists and required candidate from Bhutia Lepcha community that needed first primary votes and then to go for general elections.⁵¹ The role played by the ecclesiastical secretary and the state private secretary made a point that the elections of 1953 was based on 'communal representation' rather than with democratic ideals and principles. The introduction of cash crops such as cardamom and apple signified a path of developmental activities in the estate that fell under reserved category.

The state administration report for the Sikkim state of 1931/31 showed total private *ellakhas* consisted of 15 estates, 5 *ellakhas* belonged to the big five monasteries of Sikkim, 21 *ellakhas* under the *Kazis*, 5 for Bhutia *Kazis* and 8 for Lepcha *Kazis*. 13 *ellakhas* were under Nepalese and 1 for a domiciled plainsman. There was total of 104 estates in the kingdoms. Out of these 15 were reserved *ellakhas* under the durbar and top five monastic estates would not be leased out on the basis of contract system. Within the 84 *ellakhas*, *Kazis* maintained 40 *ellakhas* and 16 went to Nepalese higher class *Thikadars*. Along with Lepchas, *lamaist* commoners of Lepcha and Bhutia hold eight and six *ellakhas* respectively. Remaining 11 *ellakhas* was leased on contract to the Nepalese and others plainsmen immigrants.⁵²

⁵¹ Ibid, p.46

⁵² Ibid, p.46

- **Registrar:**

The registrar's officials were responsible for keeping official records of the government. Since this system existed much earlier and it was only during Sir Tashi Namgyal's reign the registrar official records was made compulsorily with effect from 11th April, 1928. In case of unregistered records if held by the courts, a penalty was liable to those who sought ill records. More than fifty times then the existing registration fee was to be paid when penalized. Deed of Re 1/- on the market value was liable as a registration fee. The recorded registered files from 1927 to 1929 rose to 416. A registry office was opened for keeping official records.

Registration of Documents Based on Administrative Records.

Serial No.	Registration Office	No. of Documents	Value	Fees Realized
1	Sikkim Secretariat	147	34,487	396
2	Lingmo	6	2,236	24
3	Rhenock	34	14,425	156
4	Namthang	23	3,544	48
5	Sumbuk	13	1,349	19
6	Rongli	18	4,138	48
7	Bermiok	16	1,916	24
8	Namchi	14	3,832	42
9	Daramdin	25	4,566	54
10	Chidam	25	3,308	43
11	Chakung	82	14,744	186
12	Yangang	13	3,548	40
13	Wok	-	-	-
14	Yangthang	-	-	-

Source: Administration Report of Sikkim State for 1927/28 and 1928/29.

In order to perform the smooth functions of the registrar department, Sir Tashi Namgyal's administration appointed a Registrar officials with the head registry office based in capital complex under his administration. New rules were framed with regards to the registration of documents which was published in 1930. Various sub registration offices were inaugurated in the several significant town areas such as in

Rhenock, Rongli Namthang, Turuk, Sumbuk, Daramdin, Chakung, Yangthang, Barmiok, Yangang and Lingmoo. Under the state registration office four different kinds of rule books were issued such as:

1. Registrar of absolute transfers of property.
2. Registrar of other transfer of immovable property i.e., mortgage etc.
3. Registrar of decrees and orders of courts and awards of arbitrators.
4. General registrar

Further, as per the 1930 Sikkim state rules, registration of documents held that the Gangtok, head divisions of registration office was entitled with two more rule books itself.

- a) Registrar of deposits of wills and instruments adopting a son after death.
- b) Registrar of wills and instruments adopting a son after death.⁵³

The registrar section of the administrative department was also responsible for keeping a watch over the double payment of state bills. For that the introduction of revenue receipts forms was launched to kept records of the bills in the concerned registry office. The following forms were then forwarded to Sir Tashi Namgyal for his final approval:

- ✓ Salary of audit register
- ✓ Travelling allowance audit register
- ✓ Register of revenue refunded.⁵⁴

The initiative of the registration system would enable transparency in the concerned department. They would act to verify the records kept in the office and based on that they responded swiftly in case of any eventuality.

Finally, a power which was earlier enjoyed by certain landlords as sub registrar with

⁵³ Gazetteer of Sikkim, 2013, Ibid, p.264

⁵⁴ File No. 17, Serial No.14 “*Regarding Introduction of Forms i.e. Revenue Receipt Forms*”, Financial Department, 1920/21, State Archive.

regards to registration of documents was withdrawn vide Notification No.5186-085/G, by the order of His Highness from 2nd January 1948.

- **Co-operative Credit Societies (Except Accounts):**

In order to be self reliant in the field of agricultural sectors and to boost rural economy a Cooperative Credit Societies Act was passed in 1917 during Sir Tashi Namgyal's reign. This act was passed on the recommendation of Babu Gambhir Das Mukhia, Secretary of the Central Union Bank Ltd, Kalimpong who audited the accounts of these credit societies. Through this act the objectives were to facilitate credit loans to those wished for an entrepreneurial venture in the country. Before Sir Tashi Namgyal's administration, two cooperative societies existed in Sikkim: one at Gangtok and another at Rhenock. Therefore, the number of cooperative societies kept on rising from 1914 two to four in 1920. By 1918, Sikkim Cooperative Society Act was promulgated.⁵⁵ These societies acted as a catalyst for the major sources of revenue for the state administration. The cooperatives societies were the major provider of loans and the value of interests levied was very nominal.

The following table shows state cooperative societies which granted loans in between 1914 and 1920.

Serial No.	Year	Loans by the State in Rs.
1	1914-1915	6,038
2	1915-1916	5,616
3	1916-1917	3,599
4	1917-1918	4,800
5	1918-1919	3,500
6	1919-1920	4,000

Source: Administration Report for the Government of Sikkim between 1914 and 1920.

⁵⁵ Nirmalananda Sengupta, Op, cit, p.249

The Sikkim state cooperative society received a major milestone especially after post 1947 with the enactment of the 1955; Sikkim Cooperative Societies Act in par with the Indian Act. These acts got further repealed and replaced in 1978 with a new and comprehensive framed Sikkim Cooperative Societies Act.

The cooperation department was now a full-fledged department having its two main branches with the strength of 107 cadres

- i. Executive and
- ii. Audit.

The executive body's functioned in the matters related with registration of societies, monitoring and inspections. While on the other hand the audit branch functioned on the matters related with auditing of the government registered societies.

Post 1947, Sikkim saw major boost in the administration of cooperation movements. Measures to expand the cooperatives branches were designed and planned accordingly by the cooperation department and it appointed officials on deputation for the period of six months. Further, the Seven Year Economic Development Plan proposed the allocation of separated budget for the expansion of the cooperative movement in the country. The cooperation Inspectors on contract basis @ Rs150/- p/m and auditor on deputation for Rs. 250/- plus Rs. 3000 was sanctioned during the first plan. The department itself proposed a draft with the initial allowances of Pay of Rs. 500 p/m to Rs.300 p/m.

The cooperative society began to extend its service in the country and a new society was formed in the rural areas. At first the Growers Cooperative Societies was formed whereby these societies provided platforms to boost rural marketing options for growers such as oranges, cardamom and potatoes. The budget with a proposed loan of Rs.50, 000 was allocated to those societies on loans to explore their new venture.

To familiarize more about the cooperative movement a local person was sent for training to India with regards to cooperative sectors. Cooperative Inspectors and Sub Inspectors also known as supervisors were trained on these matters. Trainees sent for courses in India were provided with stipend of Rs. 70/- to Rs. 50/- respectively from the *darbar*. Audit training for the period of one year with an allowance of Rs. 70/p/m⁵⁶ was sponsored by the *darbar* administration to undergo training in India.

Beside, Industrials Cooperative Societies was also formed to venture out with new technical expertise in the country. Training in the field of local arts and craftsmanship was institutionalized in the local level technical institute. Cooperative department in collaboration with the government of India sponsored project revived the rural economy with the expansion of cooperative movement in the country.

- **Forests:**

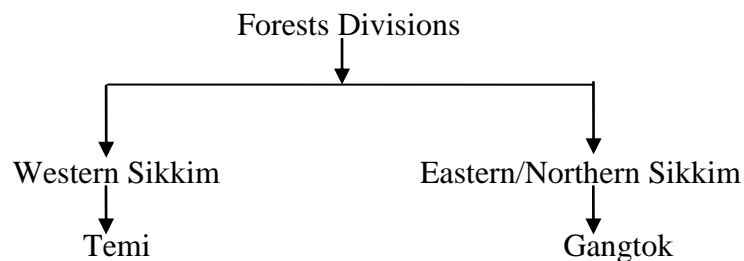
Sikkim, a landlocked Himalayan Buddhist kingdom had almost seventy percent of the total area landmass surrounded by dense forests cover. The significance of managing forest administration came top priority. In order to convert large tracts of forests lands into arable cultivable fields which was begun by the beginning of twentieth century with the settlements of Nepalese immigrants the responsibility of forests branch held an upper hand with regard to land lessee system under whose charge fell the looking after and the construction of forests roads including boundaries demarcation.

A complete full-fledged department of forests existed during His Highness *Chogyal* Sidekeong Tulku's reign, who introduced reserved forest under the *darbar's* domain. The department of forests was under His Highness Sir Tashi Namgyal's direct

⁵⁶ File No. 6, Serial No. 45, "Periodical Report from the State Public Works Department Regarding The Schemes in the Plan", Development Department, 1954.55, State Archive.

administrative control. This was done after creation of Sikkim secretariat reorganization of ministerial establishment 1918/19. Babu Harsha Lal Dikshit was appointed as Head clerks in the forests department on 10th August 1918. With approval from the state financial secretary Vishnu Dayal and Babu Lhendup was appointed as 7th Grade clerks on Rs. 15-1-20 in the forests department. During an initial period, Sir Tashi Namgyal's administration, the forests department was passed under the administrative charge of the forest manager for which K.P. *Dewan*⁵⁷ was given responsibility to look after the affairs of forests department.

The forest administration was responsible for protecting natural resources including draft for new policies and future actions plans. By 1950 the department of forests under Mr.K.C. Ray Choudhary, then Deputy Conservator of forest drafted plan for the study of systematic development of forestry in Sikkim. The first major economic development plan of Sikkim gave a major boost to the forests department with a financial grant of Rs. 22.58 lakhs. A re-organization of the forests department was initiated in order to tap Sikkim's rich available forests resources into a viable source of forests wealth. Before the first plan, Sikkim forests department was under the charge of forests manager. A conservator of forest under three fold forests divisions was created in order to administered the forests department systematically.



Source: J.C. Debnath, *Forestry and Agriculture*, p.177.

⁵⁷ File No. 10, Serial No.7, "*Appointment of State Councilors*", General Department, Sikkim State Secretariat, 1924, State Archive.

This threefold division of forest administration was kept under the jurisdiction of Divisional Forests Officers (DFO). The first Seven Year Plan gave Sikkim impetus to rapid pace towards development under the forests departments. This included soil conservation range keeping in view with the vulnerable catchment areas that it possessed. Soil conservation nurseries were established at Gangtok, Rhenock, Temi, Singtam and Soreng during the first plan. Under forest department, a life connectivity road was constructed over several miles including forests paths, forest quarters, godowns inspections huts. Besides, more than 24 Sikkimese trainees were sent to Forests service courses in Dehra Dun and Kurseong.

The forest department came under limelight when it was transferred directly to the Assistant of Sir Tashi Namgyal. This was enforced with an immediate effect from 1st August 1918.⁵⁸ In fact, forest department also covered other branches of the administrative jurisdiction including Education, Monasteries, Mines & Minerals department under their charge. Recruitment was also done to fill the different posts in the forest department. For that Babu Harshalal Dikshit was recruited to the post of head clerk in the forest department in the corresponding year. The proposal with regard to converting large tracts of forest lands into arable fields was initiated. For that a number of local landlords were given the responsibility to functions as local officials who initiated this task. Now the *durbar* had entrusted collection of revenue to those landlords who had an upper hand in dealing with the cultivators primarily. Revenue was obtained from the assigned landed property. The terms for renewal of the land revenue was assigned to the *durbar*.⁵⁹

Since ecclesiastical affairs which were placed under the judicial secretary was then

⁵⁸ Ibid, File No.1 of 1918/19, Financial Department.

⁵⁹ File No. Nil, “*Land Laws of Sikkim state*”, Office of H.H. the *Maharaja* of Sikkim, Forest Department, 1924, State Archive.

transferred over and placed under the private secretary to the *Maharaja* of Sikkim who held the portfolio to look after the affairs of the forests department as well:- from 1st February, 1940 all the assigned correspondence works related with forest branch was to be addressed through the private secretary to the *Maharaja* of Sikkim. Further, Sikkim's first Seven Year Economic Development Plan gave major fillip to up gradation of the forest department. Plan for the massive plantation drive was laid down with a proposed amount of Rs. 10,000/- for fencing and setting up of the nurseries during the development budget for 1955-56. A Forest inspection hut was also constructed in the areas such as in:-

1. Sombaria	Rs. 5000
2. Barang	Rs. 5000
3. Lachung Valley two	Rs. 5000 each
4. Dentam	Rs. 5000
5. Ravongla	Rs.5000

Besides a building were proposed for the construction including forest range quarters in several locations of the kingdoms.

In order to better facilitate the working efficiency in the forest department, the *durbar* proposed to send one student to the Forest Research Institute & College, Dehra Dun for three years including two students to the forest ranger course at the Indian Forest Rangers College at Dehra Dun for two years.⁶⁰ They all were deputed in the superior forest service's course in order to be better equipped and trained so as to administer the kingdom's forests affairs in an efficient manner in days to come.

Landlords were responsible for looking after the state forests resources in their

⁶⁰ File No.6, Serial No.45, "Periodical Report from State Public Works Department Regarding the Schemes in the Plan", Development, 1954/55, State Archive

ellakhas. The *ellakhadars* and managers acted as forest officials in their areas. Forests officers were recruited by 1927/28 which included four Range officers, four Block officers, five Forests Guards and *Chaprasis* responsible for forests administration. Big landlords and managers also had their own private *Chaprasis*.

However, after 1942 due to some administrative changes the department of forests went under the judicial secretary branch. The *ellakhadars* who performed the duties of subordinate forest officials held charge over reserved forest areas and maintained on their own expense on behalf of the *darbar*. They however, derived their portion of share from those forest resources in response to the maintenance of forest including revenue generated from the sale of timber as a returned part of royalty in the *Khasmahal* areas. *Ellakhadars* and managers also had the power to sell or attached movable properties of the defaulting villagers on the extent of *khazana* due from them.⁶¹ Major reforms with regards to advancement in the field of office works was initiated after a due approval for auction to purchase Typewriter Fools Cap “11” @ Rs. 725 each for the use of general department which covers forest branch office as authorized by the *darbar* administration. From the allotted contingency grants from state treasury following typewriter was proposed in the department of land revenue and forest department.

1. One portable Typewriter with the secretary serviceable.
2. One Underwood standard Typewriter with head clerks serviceable.
3. One old Underwood standard Typewriter with registration clerks
4. One old Underwood standard Typewriter with typists but requires occasional repairs.
5. One old Underwood Typewriter, unserviceable.
6. One old Underwood Typewriter with accounts clerks (Miscellaneous branch), forest department.

⁶¹ Nirmalananda Sengupta, Op, cit, p.223.

7. One Underwood noiseless Typewriter, serviceable, veterinary branch.
8. One portable Underwood Typewriter with the veterinary officer serviceable.⁶²

With the induction of these new machines in the government run offices a better and efficient transparent work culture was developed.

Based on the sanctioned expenditure for the state employee pay & allowance under the *Maharaja* of Sikkim, with effect from 1st April, 1948, the existing scale and sanctioned pay of the forest departments are summed in the following table.

Sl. No.	Name of Posts	Existing Scale	D.A	Scale sanctioned by HH with effect from 1 st April, 1948
1	Forest Manager Special Pay for Gardens Personal Pay for Various improvements	150-10-200 25/- 40/-	45	200-10-250
2	Forest Ranger -do-	120-10-150 60-5-120	45 20	125-5-150-10-200
3	Forest Deputy Ranger	50/-	20/-	
4	Foresters Plus 5/- each as	25-1-30 30-2-40	15-20	50-5/2-80

The amendments in the above revision of pay scale for the Sikkim state employees was done after Indian administrator assumed charge of Sikkim administration. J.S. Lall was designated as Indian *Dewan* who revised the existing scale for the Sikkim employee during his tenure. This got approved with duly sanction from Sir Tashi Namgyal. Since the *Dewan* was the head of the Sikkim administration that had a direct supervision over the kingdom's administration and in order to keep a good humour with the Sikkimese counterparts several administrative welfare reforms were initiated. Consequently, as a result of Indian directs access to Sikkim administration and their pro people reforms, a majority of Sikkimese had sympathy towards Indian

⁶² File No.9, Serial No.1, "*Purchase of Typewriter*", Sikkim state, General Department, 1947, State Archive.

run administration and wanted to have good dealing relations with New Delhi.

Based on the revision of state pay allowances of its employees, there was several welfare measures undertaken post Indian independence. The following table showed the revision of pay for state employees with effect from 1st April, 1948.⁶³

Sl. No	Name of Posts	Existing Scale	D.A	Scale sanctioned by HH with effect from 1 st April, 1948.	Remarks
1	Forest Manager	150-10-200	45		
2	Special Pay for Gardens	25/-			
3	Personal pay for Various Improvements	40/-			
4	Forest Ranger (1)	120-10-150	45	125-5-150-10-200F	
5	Forest Ranger (11)	60-5-120	20		
6	Forest Deputy Ranger	50	20		
7	Foresters Plus 5/- each as special pay for arduous nature of forester's works.	25-1-30	15-20	50-5/2-80	

Source: Sikkim State Archives, General Department, 1948

With the enforcement of revised scale of pay the initial pay was hereby fixed for the land revenue and forest department as follows with effect from 1st April, 1948.⁶⁴

Sl. No.	Name of Employees	Designation	Revised scale of pay	Initial pay to be drawn	Personal pay to be continued from 1.4.48
1	Sonam Tshering	Secretary L&F	300	300	
2	B. Karthak	General Secretary	2951		Mr Bak Singh Karthak has been placed in his old rank *50/- long service.
3	Tensung Tshering	Head Clerks	125-5-175	135	
4	KB. Bhansari	Accounts Clerks	50-5/2-90	85	
5	Pahalman Gurung	Record	50-5/2-90	80	

⁶³ File No. 6, Serial No.12, "Revision of Pay of State Employees", Sikkim State, General Department, 1948, State Archive.

⁶⁴ Order Issued by the *Dewan*, Sikkim State, J.S.Lall, ICS, dated. 31.8.49, stating within one month from the date of publication all discrepancies in payment was to be adjusted with the course of time.

		Keeper			
6	Tempo Tshering	Accounts Typists	50-5/2-90	55	
7	Tempo Lhendup	Acctq.Despt	50-5/2-90	50	
8	Dal Bahadur Dewab	Pd.Apptice	45	45	
9	Kazi Y. Wangchuk	RIWC	80-5/2-125	90	
10	Babu Randhoj Singh	Surveyor			

Source: Sikkim State Archives, Land Revenue & Forest Department, Dated 1st April, 1948.

- **Political i.e., Chamber of Princes etc:**

The Government of India Act of 1935 made Sikkim an associate member state of the British India Government. Consequently, upon this Sikkim was bound to follow the declaration which was made in May 1946 by the viceroy of India, Lord Wavell. A viceroy on behalf of the British crown declared that paramountcy over the princely states. Accordingly, the declaration added:

“Political arrangements between the states on the one side and the British crown and British India on the other will thus be brought to an end. The void will have to filled either by the states entering into a federal relationship with the succession government or governments in British India, or failing this, entering into particular political arrangements with it or them.”

However, after British left India on the eve of 1947, *Maharaja* Tashi Namgyal’s Principal Adviser cum prince *Chogyal* Palden Thendup Namgyal led a delegation to Delhi. The delegation discussed with the chamber of princes representing the several hundred of princely states to India and with the new formed government of India with regards to Sikkim’s stand. Sir Tashi Namgyal was also a member of the chamber of Indian princes as inducted during British regime. But during the declaration of Independence in 1947, the issue of Sikkim’s status *vis-à-vis* India was left with undecided. For which a series of meetings was conducted with New Delhi after January 1947. Finally, Sikkim succeeded in getting the recognition at the constituent

assembly with the special position for Sikkim which is why Sikkim escaped the web of the Indian 'Integration Policy' of Sardar Ballabh Bhai Patel.⁶⁵

- **Miscellaneous (Concerning External Dealings such as Posts Telegraph and Miscellaneous Government of India Communication etc): (Post & Telegraph Department)**

The early reference to the postal services in Sikkim can be traced back from 1888 onwards. The postal service in Sikkim since then was under the control of the British India government. For Sikkimese to access this postal system and postal facilities one had to seek British permission. This was because Sikkim did not have its own postage stamps to print. Only the British made postage stamps, which were available in the country. By 1919 apart from telegraph office, a post office site was also identified at Gangtok for its new branch. This post office was held under the directives of the government of Bengal who was entrusted with the tasks given under the Sikkim *darbar* under public works department.⁶⁶ For setting up of this new branch of post office, state engineer Babu Faqir Chand played a crucial role for site identification boundaries.

The primary focus of British towards Sikkim was to access a safe trading opportunity with the Tibetan counterparts to which Sikkim was the only exception for Sino Tibet relationship. Sikkim shared a closer political and cultural affinity with Tibet. Tibet on the other hand was forbidden to the rest of the western world. British took a stock of the situation to reach Tibet through Sikkim in order to facilitate their economic

⁶⁵ Aparna Bhattacharya, "*Prayer Wheel & Sceptre-Sikkim*", Nachiketa Publications Ltd, Reserve Copy, Bombay, 1992, p.76.

⁶⁶ 22/1. (XIX), "*Inclusion of Telegraph Office and New Post Office in the Residency area*", 1919.

activities. They began with Young Husband Expedition of 1905 to reach Tibet and for the first time they open the doors for the outside world through this mission. Through Tibet, British wanted to explore their possible trade options with the mighty Chinese empire which was in the bucket lists of British administration. Gradually with the development of agriculture, trade and industry, post & telegraph infrastructure witnessed a pace of extension in the country. Post and telegraph were not under the command of the *darbar* administration but it was under the control of British government of India.

Not much information is available with regards to postal services in Sikkim. There is dearth of information with regards to postal services in Sikkim despite the fact that its rich postal offices dated back to 1910 with the establishment of post office at Rhenock. This Rhenock post office was shown as postal address based on the catalogue of Chandra Nursery of Rhenock. The catalogue identified the postal services in Sikkim was in operation prior to 1910.⁶⁷ Then during Sir Tashi Namgyal's administration a post office was established at Rangpo in 1927. Due to close proximity with the Northern frontiers and its viable transhuman trade, the postal services in those locations which were established; bears a testimony of the rich Sikkim postal history which needs to be explored.

The demand for combined Gangtok telegraph office purely for political or militarily reasons were also requested to the foreign and political departments for their acceptance.⁶⁸ This proposal was forwarded to the superintendent of post offices, Darjeeling-Sikkim Tibet divisions. The Sikkim administration also did not find any

⁶⁷ Gazetteer of Sikkim, Op, cit, p.402

⁶⁸ Tashi Namgyal, "*Sikkim Development Plan*", Op, cit, 2005

objection with regards to conversion of combined posts and telegraph office into a single joined office. Initially the post and telegraph office operated only in the major areas as in Gangtok. Along with these, there were other three Sub post offices combined at Gangtok. Gradually, this sub posts office got expanded in other main town areas such as Rangpo, Rhenock, Kewzing, Chungthang, Singtam etc.

Sir Tashi Namgyal's administration during British era did accelerate the expansion of post and telegraph services. However, it was only after Indian aided Sikkim's first Seven Years Economic Development Plan, that a rapid progress was initiated in the development of post and telegraph communication across the country. Further by 1951, railways out agencies were set up at Rangpo and Gangtok due to an agreement between North east frontier railways in India and the post & telegraph department. Consequently, a postal mail was transited between Gangtok and Kalimpong under the aegis patronage of the government of India.

The post & telegraph services helped to boost the vital strategic significance for the troops stationed in the frontier areas. A proposal was set up for telegraph office at Gnathang which was materialized since it had a closer proximity with the Chinese border. By this time a number of sub posts office was already in services in other districts areas but the accessibility in service facility was not adequate. The plan to upgrade into telegraph and sub post office for Namchi which was the headquartered of the Western districts was decided. A decision to open up E.D post office at Lachen and Lachung was proposed. For the purpose of post masters, local teachers were to serve the functions and was liable for services allowances and perks from the post & telegraph department. Weekly services of Chungthang E.D. branch office was upgraded into a bi weekly service. Even in the remote corner of the country a proposal

to convert postal communication services was initiated. Gyalshing E.D office was proposed to be upgraded into a sub post office with a bi-weekly service. And E.D post office at Tashiding, Sinek was drafted during the first plan.

In order to better facilitate direct communication lines between Gangtok and Mangan, an extra departmental branch post office was authorized to be upgraded into a sub post office and telegraph office. Along with all other tri junctions of the kingdom's main routes a number of letter boxes was set up. During the first plan, letter boxes were set up at Chakung and Reshi since Chakung connected between Naya Bazaar and Sherwani. Similarly, Reshi fell on the mail routes on the way towards Gyalshing.

- **Stationary:**

The stationary branch of the state administrative divisions was under the general departments of the *darbar*. Stationary department generally looked after the printing and stamps related activities and other office related materials for the use of various administrative purposes.⁶⁹ Similarly, a letter sent by Charles Bell, Political officer of Sikkim to His Highness secretary dated 31st March, 1920; Gangtok⁷⁰ highlights the establishment of stationary department's role in procuring stationary items from the government of India for the use of internal administration. This letter mentions about the state political officer's responsibility in corresponding with the government departments with regards to stationary procurement as duly sanctioned under government of India and only to be conducted via political officer's office.

Meanwhile, Sikkim did not have its own stationary related technical expertise and

⁶⁹ Ibid, File No. Nil, Serial No. 69, 1920, p.17

⁷⁰ File No. 9, Serial No.73, No.2, "*Order P/O Regarding Correspondence with Government*", Stationary Department, Land Revenue, 1921, State Archive.

local plant set up. Thereby, Sikkim had to depend upon government of India for the stationary requirements which was under the administration of the stationary department under *darbar*.

Administrative Functions of Judicial Secretary:

With the culmination of Sikkim administrative set up and restoration of internal administration of the country, the judicial branch of the country's administration was headed by the Judicial Secretary. It was during the then political officers Sir Charles Bell that His Highness the *Maharaja* of Sikkim Sir Tashi Namgyal got departmental charges restored backed from the British Political authority. Departments such as Police, Jails, Judicial, Revenue Stamps, Excise, Income Tax was handed over to the His Highness political autonomy.⁷¹ During an initial period judicial branch comprised of the subjects such as H.H's Court, Chief Court, Police and Jails.⁷² A number of officials were then recruited under the country's judicial branch. Under the Sikkim Judicial branch, Prince Wangchuk Palden was appointed to the post of Judicial Secretary on 12th August 1918.

The proposal with regards to the appointment of lawyers in the judicial departments was put forward. In order to act as a lawful attorney Rai Saheb H.P. Pradhan, Master of Arts/ Bachelor of Law, son of late Ramkrishna Pradhan, resident of Darjeeling who had a large estate in Sikkim as landlords was proposed to depute as lawful attorney.⁷³

⁷¹ File No.28, Serial No.1 (VII), "*Transfer of control of Excise, Income Tax, Police etc, Departments to His Highness*", Sikkim Secretariat, General Departments, 1916, State Archive.

⁷² File No.1, Serial No.8, "*Creation of Secretariat Sikkim state Reorganization of Ministerial Establishment*", Financial Departments, 1918/19, State Archive.

⁷³ File Nil, "*Appointment of Lawyers in the Judicial Departments*", Judicial Departments, Sikkim State Archives, 1924.

Under the judicial branch of the Sikkim administration, the officials such as *Kazis* and *Thikadars* played a pivotal role with regards to judicial code of conduct. Based on the council meeting held at Residency, Gangtok on the 18th July 1906, *Kazis* and *Thikadars* were allocated with special provisions in matters related with exercising magisterial powers. The provisions with regards to judicial powers were further divided under four sub-divisional classes based on which these officials cast their powers. Each class was categorized under special cases to deal with as well as imposition powers to exercise in order to levy higher fees on certain level. Likewise, those *Kazis* and *Thikadars* who fell under Category I class could exercise cases related with civil and criminal matters and had the powers to imprison the culprits up to a term of one month. They could also levy a fine up to Rs. 100 based on the special provisions of the class I as laid down by the ruling authority. Similarly, the Category II class could exercise ordinary case related to civil and criminal matters. They could levy a fine up to Rs.50. whereas Class III category *Kazis* and *Thikadars* held a case up to certain level and can imposed a penalty up to Rs.25 only. Lastly, the IV Class category of *Kazis* and *Thikadars* judicial authority could impose a fine up to a Rs. 15 only.

Together the four categories of judicial classes were allocated to serve in their respective *ellakhas*. Larger the estates held by *kazis* and *Thikadars*, greater they could exercise special judicial order that fell within the category I class. On the other hand, lesser estates fell under the subordinate lesser category class. Based on archival sources⁷⁴ several lists of landlords of various classes were made available who could exercise their magisterial powers. They exercised their judicial authority over their

⁷⁴ File No.11, Serial No.12, “*Grant of Judicial Powers to landlords in Sikkim*”, Judicial Department, August 1932 to February 1949, 1934, State Archive.

ellakhas based on the assigned judicial power as laid down by the *durbar*.

Category of Class I Judicial Administrative Authority

Name of *Kazis/Thikadars*

1. Tassang Lama of Pemayangtse.
2. Rai Bahadur Lobzang Chhoden of Lingmoo & Neh.
3. Babu Balkrishna Pradhan of Namthang.
4. Rai Saheb Ratna Pradhan & Durga Shamsheer Pradhan of Rhenock.
5. Mr. T.N. Pulger of Daramdin.
6. Rai Saheb Sonam Dadul (Rhenock *Kazi*) of Chuzachen.
7. Babu Hiralal and Rai Saheb Hari Prasad Pradhan of Rateypani & Sumbuk
8. Karma Tashi Dadul of Barmiok.
9. The Managers, Chakung Esatate.
10. Phodong Lama of Phodong.

Class II State Judicial Administrative Authority.

1. Babu Kharga Bahadur & Punya Pradhan of Turuk.
2. Bidur *Kazi* of Kewzing.
3. Dallam *Kazi* of Daramdin.
4. Babu Ram Shanker Prashad of Khamdong.

Class III of State Judicial Administrative Authority.

1. Kartok Lama of Dikling.
2. Babu Sherbahadur Pradhan of Mamring.
3. Sonam Rinchen *Kazi* of Simon.
4. The Managers, Chota-Pathing Estate.
5. Sakyong *Kazi* of Sakyong.

Class IV Category of State Judicial Administrative Authority.

1. Reting *Kazi* of Pachey Estate.
2. Asang *Kazini* of Brang
3. Simik *Kazi* (Pendang *Kazi*) of Simik.
4. Dawa Thikadars of Bongteng.

5. Pempo Thikadars of Mangbru.
6. Changching Lama of Rayong.
7. Aphay Lepcha Thikadars of Gyaten.

Simultaneously, with regards to exercising judicial powers in the urban areas, the landlords falling within respective class of *ellakhas* had the right to exercise magisterial powers. However, before that the concerned *ellakhadars* were to seek permission from the *Durbar* whether to conduct judicial proceedings or not.

Similarly at the same time *ellakhadars* from far flung regions of the kingdom had to face huge hardships. This was because the *ellakhas* of their subjects had to travel towards Gangtok which was far away from their locality costing them a huge burden of debt to reach there. The landlords of this *ellakhas* also belonged to the category IV Class of judicial correspondence which means having less authority to govern in this remote village. Consequently, upon the judicial secretary of the Sikkim state Debi Prasad, a proposal was put forwards by Dentam *Thikadars* who had a four *ellakhas* under him viz., Dentam, Gerethang, Karmatar and Thikchiyangchi which was on leased. The *ellakhas* comprised of 160 *bustiwallas* where problems related to less judicial powers and travel expenses to reach towards capital was raised by the Dentam *Thikadars* for his consideration. To which judicial secretary considered his proposal to raise his magisterial powers in order to solve the extreme difficulty as being faced by his *bustiwallas*.⁷⁵

Gradually the post of Judicial Secretary got abolished and all other subjects falling within Judicial secretary designation was redistributed to other departments. It was

⁷⁵ File No.11, Serial No.12, “*Grants of Judicial Powers to Landlords in Sikkim*”, Judicial Department, 1934, State Archive

during tenure ship of country's financial secretary Babu Ram Bahadur Rai that this post got abolished. A new shift in the kingdom's administrative change from May 1942 had also affected as senior officer having being reverted backed to other lesser departmental charges.

The Judicial Secretary looked after the following departments such as:-

- **Department of Education:**

The early part of Sikkimese educational system was based on theology with monastic schools as the main centre of attraction. The curriculum was bases on Buddhist teachings since Sikkim owed closer allegiance with Tibet since the foundation of the early Buddhists kingdoms. Important centre of monastic schools was located at Tashiding, Pemayangtse, Sangha Choeling, Tolung Gumpa which imparted the Buddhist model of education. With the aid from Tibetan Government the monastic school was established in 1909 at Gangtok. Gradually with the passage of time and advent of British in Sikkim, a concept of modernity was instilled with the introduction of western education in Sikkim during the latter part of the nineteenth century. The royal *darbar* also took keen interest in the propagation of modern education. The British administration sponsored to educate the rulers in order to have the modern taste and consolidate their hegemonic superiority over the native rulers. The Sikkimese ruler was sent to get educated at renowned institutions such as Oxford University and other premier Public schools. This initiative helped British administration to have better control over the local administration based on their ambitious political agenda.

During the early years of Sir Tashi Namgyal's reign the department of education was under the branch of forest department. This forest department was transferred under

the supervision of the Assistant to His Highness based on 1918⁷⁶ redistribution of administrative correspondence. Later the administrative task of the education department was handed over to the charges of state judicial secretary. However, by 1942-43, the post of judicial secretary was abolished which was responsible for the administration of education department. During this period the administration was held by the financial secretary to look after the overall development of the education sectors.

The contribution from Christian missionaries particularly from the Scottish and Finnish missionaries which began their services from 1880s onwards was immense with regards to propagation of modern education in Sikkim. They established first primary school in Khamdong, Song and Mangan and gradually spread all across the country. Further the foundation of public schools in 1889 during *Maharaja* Thutob Namgyal's reign led to accelerate western thoughts which gave better stimulus to the growth of education in the tiny tribal Himalayan kingdom.

By the time Sir Tashi Namgyal assumed office, majority of schools in the country were run under the tutelage of Christian missionaries. Out of 25 primary schools in 1914, only three schools were maintained under state *darbar* and rest was led by the missionaries and other local landlords. By that time the country only possessed only two secondary schools. By 1920/21, a tally of state sponsored schools slightly improved as now *darbar* maintained 7 schools out of 20 schools and remaining under missionary's mission. Total number of enrolment ratio in this schools was still average as only 514 were in roll out of 20 run schools in the kingdoms. The state

⁷⁶ File No.1, Serial No.8, "*Creation of Secretariat Sikkim State Reorganisation of Ministerial Establishment*", Financial Department, 1918/19, State Archive

sponsored schools were as under:-

1. Bhutia Boarding schools
2. Nepali Boarding schools
3. One Girls schools for elite class
4. Village schools at Lachen
5. Village schools at Lachung
6. Enchey Monastery schools
7. Combined with Jail Department one Industry schools.

However, the teaching ratio in this state run school was not satisfactorily as there was only 15 teachers, out of these 10 teachers occupied the first three schools whereas the remaining five teachers belonged to the other four state run schools. The kingdoms also did not possess any privately run schools.

The Sikkim educational system got a major boost when Sir Tashi Namgyal reformed the existing education branch of the country. A separate education department was created under a 'Director of Education, Sikkim state'⁷⁷ in November 1920. The above department was to be assisted by a 'Board of Education, Sikkim state' which was composed of President led by Her Highness *Maharajkumari*, Rhenock Kazi as Vice President, including nine other executive members. This board was entrusted to supervise the overall educational institutions in the country and report backed to the board on the performance of the growth sectors. Hereby, the Namgyal administration had swift control over the board of educational instructions. Sadly, the curriculum pattern was based on Bengal board of education affiliated to Calcutta University which signified that an educational instruction in the country was still not well nourished. The subjects that were included in the part of their educational curriculum are as follows:

⁷⁷ J.C. Debnath, " *Economic History and Development of Sikkim* ", Abhijeet Publications, Delhi, 2009, p.250

- 1) English
- 2) Mathematics
- 3) Tibetan classics
- 4) Sanskrit
- 5) Nepali
- 6) Tibetan
- 7) History
- 8) Geography
- 9) Hygiene
- 10) Hindi.⁷⁸

Under the visionary leadership of His Highness Sir Tashi Namgyal the primary education was made free of cost from 1931/32. Despite the fact that infrastructural set up was not up to the mark though His Highness' administration made an effort to upgrade and raise the standard of quality education in the kingdoms. Similarly, secondary school was levied with modest fees in order to build the existing poor infrastructural set up. In 1925, under Sir Tashi Namgyal's remarkable vision a secondary school was established and was named after him as 'Sir Tashi Namgyal High Schools' at Gangtok which was done to recognize his contribution in the field of education. By 1931, these institutions were able to send the first batch of Sikkimese students to Bengal in order to appear for matriculation examinations. Later on, this institution turned into one of the premier educational hubs in the country and was known famously as 'Sir Tashi Namgyal Academy'. In order to better equip the overall performance and management of schools a committee was constituted by the following members:-

- | | |
|-------------------------|----------------|
| ✓ Rai Saheb F.C.Jali | President |
| ✓ Rai Saheb T.D.Densapa | Vice President |

⁷⁸ Report on the working of the Sir Tashi Namgyal High school Gangtok for the year 1931-32.

✓ Rai Saheb Rhenock Kazi	Members
✓ Dr.W.Hendricks	Members
✓ Rai Saheb Gyaltzen Kazi	Members
➤ Similarly, Kazi Jampal Dorjee	Guardian Representatives
➤ Kazi Passang Namgyal	Guardian Representatives
➤ Kazi B.B.Pradhan	Guardian Representatives
➤ Kazi B.K.Merdh	Guardian Representatives
➤ Kazi R.P.Alley	Teacher Representative
➤ C.E.Dudley	Headmaster & Secretary.

Sikkim by that time was still under the suzerainty of British Indian administration that controlled the greater share of kingdoms administrative apparatus. Thereby, English was the medium of instructions instead of instruction based on native local populace language. While considering a number of enrolment tallies by the end of April 1938, more than 283 boys were on rolls. These trends kept on rising as of April end of 1939, 293 boys were in active rolls.⁷⁹ On the basis of annual statistical statement (1939); of schools submitted by Scottish universities mission, Sikkim to the judicial secretary of the *Maharaja* of Sikkim for consideration of grant in aid from *darbar* showed the report of schools enrolment performance.

⁷⁹ File No.7, Serial No.3, “Annual administration report of schools in Sikkim for the year 1939-40”, Sikkim state, Judicial Department, 1939/40, State Archive.

No of children in average on the rolls		Average Attendance			
Sl. No	Schools	Boys	Girls	Boys	Girls
1	Rhenock	74.1	7.1	37.6	4.6
2	Dickling	52.4	17	35.4	13.6
3	Namthang	55.8	2.4	42.1	2.1
4	Phambong	35.4	11.7	33.3	10.1
5	Vok	24.5	4.4	19	3.2
6	Sakyong	28.7	2.0	21.5	2.0
7	Temi	19.5	1.7	14.9	1.0
8	Song	37	2.4	32	2.1
9	Dentam	31	4.0	17.6	2.1
10	Total	358.4	52.7	253.4	40.8

Source: Annual Administration Report of schools in Sikkim, 1939/40.

The above table shows that compared to female candidates males outnumbered in terms of schools enrolment performance. The average attendance of the schools was quite good. In order to further improve the enrolment of girls a woman teacher was recruited in the Dickling schools which could encouraged the local populace to send their girl child to schools. Women could learn to read and write and they could also get training in the field of vocational course such as sewing and needle works. Likewise, during the 1939 outbreak of Kala Azhar the enrolment tally of the children going school was severely affected. In Kumrek, Night schools were suspended due to this outbreak. Other aspects pertaining to poor performance of girl child enrolment ratio in school was lack of state sponsored grant in aid.

In order to bring more transparency in the education department His Highness administration appointed Mr. Arthur Foning as School Inspector on 21st December,

1945⁸⁰. It was during his tenure in office that commendable progress can be seen with regards to expansion of school educational system from 1945 onwards in the country. The trend in rise of number of schools can be witnessed with the addition of 40 more schools being inaugurated. Other major achievements in the growth of educational development in the country can be seen post 1947. The educational department was now entrusted upon to the people elected democratic leaders to hold the portfolio. Babu Kashi Raj Pradhan who was elected to the state council as Executive Councilors was given the post to hold the educational department portfolio in His Highness Royal Cabinet. Similarly, Rai Saheb Tashi Dadul Densapa assumed officer in charge of education department by 1950s. Within this duration a number of new schools rose from 40 in 1945 to 63 by 1950s. Then Sikkim's first Seven Year Economic Development Plan with financial aid from the Government of India gave an impetus to the all-round development of the schools in the country. Non Sikkimese Mr. S.R.Ghosh was the first to assume the office of Director of Sikkim education department in the year 1954. This first plan was proposed with an outlay of Rs.18 lakhs and Rs. 19.95 lakhs for the expenditure scheme such as opening new schools, including up gradation of primary and middle schools, administration, scholarship and hostel facilities were approved. This economic plan showed a fruitful outcome since the number of schools rose to 182 as compared to 88 in 1954⁸¹ by the beginning of initiation of this plan.

⁸⁰ Norden Tshering Bhutia, "Educational change in Sikkim", in Sonam Wangdi (eds) *Sikkim's Raj Bhawan*, Department of Information & Public Relations, Government of Sikkim, Gangtok, 2011, p.172.

⁸¹ Ibid, p.174

Growth of Schools in Sikkim 1954-61

Sl. No	Type of school	1954	1960-61
1	Lower primary	70	117
2	Upper primary	14	47
3	Middle	2	13
4	Junior High	-	1
5	High/Higher Secondary	2	4

Source: J.C. Debnath, Health Service and Education, p.252.

The first plan brought fruitful results under Sir Tashi Namgyal's command which saw advances in various other respects as well. The above mentioned table signifies a growth and development of education infrastructural in the country during His Highness' reign. Since a gradual development of school was in progress but there was deficit of well trained teachers; in order to fill this gap. The first plan which was started from 1954 onwards proposes for setting up of "Teaching Training Centre" at Temi in western Sikkim in 1954.⁸² The first batches of 100 teachers were sent to get trained in this institute which also included vernacular teachers who were trained to teach in their native language in primary schools. During this plan, a school inspector was proposed who would be in deputation from 1954-55. The post of Assistant school inspectors was proposed in 1957 that were to supervise the overall performance of the school institutions. The service of trained Inspectors was to be secured on contract on Rs. 500 p/m. Similarly, an experienced Head Master for teacher's training schools on contract would be given on the allowances of Rs.250 p/m.⁸³ Later on the basis of Royal Proclamation of *Maharaja* Tashi Namgyal, in March 1953, the education department was entrusted upon to the newly crafted state executive council members for designated portfolio for the administration of the department. After 1954, the initiation for the introduction of formal education was done into a more planned and

⁸² J.C Debnath, Op,cit, p.254

⁸³ Ibid., p.233

systematic manner.

Consequently, the traditional Sikkimese monastic Buddhists educational system also received overwhelming interests with utmost veneration from the royal *durbar*. In the year 1963, Sheda Nyingmapa College was established for the study of Nyingmapa Buddhists philosophy for the higher education under the patronage of the royal government. Enchey School was also established for the purpose of Buddhist doctrines. Later these institutions became one of the reputed government run schools that imparted formal educational curriculum at par with other government secondary schools in Sikkim. Further, the establishment of Namgyal Institute of Tibetology for the study of higher learning in the Mahayana Buddhists traditions boosted the traditional Sikkimese monastic institutions. And more significantly current recruits of trained teachers from India also helped in shaping the rise in literacy rate of Sikkim from 17.14% from 2.98% in 1931 as compared to 1917.⁸⁴

- **Medical Including Sanitation etc:**

Medical & sanitation department before the restoration of *Maharaja* Tashi Namgyal administrative powers in 1918 fell under the miscellaneous branch⁸⁵ of the state administration including subjects such as Excise, Stamps and Income Tax. Basically, there was no separate health department as such to functions autonomously. It was during Sir Tashi Namgyal's administration that medical department was passed under the exclusive control of the state administration. A letter dated 29th July 1918 from Major W. L. Campbell, CIE, and political officer to the assistant of His Highness hereby declared the transfer of medical department towards His Highness'

⁸⁴ Amal Datta, "*Sikkim Since Independence (A study of Impact of Education & Emerging Cass Structure)*", Mittal Publications, New Delhi, 1 991, p.36.

⁸⁵ File No. 1 of 1918/19, Op, cit

Jurisdiction. This included all the previous medical records controlled by the British political officers, which were now transferred over to the *darbar*⁸⁶ including vaccinations, sanitary staff and other state servants that fell under the health department. His Highness held the direct portfolio of the administrative divisions of the health department. Under him, major initiatives were undertaken to reforms and up build the basic health amenities that included building medical infrastructure in the country.

Since then, the conditions of health facilities were poor, so the *darbar* administration with due assistance from the Government of India proposed to build a new civil hospital at Gangtok, the state capital. The Hospital was geared up for inauguration. The British government wanted to recognize the greatness of Sikkim India relations and close bond that they cherished with the Namgyal rulers. A letter dated: 10th March 1927, Gangtok⁸⁷ from C.A. Bell to H.H the *Maharaja* of Sikkim Sir Tashi Namgyal reminds him of naming the new hospital in the memory of His Majesty the Great late Thutob Namgyal. His Highness approved the suggestion of C.A. Bell, and proposed to name the new hospital in memory of his late father Thutob Namgyal. Today, as it is known as “Sir Thutob Namgyal Memorial Hospital” (STNM).

The health department was placed under the administrative charge of superintendent, Sikkim state through the civil surgeon. The civil surgeon was entrusted to supervise the management of the state dispensaries including jail etc. Till 1918, there was only one or two dispensaries that was available in Sikkim i.e., dispensary at Chidam and one at state capital Gangtok. Apart from state sponsored public dispensary, there was

⁸⁶ File No. 16, Serial No.11, Collection 10, VI, “*Transfer of Medical Department under the Durbar*”, Sikkim State Office of the General Department, 1918, State Archive.

⁸⁷ File No.6, Serial No.4, “*Naming of the New Hospital at Gangtok in Memory of Late Sir Thutob Namgyal*”, Sikkim State, General Department, 1927, State Archive

also the existence of the Scottish universities mission dispensaries at Rhenock, Soreng, Dentam and Vok. These missionary dispensaries were not funded under state institutions though state could utilize the benefits of those dispensaries. *Durbar* under the health department also looked after the state vaccination, sanitation, prevention of epidemic diseases, state medical legal work, medical work in the Ringim valley and at Lachen and Lachung whereby they all were funded under the state institutions.

Durbar administration paid monthly allowances of Rs. 10 to the sub assistant surgeon in order to perform their services for the general public. The sub assistant surgeon was entrusted under the public works department dispensary at Rangpo to discharge their duties. The surgeon also had to perform touring duties in other nearby hospital at Singtam and Pakyong on a weekly basis to serve the needy patients. For this the state administration also granted monthly allowances of Rs. 20⁸⁸. Sub assistant surgeon also inspected the town areas such as Rangpo, Singtam and Pakyong for the government sanitary inspection. Apart from these duties, post mortem or medico-legal examinations were conducted and had the separate allowance from the administration which is not clear. Sub assistant surgeon performed their duties under the purview of the political officer's office. The kingdom's medical officers directly fell under the preview of the *durbar*, but the civil surgeon functioned independently having no transferable administrative authority from the *durbar*. Their duties were to supervise the country's dispensaries and the public works department dispensary at Rangpo to which after every six months inspections were also be undertaken.

During the initial period of time when the kingdoms lacked basic health amenities including shortage of medical expertise the greatest challenge that the *durbar* administration had to confront were the outbreak of epidemics such as the 1920 small

⁸⁸ Letter No. 1909-G, Gangtok, Dated: 24 July, 1918.

pox, chicken pox, relapsing fever and the mild forms of influenza including measles and dysentery. The outbreak of diseases became rampant in the small towns such as Rumtek, Song, Rhenock, Gangtok and Lachung. The greatest task that lay before the *darbar* administration was to tackle the outbreak and management of these diseases and control from the further spread. Despite poor medical relief supplies and other amenities facilities, the health department under the *darbar* did its best to contain the 1920⁸⁹ outbreak of the vector borne diseases.

Sl. No.	Diseases	Treated	Death
1	Small Pox	12	3
2	Relapsing Fever	82	35
3	Chicken Pox	2	-
4	Influenza	26	3
5	Measles	27	-
6	Dysentery	449	15
7	Total	598	56

Source: Annual Report of Miscellaneous Department for the Year 1920-21.

Darbar administration under medical and sanitation department with due aid from the government of India initiated a massive vaccine drive. More than 5939 citizens were vaccinated as against 4489 that were undertaken during the previous year's vaccine drive. Despite that, the plague took toll of 56 lives and more than 598 cases were detected and treated successfully varying the different categories of the diseases. Vaccine named lanoline vaccine Lymph was used throughout the year to contain the outbreak of the above stated diseases.

Medical and sanitation department was placed under the administrative charges of the judicial secretary until 1942. However, during the tenure of the judicial secretary Babu Ram Bahadur Rai, these posts got abolished with due effect from 12th May,

⁸⁹ File No. Nil, Serial No.69, "Annual Report of Miscellaneous Department for the Year 1920/21", Land Revenue, p.17, 1920, State Archive.

1942.⁹⁰ Babu Ram Bahadur after the abolition of the post of judicial secretary was reverted back to the post of teacher with an allowance of Rs. 150/-Per month. Since then medical and sanitation department was delegated under the general secretary's jurisdiction after the abolition of the post of judicial secretary. Kazi Dorjee Dahdul the head clerk of the former judicial department was now designated as the head clerk and delegated portfolios for the other miscellaneous departments including medical, agriculture, veterinary, jail etc., under the authority of general secretary and state forest managers.

- **Ecclesiastical Affairs:**

Buddhism was the predominant state religion of Sikkim since time immemorial. The 'Chogyal' title derived for the Sikkimese ruler itself devoted to the protectors of Buddhist faith in the Himalayan kingdom. The influence of Buddhists monks in the kingdom's administrative affairs was imminent. They acted as local revenue collectors in their *ellakhas*. The monasteries had a huge control over their private estates and held an important local administrative power including collection of the source of revenue. During the reign of Sidekeong Tulku the then tenth *Maharaja* of Sikkim, a French lady Alexandra David Neel visited Sikkim and observed that despite its ruler being Buddhists and society primarily being influence by the Buddhists ideals and doctrines, she noticed that monasteries in Sikkim were poor, monks were illiterate and had very little source of income with no rich benefactors.⁹¹

In order to protect, preserve and promote the age old rich Buddhists cultural heritage

⁹⁰ FileNo.11, Serial No.69, "Regarding Abolition of the Post of Judicial Secretary and Redistribution of the Work to other Department-Judicial", Sikkim State, Judicial Department, 1942/43, State Archive

⁹¹ J.S. Lall, "Sikkim" In J.S Lall (eds), *The Himalaya: Aspect of Change*, Oxford University Press, Delhi, 1981.

of Sikkim and ancient monasteries site all over the kingdoms, it was felt necessary to have institutions to look after all these affairs which ultimately led to the creation of department of ecclesiastical affairs. This unique establishment was created by a proclamation of the *Maharaja* in 1953 under the reserved subject's lists. Initially this institution was known as 'Gumpa Department', later on it was changed into the department of ecclesiastical affairs. The department looked after the religious institutions in the country including grants of financial aid for repair, restoration, renovation, re-roofing and repainting etc. Beside these developments also maintained traditional arts and crafts, paintings including preserving religious relics and other important objects of veneration of the religious establishment.

It was during Sir Tashi Namgyal's reign the responsibility of the monastic establishment was entrusted upon to the forest branch to deal with its affairs during the reorganization of 1918 ministerial establishment. State judicial secretary was head of the department that looked after the affairs of monasteries establishment which basically fell under forests branch. However, with effect from 1st February 1940,⁹² the ecclesiastical works which was under the purview of judicial secretary was then transferred over to the private secretary to His Highness who at that time was Tashi Dadul Densapa. The ecclesiastical affairs under forest manager was now relinquished and transferred over to His Highness' private secretary who would deal with all the corresponding ecclesiastical works.

His Highness' administration also accorded His Holiness 16th incarnate Gyalwa Karmapa on spiritual grounds to stay backed in Sikkim after the Tibet occupation by the invasion of communists China in 1959. Tashi Namgyal administration also allocated a land dedicated for His Holiness permanent residence and established the

⁹² File No. 2, Serial No. 12, "*Disposal of Ecclesiastical Works under the Private Secretary to H.H. the Maharaja of Sikkim*", Forest Department, 1939, State Archive

world famous Rumtek Monastery in the east Sikkim. This monastery was built on the patterns of the Tshor –phu monastery of Tolung.⁹³ It is also known by the name ‘Dharma Chakra Centre’. Thousands of devotees visited this centre every year which also gives boost to the state tourism sectors on the grounds of spiritual tourism.

- **Jails:**

The administrative function of jail department was entrusted upon to the state judicial branch during the 1918 reshuffle of administrative works. Further the function of jail department under judicial secretary was abandoned and transferred over to the general secretary after the abolition of post of judicial secretary with effect from 12th May 1942.⁹⁴ Kazi Dorjee Dadul was designated as head clerk under the purview of general secretary and forest manager to look after the affairs of jail departments.

Jail department under state judicial administration played a crucial role with regard to maintenance of law and order. Those convicted with crimes were put behind bars with rigorous imprisonment in the state jail. The case for the settlement of verdict was disposed of, by the local landlords at the lowest level. Though the modern rules and regulations were enacted in the kingdoms the community still practiced their customary laws at the local level. Sir Tashi Namgyal’s administration initiated the pace for rapid modernization of judicial system in the country. Based on the statistics of Sikkim state for 1901/02, it is mentioned that in the Gangtok jails where there were more than 24 prisoners spending their imprisonment period. Out of 24, 20 were males and 4 were female convicted prisoners.

⁹³ Aparna Bhattacharya, Op, cit, p.55

⁹⁴ File No.11, Serial No. 10, “*Regarding Abolition of the Post of Judicial secretary and Redistribution of the Works to other Department*”, Sikkim State, Judicial Department, 1942/43, State Archive

The local landlords and village chiefs acted as *ellakhas* magistrate and disposed petty cases including authority to impose sanctioned fees duly authorized by the *darbar* to dispose the pending cases. The serious cases were referred to His Highness' court and even to the authority of state political officers. In which they would decide the fate of the judiciary based upon the merit of the verdict and act accordingly.

The administration report for Sikkim of 1931/32 highlighted the strength of Sikkim jail department staff which consisted of 11 members headed under the administration charges of jailor Babu Bijoy Kumar Pradhan, and included 9 warders and one wardress. By that year 18 convicted were brought to the jail which also includes 6 under trails prisoners. Gradually within a year 38 more were convicted which also included 47 under trails prisoners. Meanwhile, some convicted and under trails prisoners were also released or discharge during that year. Out of the convicted prisoners who were admitted during 1931/32 include 5 females and 15 Nepalese and 5 Bhutias. However, there was no any such report with regards to the capital punishment. The remission system also allowed many prisoners to get released before their due convicted imprisonment period. The 21 prisoners were granted substantial remission of their convicted sentence. There was no such case reported with regards to outbreak of contagious diseases in the state prisons. Medical staff frequently visited the prison to keep the stock of situation with regards to health welfare. The administration report for 1931/32 shows that the total maintenance cost of state prison was Rs. 5,234/ as against Rs.6, 410 of the previous years.

The option for appeal in the state judicial court was there in case of dissatisfaction with the lower courts order. As in the case of Ratnaman Newar of Sumbuk whose appeal was passed by the Rup Narayan, Chief Judge, Sikkim state with regards to judgement of his final appeal in the higher courts. Since Ratnaman Newar was booked

under the warrant of the *Adda* of Rai Sahib Hari Prasad dated September 1934⁹⁵ pending against the disorder of the case was appeal to the higher courts. The chief judge authorizes to release him in case of arrest or imprisoned if any with an immediate effect. This showed that the convicted prisoners also had a right to appeal at the higher level court for hearing their merit of the preponderance cases.

- **Printing Press:**

This is one of the most important departments that coordinated and worked in tandem with other departmental branches. Printing press department was included within the miscellaneous branch as per the annual report for the year 1920/21.⁹⁶ In the course of period within those years printing press initiated 171 works as against 176 of the previous year's which were undertaken. Sum values of Rs. 3,892/ 14/6 were obtained from the printing department for its role in stationary functions that could be utilized for others departmental purposes.

After the 1942 redistribution of administrative works, printing press no longer remains under the judicial secretary. The responsibility was now handed over to the financial secretary to take an officiating charge of the printing press.

The judicial department, administration report for 1931/32 showed that press department continued to functions satisfactorily. By that year press department undertook more than 484 jobs as against 305 in the previous years. The printing press also derived a total income amounting to Rs. 4,145/7/3 as against Rs. 4,579 in the previous years. The expenditure during the course of those years was Rs. 2,823 as

⁹⁵ File No. 11, Serial No.12 "*Grants of Judicial Power to Landlords in Sikkim*", Judicial Department, 1934, State Archive.

⁹⁶ Ibid, File No. Nil, Serial No. 69, Land Revenue, 1920

against Rs. 2,863 than previous years. The department was manned under the supervision of one head printer and five other printing assistants.

- **Income Tax:**

Income tax department was subjected under the miscellaneous branch of the state *darbar* administration. During the initial period it was under the control of political officers but later on it was transferred over to the state administration under His Highness' control. It was one of the major sources of revenue generating administration in the kingdoms. Judicial secretary was the head of income tax department. However, after 1942 with the abolition of the post of judicial secretary, state engineer was entrusted upon to look after the affairs of the income tax department.

The department derived their income tax from the concerned shopkeepers in the country. The provision for realizing income tax from the local level money lending transactions was not available. For all the trade related transaction activities one per cent of tax was levied out of total value of sales. Whereas 5 per cent was levied on behalf of the profit gains as secured from the net interests. Sir Tashi Namgyal's administration instructed strict compliance of the income tax assessment in the country. Based on the income tax manual, vide sec-5 (I) (b) (iii) income tax should not be levied on the income derived from the sale or received of rent in kind. Income tax was liable for money lending transactions for assessment or applicant might be told to pay the income as assessed by the *darbar*.⁹⁷ No income tax was liable for goods kept in stalls or shops for the sale.

⁹⁷ File No. 6, Serial No. 15, "*Assessment of Income Tax for 1925/26*", Sikkim State, General Department, 1926, State Archive.

The income tax or accessed tax despite not being inducted within the purview of budgetary system by the British administration still was one of the major sources of revenue in the erstwhile Himalayan kingdom. The accessed tax for 1922/23 was levied at 1% for sales and 5% for profit gained on money lent as mentioned above. During that period total number of shops stands at 142 and amount of revenue generated stands at Rs. 2,715.⁹⁸ Within a decade, revenue rose to Rs. 31,300 and in 1960-61 it generated an amount of Rs. 4, 70,000.⁹⁹

- **Excise:**

Excise departmental branch as an independent body did not exist during the colonial British *Raj*. The branch was under the exclusively control of the British political officers as it was one of the major revenue generating departments in the kingdoms. However, after Sir Tashi Namgyal assumed his office as the 11th *Maharaja* of Sikkim, excise department was transferred over to him from British India Government under Charles Bell, (political officers), with effect from 1st April 1916. During this period excise establishment was headed under excise sub-inspector Babu Lal Behari Thapa who was working in this branch since 1906 and later assumed office under His Highness' administration from 1st April, 1916.

Excise establishment consisted of the staff such as follows with effect from 1st April 1916.¹⁰⁰

⁹⁸ Ibid, Administration Report for 1922/23.

⁹⁹ J.C. Debnath, Op, cit, p.111

¹⁰⁰ File No.6, Serial No.1 (VII), “*Transfer of Excise, Income Tax, Police etc) Department to His Highness*”, Sikkim Secretariat, General Department, 1916, State Archive.

Designation	Staff Members	Allowances
Sub Inspector	Babu Lal Behari Thapa	Rs. 50/Months
Peons	Jorgay Lepcha	10
	Peyling Lepcha	10, 20
Peon (Temporary)	Jebu Lepcha	10, 10, for 3 Months
Compensation Allowances		Rs. 3-83

Later on, in the post Indian Independence phase via revision of pay of state employees the excise inspector's existing scale rose to 40-5-75, with dearness allowance to 20, with a scale sanctioned by His Highness with effect from 1st April 1948 was 80-5/2-120.¹⁰¹ During 1931/32, excise department was headed under Babu Maniraj Gurung, Excise Inspector, Babu Chelnam Tshering, Excise sub inspector, and Excise Sub Inspector, Babu Chatur Singh Rai.

The excise department was inducted under the miscellaneous branch of the state department based on annual report for 1920/21.¹⁰² Consequently, the excise department was passed over from administrative head of judicial secretary to the Private Secretary to His Highness during the 1942 redistribution of administration works after abolition of post of the judicial secretary. Two officials namely Messrs Chatur Singh and Chalnan, Excise inspector with a pay of Rs 60 was placed under Private Secretary for excise department.

The excise department collected taxes from the country made liquors, Cigarettes shops etc. The department was also responsible for issuance of licenses and those obtainable were permitted to open their shops in order to sell their products that falls within excise customs duty as per durbar code of conduct. During the period of

¹⁰¹ File No.6, Serial No.12, "*Revision of Pay of state employee*", Sikkim state, General Department, 1948, State Archive.

¹⁰² File No. Nil, Serial No.69, "*Annual Report of Miscellaneous Department for the year 1920/21*", Land Revenue, 1920, State Archive

1916¹⁰³ the excise department shut down the following list of shops for breaking the excise code of conduct in the kingdoms.

Sl. No.	Name of Place	Distilled Liquor	Pachwai
1	Rumtek	1	1
2	Middle Camp	-	1
3	Sang	1	1
4	Rabdang La	-	1
5	Tashiding	-	1
6	Tigzak	1	1
7	Dentam	1	-
8	Phurcha Chu	-	1
9	Budhang	-	1
10	Kitam	-	1
11	Manjhitar	-	1
12	Ringim	1	-
13	Ney Bron	1	1
14	Lagyap Ridge 4 ½ Miles	1	-
15	Brang	1	1
16	Total	8	12

The department issued licenses for the sale and manufacture for country made liquor including contract licenses for imports of foreign brands liquor, cigarettes, opium and its derivatives *ganja*. The domestic produced liquor popularly known as '*Jahr*' was widely consumed by local folks and department permitted only valid licensed vendors for its operations to conduct business. Foreign liquors were imported from neighbouring Asansol Distillery, Bengal. The excise department was responsible for regulation and fixing of depots where two depots were fixed: one at Eastern Sikkim and other in western Sikkim for supply of liquor to the retail vendors in the country. The department functioned to regulate the quality and quantity of liquor consumed by providing certain prescriptions norms and to regulate a fixed hours of sale etc. Similarly, the government could fix the location of liquor shops in the areas. The excise department also provided vendors contractors for the supply of *ganja* and

¹⁰³ Ibid, File No.28, Serial No.1 (vii), 1916

opium from the Bengal stores which were issued from the stores at Darjeeling. Opium price was issue at Rs 11/-per seer and *ganja* at Rs 45/- per seer including duty tax. The department allowed Babu Khush Narain Pradhan who was given contract for the collection of tobacco tax for initial period of one year at Rs 4,567.¹⁰⁴ The department also had an authority to regulate and settled excise related offences. More than 9 cases were investigated as against 3 of the previous years. Out of these 6 cases of the excise offences were *challaned* before the honorable court and remaining were convicted with the other serious offences.

- ***Bazaars:***

The management of *bazaars*; administration in Sikkim dated backed in the administration report for 1907/08 which mentioned about the collection of taxes in certain *bazaars* by *Newari Thikadars*, Rai Saheb Laxmi Narain Pradhan. The rest parts of the certain *bazaars* were under the management of the public works department. The *bazaars* collection of taxes including house rent for a bungalow in Gangtok amounted Rs 3,765.11.11. After Sir Tashi Namgyal was restored with full administrative power over the *bazaar* in Sikkim witnessed transformation. For the effective management of the *bazaars* areas a committee and subcommittee were constituted. It was formed at Gangtok, and its adjoining important commercial centers such as Rangpo, Singtam, and Pakyong etc. Measures to regulate the inflation crisis in the markets was enforced as this was also the period of ongoing First World War to which Sikkim was an ally of the British. Health and hygiene of the *bazaars* areas was given to the contractors to look after these areas of management. In the administration report for Sikkim 1920/21, it appears that the functions of municipal corporations to

¹⁰⁴ Administration Report for 1931/32, Judicial Department.

look after the upkeep of *bazaars* in the centers such as Gangtok, Pakyong, Rangpo, Singtam and Rongli were under the administrative charges of the state engineers. Gradually under Sir Tashi Namgyal's administration the 'Municipal Rules' for *bazaars* areas was framed and enacted on 1st April 1924. A rule framed under this act was related with sanitation, market price regulation and beautification and development model of the *bazaars* areas. Similarly the peripheral town areas of the Palace establishment and other important commercial centers were under the direct control of the *durbar* administration. Towns included in this list are Gangtok, Deorali, Tadong, Singtam, Rangpo, Rongli, Pakyong, Naya Bazaars and Soreng. The municipal rules such as sewage disposal, crematorium grounds, public toilets, shops, houses, godowns etc were enacted under these new municipal rules. Penalty up to Rs.100 could be fined for those who did not obey the new framed municipal laws.

The administration report for Sikkim 1931/32 draws that for the management of bazaars administration three categories of bazaars was distinguished in the kingdoms:-

A class Bazaars:

These classes of bazaars derived their sources of revenue from the taxation system which was amalgamated into general revenue. Towns included were Gangtok, Singtam, Rangpo, Pakyong, Rongli, Soreng and Naya *Bazaar*. Total revenue generated from this category was amounted to *Rs.23090-15-9 as against Rs.23, 581 of the previous years.*

B class Bazaars:

Revenue from this class was collected by the *ellakhadars* who held an upper hand in the matter of individual tax collection. *Ellakhadars* acted as local agent in his *ellakha* and they did not have any fair means of efficient transparent system for revenue collection. The state was paid only house tax which they obtained from their *ellakhas*.

The need and demand for the investment and up gradation of their *ellakhas* arose since the local populace viewed it as necessary to utilize local revenue collection for their own welfare use. This way revenue generated by the local *ellakhadars* could be utilized for the local civic amenities. Bazaars such as Chapa, Chida, Daramdin, Dentam, Gyalshing, Majhitar, Makha, Melli, Namchi, Namthang, Rhenock, Rhinchenpong and Kewzig fell into this category of *bazaars*.

C Class Bazaars:

In this class of *bazaars* only those *bazaars* were included where no markets were held such as Damthang, Dikchu, Lingmo, Mangan, Mangalbarey, Middle camp and Reshi.

The category of class A and B *bazaars* held weekly markets at least once in their nearby town areas. For this, the *bazaars* administration charged Rs.2 *annas* per load as *bazaar* tax for their vendors of goods. Officials such as *bazaars* Inspector was there to regulate and oversee the *bazaar* related welfare amenities including sanitation. Since *bazaars* administration was within the purview of judicial secretary charges a file dated 18th July 1933 judicial department issued with regard to defaulters of cleanliness and sanitation of the town areas were *challaned* under this act. However, after judicial secretary post was abolished in 1942 the administrative charges were handed over to the state engineer to oversee the *bazaars* administration. Babu Ugyen Tenzing was appointed as *bazaars* inspectors with a pay of Rs. 65/- under the state engineer to assist in the *bazaar* administration.

The *bazaar* development committee was also constituted during 1947,¹⁰⁵ in order to improve the Gangtok semi urban development. The committee also was to look after the various development projects that were being initiated by the *durbar*. This committee was to be provided under the directives of the forest manager.

¹⁰⁵ File No. X, Serial No. X, Loose File, "Reg. Proposal for holding departmental meeting once a week", Government of Sikkim, General Department, 1947, State Archive.

However, in the post Indian independence phase the pace of administrative reforms reached its zenith in the field of urban municipal areas as well. The local executive bodies with popular representative bodies were established for Gangtok *bazaars* via notification on 16th July, 195. All those above the age of 21 years were entitled to cast their vote for their local urban bodies. The representative body elected five members and nominated a *bazaar* panchayats amongst the higher shares of the votes. The representative body would also have chairman and secretary to look after their affairs of the urban municipal bodies. The elected members of the *bazaars* panchayats remained in the office till a period of three years. The function of the representative body of the *bazaars* panchayats functions was to oversee the urban town's civic amenities and welfare management for the weekly periodic markets and to supervise other development projects. The *bazaars* panchayats also disposed civil cases up to a value of Rs. 300 and had jurisdictional authority to levy a fine up to a limit of Rs.50 as duly assigned by the *darbar*. The revenue of this urban representative body would mainly be obtained from the revenue generated from weekly *bazaars*, urban toll tax and on the basis of state urban budgets. The toll tax collection in the *bazaars* areas were started from 28th July, 1953 vide notification from the government of Sikkim dated 1st April 1953.¹⁰⁶ Rent was collected from the *bazaars* areas at Rangpo for their occupational *mandi* rooms and then the tax was collected from the *bazaars* under *darbar* administration.

¹⁰⁶ Chongtick Lachungpa, "Local self Government", In Sunita Kharel & Jigme Wangchuk Bhutia (eds), *Gazetteer of Sikkim*, Home Department, Government of Sikkim, Gangtok, p.294.

- **Stamps:**

Before the coronation of Sir Tashi Namgyal to the throne, the revenue stamps department was under the exclusive control of the British India government on whose behalf political officers conducted his duties. After Sir Tashi Namgyal assumed the throne, the stamps department along with few other administrative branches was transferred over to the *darbar* directly with effect from 1st April 1916. The stamps department was within the purview of the miscellaneous branch of the state administration under the administrative charges of the Assistants to His Highness during 1918 reorganization of the ministerial establishment. During the course of 1920, stamp department levied 7,500 stamps which they had obtained from Messrs De La Rue London stamps for the use of the state judicial purposes.¹⁰⁷ Later on, the stamp department under judicial secretary got transferred over to the financial secretary after 1942 redistribution of administrative works.

The postal system in Sikkim was in existence since 1888 but for the purpose of postal uses. Only British stamps were available in the country. Since there was lack of local available resources for manufacture and printing the required number of stamps for the country official uses, there was an absence of local postage stamps in the country. From 1917, revenue stamps began to be used for the official purposes in the state administration. There was an appropriate theme and design for the stamps issued with logos such as South-East face of mountain Siniolchu, and in the North Gangtok.

Under Sir Tashi Namgyal's administration the stamps were used to introduce for the court fees as it was difficult for the *darbar* administration to collect fees in cash. During Sir Tashi Namgyal's initial years as ruler introduced Sikkim first court fee stamps on 1st January 1917. The value of this court fee stamps stands at:

¹⁰⁷ Ibid, File No. Nil, Serial No.69, Land Revenue, 1920

- One *Anna* (Yellow Colour)
- Eight *Anna* (Blue Violet colour)
- One Rupees (Red colour)
- Five Rupees (Violet Brown colour).

These stamps were available to the landlords who were authorized by the department to furnish their stamps for the official's purposes. The landlords assigned for this works could also avail the commission worth six (6) pies in every rupee for the stamps sold.¹⁰⁸ The penalty was also there for wrongful convicted frauds for selling stamps that were liable for the penalty offence under the state government act. The landlords who performed the duties of stamps vendors also had to report backed to the state *darbar* for the amount of fees received, month by month in order to update and facilitate transparency. Two categories of stamps were issued under the *darbar* administration via, for judicial and non judicial uses. A non judicial stamp was marked with symbol (R), while the unmarked symbols of the state stamps were used in courts for the court fees purposes.¹⁰⁹

- **Veterinary:**

With regards to the veterinary department, prior to 1920s there was no such specific office as such to deal with the various veterinary related activities. However, the miscellaneous department's annual report for 1920-21 highlights about issuance of dogs license. Whereby 22 licenses were issued including 7 licenses were received for dogs at Gangtok, Rangpo and Rhenock as against 68 for the previous years. Whether

¹⁰⁸ File No.7 Serial No.9 (v), "*Introduction of Court Fee Stamps*", Sikkim State Office, *Darbar*, 1916, State Archive

¹⁰⁹ Administration Report of the State of Sikkim for the Year 1931/32, Judicial Department.

these licenses were issued via veterinary department or not were not clearly mentioned in the report. During that year a total fee realized was amounted to Rs. 14/18/- as against Rs. 36/8/- for the previous years.¹¹⁰ The 1942 redistribution of administrative works showed that the veterinary departments were under the control of state forest manager. Earlier the department was under a supervision of the judicial secretary administrative charges. After this reshuffle of the administrative works Babu Kazi Dorjee Dadul was designated head clerk responsible for the affairs of veterinary department. The department also held officials such as veterinary inspector whose scale of pay based on revision pay of state employee¹¹¹ are as follows.

Name of Posts	Existing Scale	D.A	Scale sanctioned by H.H with effect from 1st April, 1948
Veterinary Inspectors	50-5/2-80	20	80-5-150

The first clear insight with regards to establishment of veterinary department was mentioned in the administration report of 1931/32. During the course of this period veterinary department was held under the charges of Babu S. Tshering, Inspecting veterinary officer. Veterinary hospital and dispensary was located at Gangtok where a team of inspecting veterinary doctors visited 40 villages and reported several epidemic records. Departments also issued circulars with regards to outbreak of diseases and its management control mechanism. Under this department from April 1932, 564 patients were treated in the hospitals as against 900 and 45 operations performed against 11 of the previous years.

The veterinary department efficiently control and managed the following epizootic

¹¹⁰ File No. Nil, Serial No. 69, “*Annual Report of Miscellaneous Department for the Year 1920/21*”, Land Revenue, 1920

¹¹¹ File No. 6, Serial No. 12, “*Revision of Pay of State Employees*”, Sikkim State, General Department, 1948, State Archive.

diseases in Sikkim.

Equines:

- Glanders

Due to this disease, there was a loss of 11 livestock as against one in the previous years.

- Surra

One case was detected at capital, Gangtok and was on treatment at the veterinary hospital which could not survive.

- Straughs

Sums of 12 cases were reported from Rongli and Rhenock and they all were treated.

Bovines:

- Rinderpest

18 reports were detected including 15 cases were diagnosed. Measures were undertaken for efficiently management for the outbreak of diseases. 30 clinical cases were treated.

- Foot and Mouth diseases

There was a case of the spread of diseases amongst the wheel cart animals especially on the Rangpo Gangtok cart road and in the *ellakhas* of Song, Sichey, Burtuk etc. More than 50 clinical cases were treated with zero loss of animal's lives. To prevent the further spread of diseases the administration distributed the antiseptics and other disinfectant fluids

➤ Anthrax

This disease spreads in the areas such as Namling, Gyalshing, Sichey and Rongyek were 12 such cases were detected out of which 9 cases could not be treated successfully. Based on the administration report of 1931/32 a number of that was affected due to this spread of contagious diseases amongst animals are as follows:

Equines	Bovines	Others
12	165	129

Overall, the kingdoms veterinary department played a crucial role during this hour of outbreak of contagious diseases. Vaccine doses such as sera vaccines for the prevention of diseases was initiated under the veterinary department. The state administration also initiated a registration for cart animals with registered certificate and identity discs duly approved and issued under the veterinary department. Based on veterinary department guidelines the kingdoms butchery and slaughter houses were leased out to the contractors. The business of hide contract were also given licenses to operate based on state veterinary department protocols and only valid contractors were given authority to conduct theirs affairs of business on payment of an annual fee of Rs. 4,600/-. Failing to pay the fees the contractors licenses were cancelled as per the veterinary rules.

Gradually, Sikkim processed to move towards the progressive path of planned economic development in 1954, the veterinary department also received adequate funds for the development of its infrastructure. A proposal to open up a number of veterinary dispensaries in each zone was put forward. Till date a veterinary hospital at Gangtok lacked human resources to which the state plan proposed to fill the required

number of staff in the department. Veterinary assistants were entrusted with the tasks for maintenance and the domestication of animals for their services in the several parts of the country. The plan also envisaged for recruitment of trained veterinary assistants either through contract or in deputation. The veterinary assistants were also sent to renowned Veterinary College, Calcutta¹¹² to get training under the initiatives of the state administrat

- **Miscellaneous (Internal dealings such as Transportation Department):**

During the initial period of Sir Tashi Namgyal's reign the kingdom's transport related economic activities were managed under the public works branch headed by the state engineers. Then the state judicial secretary governed the administrative responsibility for the transport department. However, during 1942 redistribution of administrative work, the transport department under judicial secretary was transferred over to the state general secretary. Babu Kazi Dorjee Dadul head clerk of judicial department was deputed to assist in the office of the transport department.

For Sikkim, a landlocked mountainous region; connectivity via roadways served as the indispensable arteries of the state economy. Only better means of transport system serves the very purpose of rapid economic developmental growth. Besides challenges due to rugged hilly terrain and heavy monsoons often disrupted the pace of economic activities since the country remained cut off from the rest of world during monsoon seasons. Therefore, the administration's main focus has been in the development of transport services via, construction of roads and bridges and other amenities related with transport services. The former was under the supervision of state public works department while the latter under Sikkim nationalized transport. Apart from these,

¹¹² Tashi Namgyal, "*Sikkim Development Plan*", in S.K. Sharma & Usha Sharma (eds.), *Discovery of North-East India, Volume-Ten*, Mittal Publications, New Delhi, 2005, p.208.

there are other agencies under government of India for the maintenance of road and bridges located in the strategic sensitive border areas. Agencies such as India's Central Public Works Department and Border Roads Organization were entrusted for their role in these areas.

The kingdom's administration shifted its focus on the need to develop and provide adequate resources for the construction of public roads and public buildings. Under *darbar* administration about 244 miles or 392.67 kilometers of road including 10 bungalows were managed and controlled by the *darbar*. The state roads were also maintained by the government of India about 25 miles or 40.23 km of cart road from Rangpo to Gangtok and bridle path from Rhenock to Lachen about 70 miles or 112.65 km. Roads connected important trade routes between Rhenock and Jelep la about 50 miles or 80.46 km¹¹³ and was also managed by government of India.

The state public works branch was responsible for construction of roads and bridges in the country under the assistance of the government of India. It was headed under state engineer with the combined administration of both state public work department and the central public works department. Sikkim state engineer Rai Bahadur F.C. Jali was entrusted to lead the joint office of public works department as per the approval from the *Dewan* with effect from 1-3-46 to end of 11-8-47 @ Rs 200/ per months. Consequently, this combined office of state public works department got separated from central public works department with effect from 1-3-46. Rai Bahadur F.C. Jali continued to retained his posts as state engineer at an allowance of Rs. 200/- plus conveyance allowance and free government quarters. F.C. Jali assumed office in the

¹¹³ The military report on Sikkim and Bhutan, submitted on 1932 by the General Staff of India.

state public works department for a period of one year five months and ten days.¹¹⁴

Public works department

Pay of subordinates & clerks	535-0-0
Pay of Inept	54-0-0
Pony allowances	100, 151-0-0
Dearness allowances	S.I. 12-0-0
	752-8-0

It was under Sir Tashi Namgyal's administrative reigns that the road transport system was introduced in Sikkim in 1944. The truck department was also created under Crown Prince Palden Thondup Namgyal to oversee the utility of truck service which they had obtained from the defence department disposal agencies in India with a loan of 10 trucks for Rs 1.40 lakhs from the rationing department.¹¹⁵ The truck department assumed the administrative role for the smooth flow of transportation services and control of Sikkim's rationed commodities. Before the initiation of Sikkim transport services in 1944 most of the trade articles were carried forward via bullock carts, ponies etc. But now under the aegis of truck department; local grown crops and vegetables could be exported to Siliguri for sale. The truck department was also renamed in 1955 as the 'Sikkim State Transport Service'. The department within the span of time achieved gross earnings of Rs 18, 71, 124.¹¹⁶ The truck department instructed their officials while on special touring duty to use the government run trucks in order to save the conveyance allowances of the departments. The kingdom's administration was clear about the malpractices of the government aided funds. The truck department circulated the showcase notices to all other departments to use the

¹¹⁴ File No.5, Serial No.1, "Regarding Payment of Contribution towards PWD establishment for the year 1944-45 and separation of the state PWD from Government", Government of Sikkim, Financial Department, 1944-45, State Archive.

¹¹⁵ J.C. Debnath, Op, cit, p.213.

¹¹⁶ Ibid, p.215.

state transport trucks as means of touring duty. The administration was aware of travel allowances bills before the sanction of the bills to check whether the officials used state trucks services or purposely used others means of transport. The route of course did not ply to areas where state trucks did not reach. The department was of the view that no justification for engaging private vehicles where state trucks are on the roads.¹¹⁷

Under transport department a 10 seaters passenger's bus services link between Gangtok and Siliguri was introduced between 1952 and 1954. Petrol pump for consumers was installed at Rangpo and Namgyal highway link between Jorethang with Melli which was nationalized. The transport sectors in the kingdom got further boost with the introduction of the Seven Year Economic Development Plan from 1954 onwards. The transport department under this plan was financed with Rs. 16 lakhs as aid. A Diesel driven truck was started during this plan. Passengers' service between Gangtok and Darjeeling was accelerated using land rovers. New transport office branches were set up in the important bordering areas such as Rangpo.

Administrative Functions of Financial Secretary:

Financial Secretary led the financial branch of the kingdom such as rent roll including land revenue and budget, audit and accounts of the kingdoms treasury department. The financial branch as a separate department was allotted after Sir Tashi Namgyal was given full internal administrative autonomy. With immediate effect from 1st of August 1918, financial branch was directly administered under the leadership of the state financial secretary. Consequently, Shri, Vishnu Dayal, Accounts Officer was

¹¹⁷ File No. Nil, "*Regarding use of state trucks by the state servants (Dewan's Order)*", Sikkim state, Finance, 1949, State Archive.

elevated to the ranks of State Financial Secretary with effect from 1.8.1918.¹¹⁸ A number of Clerks were recruited in order to assist the kingdom's financial aspects. Babu Bagsing Karthak was appointed 4th Grade clerk on 30.1.35, in the financial department. Babu Manbir Singh as head clerk was appointed in the kingdom secretariat financial branch. Meanwhile, financial secretary also had to deal with all the corresponding recruitment drive in the kingdom's administrative process. The proposals with regard to pay allowances of the state financial secretary was fixed at Rs. 250/-.¹¹⁹ This came into immediate effect from 1.8.18 as duly sanctioned by Sir Tashi Namgyal.

The state financial secretary was also concerned about non-payment of the house and revenue accounts from the landlords and Managers of their respective *ellakhas*. The state General Secretary who supervised the overall administrative mechanisms had an upper hand with the local level administration. Hence, financial secretary worked along with state general secretary in order to expedite works on a timely manner. Financial secretary also instructed general secretary with regard to timely submission of house and revenue accounts. Based on the Sikkim state financial department,¹²⁰ the following landlords and managers who failed to submit their due revenue accounts in the state financial office. Thereby, they were instructed for submission of state revenue and house accounts as soon as possible to the office of financial secretary.

- a. House accounts of Rinchenpong *Illakas* under Parmaraj Gurung:
 - Manager: Tenzing Wangyal *Kazi*.
- b. House accounts of Borong *Illaka*:

¹¹⁸ File No.1, Serial No.8, “*Creation of Secretariat Sikkim State Reorganization of Ministerial Establishment*”, Financial Department, 1918-19, State Archive

¹¹⁹ Ibid, p.61.

¹²⁰ Sikkim State Financial Department, No. A/-71, Dated: Gangtok, 23rd April 1940, State Archive.

- Manager: Dugda *Kazi*.
 - c. House accounts of Namchi *Illaka* Manager:
- Tenzing Wangyal *Kazi*
 - d. House accounts of Makha and Khamdong Bazaars:
- Babu Rama Sankar Prasad
 - e. Revenue accounts of Taza:
- Manager General Department
 - f. House accounts of Barmiok *Illak*:
- Rai Saheb Tashi Dadul *Kazi*.
 - g. House accounts of Pachey Khani:
- Manager: Babu Harimohan Pradhan.
 - h. House accounts of Gyaten *Illaka*:
- State Management.

The state Financial Secretary was concerned with the subjects as discussed below:-

- **Budget:**

The draft preparation for state budgetary system was undertaken under the finance ministry's jurisdiction headed under the charges of financial secretary. The finance department under establishment branch conducted a preparation for establishment budgets based on administrative proposal as laid down by several others department. Since establishment department advises other departments in areas such as fixation of seniority and promotion including special pay etc, it acts as advisory branch to other feeder departments. The separation of expenditure on establishment gave better transparency in the administration with regards to finance spent for public utility. The

establishment department kept records about service books monitored their character and service rolls. The department apart from preparation of establishment budget also had an authority to deal with regard to the proposal for transfer, dismissal, appointment and management of *darbar* staff and kept the *darbar* role as uniformly applied.¹²¹

Actuals of Expenditure of the Sikkim state in 1920-21.¹²²

Sl. No.	Major Head	Amount (Rs)
1	Revenue Refund	13,170
2	Civil List	37,743
3	Palace Establishment	12,480
4	Revenue & General	17,076
5	Forest	13,626
6	Excise	2,020
7	Police	11,641
8	Law & Justice	6,665
9	Jail	2,624
10	Monasteries	5,409
11	Printing & Stationary	1,992
12	Education	7,432
13	Medicals & Sanitation	16,726
14	Public works	74,909
15	Agriculture & Industries	16,108
16	Accounts	9,046
17	Miscellaneous	4,210
18	Loans & Advances	2,31,651
19	Total	4,84,528

¹²¹ File No.6, Serial No.14, “*Establishment Department*” Finance, 1951-52, State Archive.

¹²² Administration Report for 1922-23 p.59.

Actual Expenditure of the Sikkim state in 1930-31.¹²³

Sl. No.	Major Head	Amount (Rs)
1	Revenue Refund	14,776
2	Civil Lists	67,700
3	Palace Establishment	11,333
4	Revenue & General	27,122
5	Forest	14,149
6	Excise	2,110
7	Police	24,048
8	Law & Justice	17,538
9	Jail	6,691
10	Monasteries	5,285
11	Printing & Stationary	4,720
12	Education	27,733
13	Medical & Sanitation	28,232
14	Public Works	1,94,613
15	Electric Charges	6,342
16	Agriculture & Industries	1,945
17	Accounts	12,122
18	Miscellaneous	11,093
19	Loans & Advances	1,52,922
20	Total	6,30,481

The Sikkim First Seven Year Plan for Economic Development was proposed with a monetary value of Rs. 225 lakhs entirely financed by the government of India. Gradually, a plan scheme was finally settled at Rs 307, 21 lakhs because of need for necessary implementation of several other developmental projects in the country. During this first seven year plan the actual expected cost of expenditure proved to be higher approximately at Rs.323.69 lakhs.¹²⁴ Then the second Five Year Plan a monetary budget with a total outlay of Rs 820, 70 lakhs¹²⁵ was prepared for the kingdoms of Sikkim.

¹²³ Administration Report for 1933-34 p.93.

¹²⁴ Ibid, p.140

¹²⁵ Ibid, p. 141

- **Audit and Accounts Department:**

The audit and accounts department of the finance section was responsible for the verification of salary audit register and audit report. The department under the state *darbar* was entrusted to look upon the salary audit of the public servants above those who attained the age of 60 years. Based upon the audit & accounts department after proper verification the following information was obtained from the office of registrar. The following officials had already crossed the state eligibility age limit of 60 years and they were now compelled for compulsorily retirement as laid down in Sikkim services rules.

Sl. No.	Name	Designation	Age as on 31 st Dec, 1948.
1	Mr. Manbir Singh	Financial Secretary	60 Years & 4 Months
2	Rai Saheb Rhenock Kazi	O.S, The Palace Affairs	63 Years
3	Rai Saheb Rup Narayan	Chief Judge	61 Years, 3 Months
4	Babu Yongden	Peshker	60 Years
5	Babu Karmala	Forester, Northern Range	67 Years
6	Babu Randhoj Singh	Surveyor	60 Years & 7 Months.

The above mentioned five officials had already crossed the age criteria the administration persuaded them to take compulsorily retirement. The state administration optional retirement age was 55 years and compulsorily retirements by 60 years vide Sikkim service rules 152A as amended by correction Nos 20 & 71.¹²⁶ The salary audit register, travelling allowance audit register and register of revenue refunded was done under the audit & accounts department. The register of above mentioned audit helps in keeping update about the government records and guides in

¹²⁶ File No, Serial No.1 “*Regarding retirement of state employee for the year 1949, April 1st*”, Sikkim State Archives, Finance Department, 1949.

monitoring the double payment of bills. For that the introduction of forms i.e., revenue receipts forms was initiated in order to upkeep the registered audit records for future governmental references. For distribution of forms the department of press was entrusted with the functions to operate available resources in the government department.

The staff of Sikkim state audit and accounts department as per the revised scale of pay as sanctioned by His Highness the *Maharaja* of Sikkim to take effect from 1st April, 1948.¹²⁷

Sl. No.	Name of Posts	Existing Scale	Dearness Allowances	Scale sanctioned by HH with effect from 1 st April, 1948	Remarks
1	Head Clerks	80-5-125	20	125-5-175	
2	Senior Accounts Clerks	50-5/2-70	20	70-5/2-100	
3	2 nd Grade Accounts Clerks	35-5/2-50 30-2-40	20		
4	Correspondence Clerks	50-5/2-70 35-5/2-50 35-5/2-40 30-5/2-35	20		
5	Secretariat Daftly Special pay Departmental Allowances	25-1/2-30 2 10	20	35-1-5	Plus special pay as Department allowances of Rs. 12/- to the present incumbent.

- **Leave, Salaries, Travelling Allowance etc, of all the employees of the State:**

Sir Tashi Namgyal's administration amended the Sikkim service rule 49, Rule 164;

¹²⁷ File No.6, Serial No.12, "Revision of pay of state employee", Sikkim state, General Department, 1948, State Archive.

No.99¹²⁸ which stated that the temporary appointee employee in the state administration would not be liable to claim permanent job including non entitlement for pension and gratuity benefits. These rules took shape from 1-4-1950 during the financial secretary Dilman Singh's period. However, the temporary employee had the privileges to obtain government benefits like in the matter of leave and allowances as per the amendment of Sikkim service rule, 113 (a), No.98. Gradually, these amended Sikkim service rules were up-graded to employ a temporary employee into a regular employee. The government also made provisions for temporary employees to entail certain concessions with regards to eligibility criteria in the government jobs sectors. The employee's leaves would lapse after the date of compulsory retirement. Public servants who were retained in service after the lapse of service could earn privilege leave at the rate of 1/11th of the duty performed after that date.¹²⁹ With regards to the employment opportunities in the state administration a minimum age limit would be 18 years and maximum age limit was to be 30 years.¹³⁰ The provisions such as those employees who got recruited to the regular job in the state administration after the age of 30 years were not to be qualified for full pension. However, the state administration under the *Dewan* had an authority to sanction the exemption age limits for those employees. Similarly, with regards to those suspended state servants if reinstated, the period of suspension was counted as 'duty' both for the purpose of increments and pensions, provided that the authority concerned was reinstated and had been honorably acquitted.¹³¹ However, this period of suspension was not being included within the purview of duty either for increment or pensions

¹²⁸ Amendment of Sikkim State Service Rule under Finance Department, 26, 26, 1950, State Archive.

¹²⁹ Amendment to Rule 152-A of the SSR, Page 45, Rule 152-A.

¹³⁰ File No. 26(26), "*Amendment of Sikkim state service rules*", Finance Department, 1950, State Archive.

¹³¹ Correction to the Sikkim State Service Rules, No.109, Page, 36, Rule 121.

benefits.¹³²

However, during the financial secretary Dorjee Dadul's tenure the period of amended Sikkim service rule curtailed the temporary employee for availing gratuity benefits including reemployed retired personnel of the *darbar*. These rules took effect from the 19th Sep, 1960.

The revision scale of pay of state employees with effect from 1st April, 1948, state public works department (Executive Branch)

Sl. No.	Name of Posts	Existing scale	D.A	Scale sanctioned by HH with effect from 1 st April, 1948.
1	State Engineer Assistants to State engineer	500	45	250-10-300
2	SDO from 27.2.44 (Plus SDO's)	75-5-110 115-5-125	E.B-45	
3	(Allowances of Rs. 50)	125-10-225		
4	Standardised Scale	100-10/2-150		

Others designated officials existing scale of revised pay for the state employee with effect from 1948 are as follows:-

Serial No.	Designation	Existing Scale	D.A	Scale sanctioned by HH with effect from 1 st April, 1948
1	Secretaries	200-10-250	45	300/ Fixed
2	Chief Judge	300-20-400	45	400-10-500
3	Standardised Scale	200-20-300		
4	Officials steward	120	20	150-10-200
5	Palace Affairs (Put the post Assistants: Private secretary (Temporary) combined with R.O & OSD	20 250	20 45	150-10-200 Not required
6	Peshker, Chief court	100-5-125	20	100-5-150
7	Standardised Scale	50-5/2-75		

¹³² Correction No.123 of 19th September 1960, Page 46 of Rule 155, Insert the following as Rule 155

The scale of pay in the department of land revenue and Forest department establishment was fixed as follows with effect from the 1st, April 1948, to which a revised scale of pay come into force.¹³³

Sl. No.	Name of Employees	Designation	Revised scale of pay from 1-4-48	Initial pay to be drawn from 1-4-48	Personal pay to be continued from 1-4-48.
1	Sonam Tshering	Secretary (L & F)	300	300	
2	B. Karthak	General Secretary	2951		Mr. Bak Singh Karthak has been placed in his old rate *50
3	Tensung Tshering	Head Clerk	125-5-175	135	
4	K.B. Bhansari	Accounts Clerks	50-5/2-90	85	
5	Pahalman Gurung	Records Keeper	50-5/2-90	80	
6	Tempo Tshering	Actq. Typists	50-5/2-90	55	
7	Tempo Lhendup	Actq. Despt	50-5/2-90	50	
8	Dal Bahadur Dewan	Pd. Apptice	45	45	
9	Kazi Y. Wangchuk	RIWC	80-5/2-125	90	
10	Babu Randhoj Singh	Surveyor	-	-	-

The administration under *Dewan* J.S. Lall played a proactive role with regards to implementation of the existing scale of pay with effect from 1st April 1948. All discrepancies in payments were adjusted within the month of implementation of the scheme as circulated in the government department.

The available records for the salary bill of the public works department, Sikkim *darbar* during the period of March 1942¹³⁴ as recorded are as follows.

¹³³ Office orders No: 51/L&F, Sikkim State, Land Revenue & Forest Department, State Archive.

¹³⁴ File No.5, Serial No.1, “Regarding, Payment of contribution towards PWD establishment for the year 1944-45 and separation of the state PWD from government”, Government of Sikkim, Financial Department, 1944/45, State Archive.

Sl. No.	PWD Establishment	Posts	Rate	Amount	Rate (Allowances)
1	Upper Subordinate Mr. Chandradhoj Rai	SDO (Sikkim)	1451 251	170	30/30
2	Padam Singh (Lower Subordinate)	Overseer(Namchi)	159/150	30	30
3	Chandraman Lama	SDO (Temi)	100	100	20-20/10
4	Kazi Wangdi	Station Sub Overseer	50	50	20/10

Office Establishment:

Bir Bahadur Rai	Assistant. 2 nd Clerks	65	65
Dal Bahadur Rai	Office Peon	17	17
Kaloo Gurung	-do-	17	17

The contribution recoverable from the Sikkim durbar for the month of May, 1944 as recorded in the financial department, file No.5, Serial No.1 for 1944/45.

Sl. No.	Designation	Pay	Pension & Allowances	Total
1	State Engineer Sikkim Conveyance allowances	172/5/4 35	44/15/4	252/4/8
2	Head Clerks and Accounts	51/12	8/10	60/6 252/4/8
3	Cashier	29	4/13/4	33/13/4
4	Draftsmen	12/14/8	12/14/18	
5	State Accounts Clerks	22		22
6	Typists	7/8		7/8

Electrical Establishment

Pay of Electrician	160-0-0
Pay of Invitees	55-6-0
Pony Allowances	20. 37-0-0
Dearness Allowance	17. 252-0-0
Total	1004-8-10

CHAPTER-IV

MAHARAJA TASHI NAMGYAL'S ADMINISTRATIVE RE-ORGANIZATION (POST INDIAN INDEPENDENCE-1947)

On 15th August 1947, India attained freedom from the British colonial administration. Widespread political resentment and public discontentment against the colonial *Raj* and its long battle for Indian struggle of freedom led British to finally withdraw on the eve of 15th August 1947. The withdrawal of the colonial British government had also severely affected the administration of Sikkim. Sikkim was protectorate of the British Empire and the kingdom's administration was under the British political officers. Sikkim, a tiny Himalayan kingdom witnessed the colonial *dicktat* and fell prey to the expansionist's imperialistic ambition of the *Raj*. The Indian Freedom from the colonial *Raj* also led Sikkim to be free from the British administration. Despite Sikkim being free on the eve of Indian Independence Day from the British yoke, she continued to fall prey to the British imperial policies. Post Indian independence, India inherited the legacy of the British government to keep Sikkim under her protectorate entities. A small kingdom like Sikkim once again had to bow down first to the British and after that to India. India retained Sikkim as a protectorate state. Since then, India has been a major financial provider towards Sikkim with an aim to boost her infrastructural development. Strategically also Sikkim remained an important buffer zone between the two Asian giants, in the North with People Republic of China and in the South People Republic of India.

Administrative Re-organization

Sikkim is considered as a major commercial and a strategically significant location which acts as a catalyst between Tibet, China and India. Post 1947, India adopted a

policy of 'Father-son relationship' with regard to Sikkim. Sikkim remained a loyal and trusted partner to the Government of India. The signing of the Indo-Sikkim Pact of 1950, which ultimately brought Sikkim under the protectorate status of the government of India, bears the testimony. The treaty brought India to appoint a permanent representative resident official to be stationed in Sikkim who could guide and manage the affairs of her diplomatic ties.

Sikkim underwent winds of changes post 1947, be it in politics, economic and then in administrative reforms. New political parties were formed and a voice for democratic movements was launched against the age-old monarchical set up. The political parties played a major role to bring about new administrative and welfare reforms and assisted in the reforms of the *darbar*. The voice for more pro-democratic elected government was witnessed after 1961 and political parties began to express their radical thoughts exponentially. Sikkim National Congress, a popular political party threatened to launch a political resistance movement against the *Chogyal* for the grant of constitutional and representative governmental rights.

Post 1947, various administrative reorganization measures were initiated under the supervision of the *Maharaja* of Sikkim, Sir Tashi Namgyal. The ruler was aided and advised by his council of Ministers and backed by the government of India. *Chogyal* Tashi Namgyal requested to the Government of India to depute an official from the Indian counterpart to assist him in his administrative set up. India agreed upon the request of the *Maharaja* of Sikkim and soon sent senior Indian civil servant "*Dewan*" to guide and assist the *Maharaja's* administration. Several administrative initiatives and developmental projects were undertaken. Senior Indian civil servants were now deputed and assisted in the *darbar* administration under various capacities in the

kingdom's administrative business.

The widespread political resentment and discontentment can be witnessed after post 1947, which led the *Maharaja* to relinquish his administrative powers and partially transferred his political power towards his son, crown prince Palden Thondup Namgyal who was trained as a Civil Servant from the Academy, Dehra Dun, India. During, the last decade of *Maharaja* Tashi Namgyal tenure devoted his leisure time in mystic paintings, meditation and in secluded religious discourses. By that time, the ruler was not actively involved in his administrative and political affairs. Prince P.T. Namgyal played an active role on behalf of his father's administration. He was aided by the *Dewan* who guided the kingdom's administrative system. The administration was guided under the financial adviser, an Indian chief Engineer, and Director of Sikkim's largest source of revenue; Sikkim state distillery. Apart from these there were many other heads of departments who were appointed from the Indian citizens.

Administrative reorganization of judicial system: Long before accession of *Maharaja* Tashi Namgyal to the throne, Sikkim had its own traditional system of judicial courts. Landlords had an upper hand in the judicial proceedings since time immemorial. With the passage of time a process of judicial reformation was undertaken during His Highness's reign with due technical support from India. Within two years of Tashi Namgyal's coronation to the throne, a modern type of chief court was created in 1916. The chief court consisted of members from amongst the aristocratic class and other influential village elders. This court comprised of twelve selected members nominated by the *darbar*. The chief court functioned the court procedures of pending cases related with civil, criminal, murder before the floors of the courts. The payment on the part of state expenses of complainants and attendance of court hearing procedures was adopted at Gangtok chief courts. Prince Palden Thendup Namgyal was elevated to the

rank of state judicial secretary and he held direct administrative affairs of the functions of chief court.

Many of the Namgyal dynasty predecessors failed to implement what Sir Tashi Namgyal's administration did with regards to reformation of judiciary system in the kingdoms. Introduction of new judicial courts with the appointment of full time judges in 1916 that enhanced an outdated traditional judicial system into modern forms was enacted. Further with due assistance from the government of India a High court was established through charter of April, 1955 separating judiciary from the executive was completed.¹³⁵

The *Adda* courts: The landlords practiced their judicial cases under the *adda* courts. The *adda* courts could take important decisions and solved cases in matters of petty civil and criminal judgements. The *adda* courts were neither a stipendiary nor honorary court nor most of the court fees and fines imposed upon were kept by the landlord himself. Monastic estate manager, lessee's holders was undoubtedly the ipso facto of their respective jurisdiction of that estate.

In *adda* courts a classified subordinate section of class as mentioned below was distinguished amongst several landlords in order to facilitate quick and swift decisions of the respective holders.

I. First class *adda*

Here, the authority could exercise their functions to settle their civil cases and could punish up to one month imprisonment and could impose fine of up to Rs. 100.

Contrary to this, they could also hear civil suits from the civil side up to a value of Rs. 500.

¹³⁵“*The Sikkim Coronation Book*”, Coronation Souvenir Book Committee, The Statesmen Press, Gangtok, 1965.

II. Second class *adda*

An authority could impose a penalty worth Rs.50 and could punish a criminal based on the merit of the cases. On the civil side they could settle a civil suit with a value of Rs. 300.

III. Third class *adda*

This *adda* had power to punish a criminal and could impose fine of up to Rs 25. The *adda* court could hear civil suits up to a value of Rs. 200.

IV. Fourth class *adda*

This *adda* had an absolute authority to punish on criminals with a power to impose penalty up to 15 only. Here they could hear civil suits worth value of Rs. 100.

The highest judges of the above mentioned *adda* courts was under the jurisdiction of Sikkim chief judges who presided over their cases and exercised a supervising and appellate jurisdiction over the *adda* courts.¹³⁶

The chief courts: Above the *adda* courts, the chief courts were there, which exercised both original and appellate jurisdiction. The senior most judges of the state were elevated to the post of chief judges. The authority beyond the functions of *adda* courts could be transferred and disposed of to the courts of chief judges. The chief judges exercised their powers in both original and appellate jurisdiction. The chief courts have an authority to deal with the revenue suits that was under the domain of land administration. The chief judges also looked after the lower *adda* court's judgements and could decide the merit of the lower court's order and scrutinize the

¹³⁶ Nirmalananda Sengupta, Op, cit, p,255

lower *adda* court's functions. As *adda* courts, a judgement were sometimes granted on compromises and only petty cases were disposed off. The chief courts were not the final court of appeal and justice, the apex judicial authority was the Supreme Court whose decision was taken as final.

The Supreme Courts: The highest court of appeal in the kingdom was the court of *Maharaja* the Supreme Court. Its original jurisdiction was in absence. The board of judicial committee of the Privy Council in England had authority to appease the *Maharaja* with regard to its judgement after the merits of cases. The Supreme Court while in Sikkim had no authority to settle and tried the British subject cases in the kingdoms. Along with the state judicial courts, political officers also had special powers with regards to judicial judgments if any. The civil litigation case with regards to British subjects had a choice to appeal either in the *darbar* or political officer's civil courts. The political officers could perform the functions of the district magistrate cum district session judges' authority and the decision taken by the authority was full and final except in some cases. This court of Sikkim followed the British line of administrative governance and was very simple in nature. However, the demerit of the case was that there were some instances with regards to non-observance of technicalities error, evidence based proof on their final judgment.

Retired judges of the districts and sessions judges from the various states of India were appointed to the posts of Sikkim High Court judges and the Chief Magistrate's Court. Now *Tehsiladrs* came to be known as District Magistrate and Assistant Magistrate as Deputy District Magistrate. They functioned as both civil and criminal related affairs through judicial proceedings. Now the magistrate exercised both judicial and executive powers since judiciary was not separated from the executive

functions. By 1963, an attempt to separate judiciary from the executive was taken into consideration by creating a post of *Munsif* Magistrate who could exercise both civil and criminal matters.

Practically *Chogyal* had an upper hand when it came to the kingdom's judicial functions. He was the source of administration of justice in the country. *Chogyal* appointed judges for the respective state courts as per his discretion. In order to strengthen a better judicial administrative system, an appointment of officials to the executive cum judicial post was created. Since there was no civil or judicial service commission to look into this matter.

a. Eastern circle

A Deputy Magistrate was deputed in the eastern circle with powers of a second class magistrate whose jurisdictional authority was to try civil cases up to a value of Rs. 2000. Deputy Magistrate held a power to record a statement of the convicted criminals as deemed under the investigation officers.

b. Western circle

A Deputy Magistrate was appointed with the first class magisterial powers to try a civil cases value up to Rs. 5000.

The *Chogyal* was the ultimate source of court of justice in the country. A court of tribunal was set up to review the judgments of the cases and other misjudgments of cases which were thoroughly scrutinized by the tribunal court. The first member of the court of tribunal consisted of Rai Bahadur T.D. Densepa and Rai Saheb B.B. Pradhan. This tribunal was presided over by the justice Bijoyesh Mukherjee of Calcutta High Court. Another tribunal was formed under the chairmanship of Justice D.M. Sen of Guwahati High Court and its members are Mr. M.P. Pradhan and Tashi Chhopel. The last tribunal was formed under Justice D.M. Sen as Chairman along

with Mr. Kashiraj Pradhan and Mr. Sonam Tshering as its members respectively.

Sir Tashi Namgyal initiated several administrative machinery posts 1947, in order to check the growing influence inflicted by the new pressure groups.

Sikkim subject regulation of 1961: Sir Tashi Namgyal's administration also stressed on safeguarding the rights of his subjects by enacting Sikkim Citizenship Regulation passed in 1961 known as 'Sikkim Subject Regulation Act'. Through this regulation, the state administration began to collect name of its citizens for registering them as Sikkim nationals based on certain terms and conditions. The regulation clearly defines provisions for granting citizenship status for Sikkim subjects. A total registration for citizenship claims included at about 1.50 lakhs¹³⁷ applicants in that year.

A registration process for 1961 Sikkim subject certificate contained a list of early subject holders along with the names of father, date of birth and their place of residence. Those who failed to submit their identity proofs of Sikkim residence their claim for Sikkim citizenship subject were rejected. Registration claims got rejected by the authority due to their fake claims and due to potential disqualification as they were unable to submit due proof before the authority. Majority of the rejected citizenship claims were from the Nepalese communities. Tibetan refugees who immigrated Sikkim after the Chinese invasion of Tibet post 1959 also staked claims for Sikkim citizenship rights. The Nepalese who were not allowed to stake their claims over Sikkim citizenships gradually moved towards Assam and other neighbouring states of India and some members again returned to Sikkim later on. The regulations of 1961 may be considered as epoch making reforms in the history of Sikkim as thorough verification of names was conducted and one of the exhaustive tasks ever done in the country before merger period was concluded.

¹³⁷ Jigmi N.Kazi, "*Sikkim for Sikkimese-Distinct Identity Within the Union*", Hill Media Publications, Vol.1, Gangtok, 2009, p.7.

The criteria for the persons claiming and acquiring Sikkim citizenship as per the provisions of 1961 are as follows:

Before the immediate commencement of Sikkim subject regulation only persons of Sikkim with valid possession of identity proof were subjected under this act. The regulation prescribed for the Sikkim subject's claims are if:

1. He/she was born and resident of Sikkim therein or
2. Those who were ordinarily resident of the territory of Sikkim for a period less than 15 years immediately preceding such commencement. Provided absence of the counting for 15 years from the said territory under government of India on account of service shall be disregarded or
3. Is the wife or minor child of a person's as per clause (a) or clause (b)

Provided a claims for minor or persons of unsound mind such applicants shall be met by his guardians.

Further a person with no domiciled proof of Sikkim could be made Sikkim nationals if his/her ancestors were the subjects of Sikkim prior to the year 1850.

Based on these provisions of Sikkim Subject Regulation, any citizen was eligible for Sikkim subject certificate as per their descent claim that their earlier generations were of Sikkimese nationals. Naturally, the provision stated that a person's born from Sikkim subject holders would become Sikkim nationals either born in or out of country.

Through marriage alliances with the foreign nationals Sikkim subject status could be acquired after renouncing their former citizenships after being married to the Sikkim subjects.

Sikkim subject's status could also be acquired through naturalization after submitting applications to the government of Sikkim as prescribe under the state regulations

rules.

On contrary to this regulated policy, there were several other means to lose his/her citizenships based on the regulations. The issue of losing citizenship included as follows:

When a person voluntarily acquired citizenship rights from other countries and renounced his Sikkim citizenship status. Or through marriage alliance one could renounce Sikkim subjects status; for example a woman when married to non Sikkim's subjects or a persons who was involved in unlawfully trade activities or had an alliance with the enemy of Sikkim or had been disloyal to the *darbar* or with persons in possession of fake Sikkim certificate of identification with naturalization, fraud etc., or had been in prison for the convicted crimes within five years of naturalization ceased to confiscation or cancelled of Sikkim subjects certificate.

Demand for Constitutional Reforms.

The greatest advantage Sikkim sought from the Indian independence movement was the liberation of the masses from the autocratic rule. The growth of new political and social awareness, politics of religion and economic discourses led to the birth of Sikkim's first political party known as Sikkim State Congress on the 5th Dec, 1947. The Sikkim State Congress was affiliated to the parent body of the Indian National Congress (INC). The Sikkim state congress was formed on the basic objectives of the following:-

- A. Abolition of landlordism
- B. Formation of a popular interim government
- C. Sikkim's merger to the union of India.

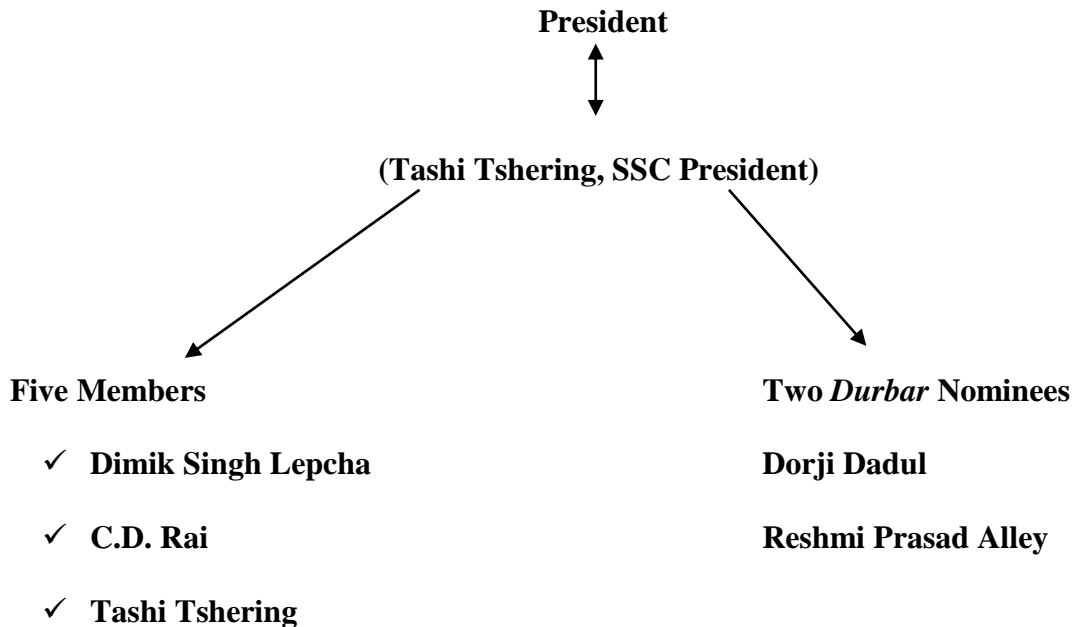
However, in course of time, SSC became a single largest political party in the

kingdom. It carried forward the basic sentiments of the pro majority Nepalese population as its supporters were mainly from majority of the Nepalese community. Meanwhile, in order to counter the rise of SSC, a new political party Sikkim National Party (SNP) was formed which was then backed by the *durbar*. SNP leaders were from within ethnic Bhutia Lepcha community, and its supporters were also mainly backed from within these two communities and then from the pro-palace sentiments. Consequently there arose clashes of political interests between two political parties whether in good terms or in bad inflicted interest. The SSC's agenda was completely different from that of the SNP. The latter aimed to protect and safeguards Sikkim's rich cultural and unique history and demanded to remain a separate independent country with due protection from the Government of India. The SNP members consisted mainly from the affluent Bhutia Lepcha nobility ignoring the local level members from the grassroots levels. SNP's demand for maintaining Sikkim as a separate sovereign status proved no worth and ultimately Sikkim was merged to the union of India in the 1975.

On the contrary, SSC fought against the various discriminatory policies of the *durbar* and demanded for the need of the constitutional reforms. SSC raised a voice against the ruling authority and hoisted Black Flags as a marked of dissatisfaction and protest against the *durbar* policies. Due to SSC's aggressive campaign against the *durbar*, many of their prominent leaders were jailed. SSC was serious about their political motives and led a delegation comprising of a team of experts to Delhi with an objective to restore and bring back new constitutional reforms based on democratic principles. Inspired from the Indian struggle for freedom, Sikkim State Congress launched a Satyagraha movement in May 1949.¹³⁸ This strong wave of political

¹³⁸ Awadhesh Coomar Sinha, Op, cit, p.25

resentment and widespread protests led to the ruling authority to finally surrender administrative duties for the time being and he agreed to compile and form an Interim government. The interim government consisted of the following cabinet members:-



For the first time after Indian Independence, the administration was transferred from the *darbar* to the popular Interim Government on May 9, 1949 with Sir Tashi Tshering as the head of the government. Unfortunately, this popular Ministry got dissolved after a month of its formation, owing to administrative inconvenience and lack of coordination as main reasons behind its failure. A judgment pertaining to important bills passed by the Ministry was disagreed upon at the higher level on a several grounds. *Durbar* nominees also created several hurdles with regard to cooperation in the important decision making process. In fact, the Ministry's allocation of dispensing administrative duties was in absence with no proper authority to functions. Important reformative issue like administrative, land revenue and agrarian reforms were not to be discussed by the Ministry.

Meanwhile, *darbar* succeeded in convincing New Delhi to dissolve the Ministry with forward claims of Ministry in Sikkim means offending the sentiments of local

population. Sir Tashi Namgyal's government was able to succeed in withdrawing the popular Ministry on the eve of 6th June 1949. The *darbar* succeeded in suppressing the initial anti-monarchical forces and to protect its rich unique history. But, gradually, widespread anti *Chogyal* sentiments started spreading and herby realizing the need for popular representation, Sikkim *darbar* began to initiate a process of the democratization.

Acting upon the scenario of crisis in Sikkim and its strategic significance to her immediate neighbours, Government of India acted swiftly to resolve the issue. Based on this, the state executive power was transferred from the dissolved ministry and passed on to the *Dewan* who was deputed to Sikkim on the *Maharaja's* request to head the kingdom's administration. He was nominated from the senior Indian civil services and his tenure was fixed for a brief period of time. Sir John Lall was the first *Dewan* of Sikkim from 11th August 1949, with the conferment upon the new executive functions; the *Dewans* exercised his power in bringing about a series of new reforms in the field of various administrative capacities. Immediately after the *Dewan* assumed his office, he issued a notification with regard to dissolution of agrarian hardships, measures to abolish a lessee system and measure to raise the standard of the cultivators by safeguarding their rights. Under his direction new judicial reforms were introduced and he also upgraded the economic policies which were framed to enhance the treasury of the kingdom.

Finally, on 22nd January 1947, a resolution was passed in the constituent assembly to form a committee to deal with the special issue between the kingdom of Bhutan and Sikkim. The committee was to submit a report to the assembly after having due

negotiations with the chamber of princes. However, 'Standstill Agreement' which was signed between Sikkim and government of India continued the legacy of the British administrative policy. Through this agreement, all of Sikkim's relation with India and her administrative concerns existing before '14th August, 1947' were continued until a new treaty with the government of India was to be negotiated.

The Indo-Sikkim pact of 5th Dec, 1950 may be regarded as the *Maharaja* Tashi Namgyal's greatest administrative and political move which can be remembered in the long history of the relationship between Sikkim and India. But; the treaty of 1950 greatly reduced the existing pride and prestige of Sikkim's political and administrative affairs. Despite the kingdom's willingness to join as a member of the United Nations (UN), the pact of 1950 curtailed Sikkim's ambitious move to join the international arena. Bhutan on the other hand successfully joined as the members of the UN. India refused Sikkim interest to be a member of the UN as India believed Sikkim being a protectorate country based on the 1950 treaty, didn't necessarily entail the UN membership. Through this treaty, Indian officials were recruited in the kingdom's development process under various capacities. A total of thirteen (13), Articles consisted the Indo-Sikkim pact of 1950 (See Appendices). Of these, all of the kingdom's external affairs including defence, communication, etc came under the control of the government of India. Gradually Indian political influence could be clearly witnessed in the Sikkim politics. Because of the pact, a large part of the territories that fell within the strategic location of the East and North districts of Sikkim came under the direct domain of the Indian army.

Royal Proclamation of 1953

Post 1947, witnesses many administrative changes and one major change can be seen in the field of legislative council. Various methods and means of administrative welfare measure were undertaken in order to disseminate the democratic ideals and principles. In May 1951, all party meeting was conducted for a state elected council with seventeen members reserving six seats for Bhutia Lepcha, six seats for Nepalese and five nominated seats through the *darbar's* discretion. Further the royal proclamation of 23rd March 1953 defined the constitutional functions of the state councils; to which a state council and executive council was to be formed to administer the kingdom's administrative machinery. For the first time the elections were held on the basis of constituency level which was divided into four constituencies to elect its 12 representative members. The allocated constituencies are as follows:

1) Gangtok constituency	2 Bhutia-Lepcha 1 Nepalese
2) North central constituency	2 Bhutia-Lepcha 1 Nepalese
3) Namchi constituency	1 Bhutia-Lepcha 2 Nepalese
4) Pemayangtse constituency	1 Bhutia-Lepcha 2 Nepalese

The method of the seat allocation was to maximize the minority Bhutia Lepcha seats instead of majority Nepalese seats. The four candidates each for Gangtok and North central constituency while, the two candidates each for Namchi and Pemayangtse constituency. The qualifications required to be a member of the state council were as follows:

- a) At least 30 years of age.
- b) Of Sikkimese origin
- c) Possess such other qualifications as may be prescribed by the *Maharaja* from time to time.

The year 1953 saw the creation of a legislative body called the Sikkim state council or the Sikkim council under the leadership of Sir Tashi Namgyal. The elected member of the legislative council was entrusted with the various administrative duties. According to the Royal Proclamation of 23rd March, 1953, the state council set out the powers and its structural composition to the executive council. The state council was presided by the President appointed by the *darbar* and consisted of 17th members. Of these 17th members, Six Bhutia Lepcha, Six Nepalese and Five nominated members were from the *darbar's* discretion. The state council further got amended in the year 1958 and its legislative council members rose to 20 from 17.

Looking into royal proclamation of the Sikkim state council of 17th March, 1958, its distribution of seats sharing was as follows:-

Reservation	No of Seats
1. Bhutia and Lepcha	6
2. Nepalese	6
3. General Seats	1
4. <i>Sangha</i> (Monastery)	1
5. Nominated Seats	6
Total	20

As per the Sikkim state council and executive council proclamation, section 7(a), laid down that state council should meet at least twice a year. However, the *Maharaja*

could intervene to conduct council sessions at any period of time. The *Maharaja* also had the authority to dissolve the state council sessions. The normal tenure of the council was for a period of three years unless it got dissolved earlier by the *Maharaja*. Based on the clause of the state council section 13th, the council had the power to enact new laws for peace and good governance. Annual budgets in every fiscal year was to get due consent from the *Maharaja*. Budgetary finance expenditure and estimated receipts were discussed in the council and passed from the floor of the council. Matters related to external affairs of the state including Indian affairs and matters of the Maharaja and Royal Highness's were prohibited to be discussed in the house of the Sikkim state council.

However, the state council had no voting right in some of the following governmental expenditures:-

- i. The civil lists, *Maharaja's* household expenditure
- ii. Allowance and salaries of the *Dewan*, the judiciary and other officers on deputation
- iii. from the government of India, and
- iv. Based on sec.17, secret and discretionary expenditures.

The financial supports assisted by the government of India for its developmental programme were also not allowed to be placed in the floor before the house of the state council. The powers and functions pertaining to the Sikkim council was however limited. State council had no authority to discuss in matters affecting the reserved subjects which included the department such as Ecclesiastical, State External Affairs, State Enterprise, Home, Police, Finance, Land Revenue, Rationing, and Establishment Department¹³⁹.

¹³⁹ B.S.K Grover, Op, cit, p.65.

State Executive Council

Along with the function of the Sikkim state council, the state executive council initiated a process of the decentralization of the Sir Tashi Namgyal's government. The executive council was headed by the Indian appointed *Dewan* and its members consisted of the nominated elected members of the state council with due accent from the ruling authority. The executive members of the state council assisted the *darbar* in its administrative discourses as long as there was *Maharaja's* pleasure. The state executive council comprised of the President and two executive members. The *Dewan* was the ex-officio chairman of the Sikkim executive council. Chairman proceeded the council sessions and in his absence a senior member of the council proceeded the sessions.

Gradually, the state executive council members rose from three to five by 1959. The members included the following executive councilor's candidate assisted by three deputy councilors such as follows:

1. Kashiraj Pradhan
2. Martam Topden

The three deputy councillors comprised of:-

1. Nakul Pradhan
2. Norbu Wangdi
3. Chuksam Bhutia

Through this initiation of the executive councilors, Sir Tashi Namgyal's administration focused to modernize new administrative dimensions by associating a larger people's representation in his government.¹⁴⁰

¹⁴⁰ Durga P.Chhetri, "*Decentralised Governance and Development in India with special reference to Sikkim*", Mittal Publications, New Delhi (India), 2012, p.109.

The state executive councilors retire with the appointment of new councilors, but they were also entitled for reappointment¹⁴¹ to the services. The house of executive council was concerned with the legislation of new laws, bills etc. The select committee was also established to consider the working efficiency of the bills. Members of the select committee were recruited from within the state councilors. Most of the legislation was initiated only from the transferred subjects. Bills such as Drug Control Bill, Excise Bill, Eviction Bill-1 of 1956, Gangtok Rent Control and Motor Vehicle Bill were passed by the council. However, some bill stood pending for more than a decade until it got passed in the council. Excise Bill is one such example placed in Dec, 1957 but was only passed in the year 1970.¹⁴²

The executive council held administrative charges in the following departments:-

- Education
- Public Works
- Public Health
- Excise
- Press & Publicity
- Transports
- Bazaars
- Forests

Although the state executive councilors were assigned with their respective department's portfolio their authority to function independently was limited. An

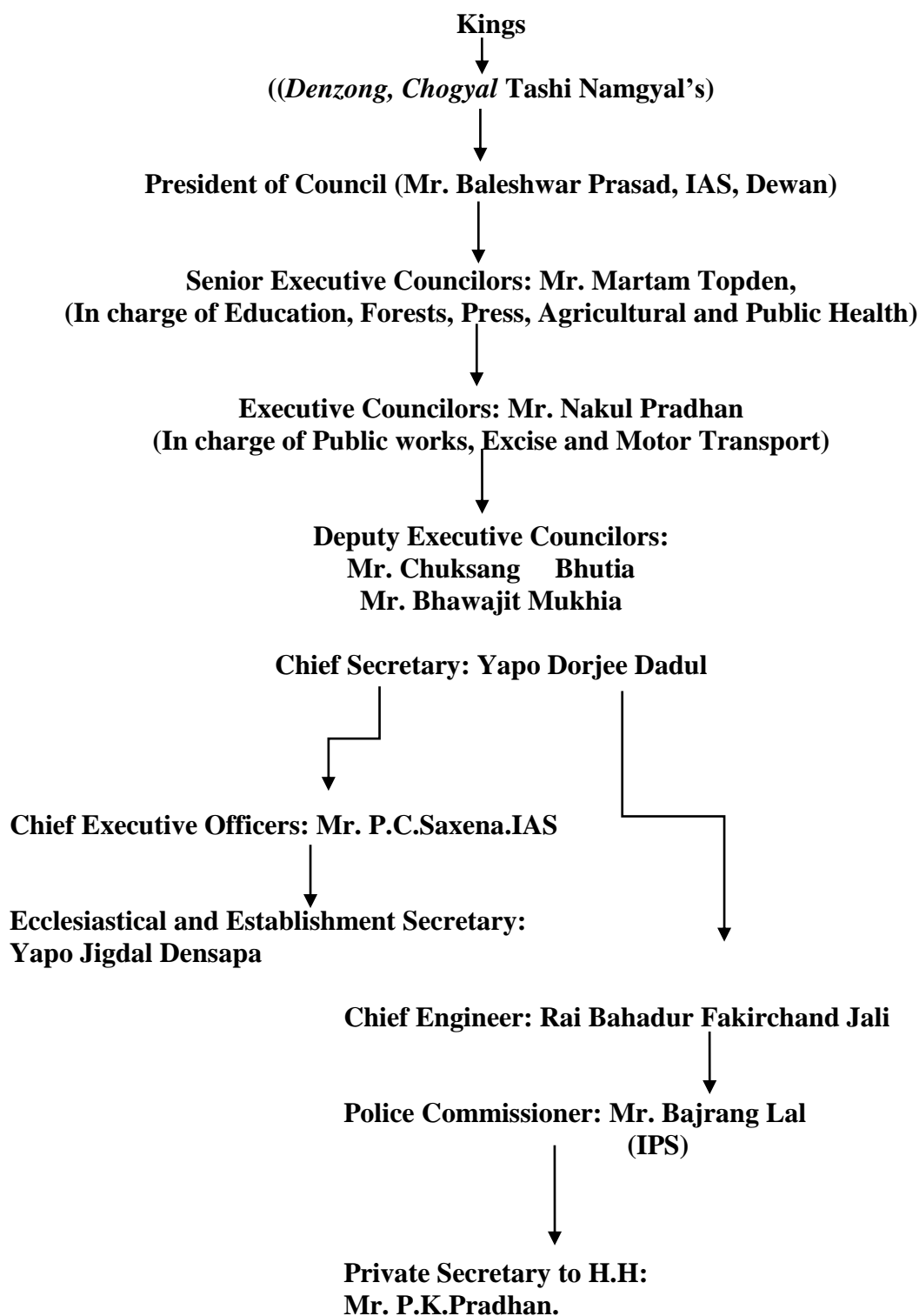
¹⁴¹ Ibid, p.110

¹⁴² N Sengupta, Op, cit, p.203.

important decision was discussed by the executive councilor in every new session regarding the progress report of the new administrative departments. The president of the council outlined the progress and achievements of the government in different sectors in sessions from time to time. Since the *Chogyal/Maharaja* of Sikkim was the ultimate and final source of authority in the kingdom and could veto any decision that was passed before the knowledge of the ruling authority.

Post 1947, the structure of governance under the leadership of the Sir Tashi Namgyal's administration can be elaborated through the following diagram:

Administrative Structure of Government



Source: Sikkim, Facts and Figures, 1963.

With the transfer of the state executive functions vide the royal proclamation of the *Maharaja* in February 1959; a state advisory committee was formed. The advisory committee consisted of the members of the executive council with *Dewan* as its President. This advisory committee looked after the matters relating to state administrative system including portfolio departments of the committee's President. Similarly, the Royal Proclamation of 1953 created a diarchic form of governance to which the transfer of administrative tasks were assigned into two categories viz., one reserved and the other transferred subjects. The categories falling under reserved departments were under the direct watch of the *darbar* under the *Maharaja* Supervision. Likewise, the transferred departments fell within the state executive councillor's portfolio in the country's executive council.

The reserved departments of the state council consisted of eight subjects as summed as follows:-

1. Ecclesiastical Affairs
2. External Affairs
3. State Enterprise
4. Home and Police
5. Finance
6. Land Revenue
7. Rationing
8. Establishment

The reserved departments were under the chairmanship of the *Dewan*

The state transferred departments are listed as follows:

1. Education
2. Public Health

3. Excise
4. Press and Publicity
5. Transport
6. *Bazaars*
7. Forests
8. Public Works

The councilors with specialization in certain fields were assigned with the various administrative tasks. For example, the transferred lists required certain specialization in the field of local knowledge and social services. On the other hand, the reserved departments required knowledge over land revenue, law & order of the kingdom's long history. In the council sessions, the chief secretary submitted a report with regards to progress and achievements of the transferred departments to the council chairman.

Reorganization of Secretariat

The gradual modernization process of the administration of Sikkim can be seen only post 1947 vide appointment of *Dewan* as an Administrative head of the kingdom. Foremost, the top position of the hierarchy of the country's administration was headed by *Chogyal Chempo*, the supreme leader of the kingdom. *Chogyal* was assisted by his chief aide and executive officer termed as 'Principal Administrative Officers'. After its creation this post was held by R.N. Haldipur. PAO was appointed by the *Maharaja* with due approval from the Government of India as the officer was being selected from the Indian Civil Services background. PAO discharged important administrative tasks in the country. In the absence of the *Maharaja*, the PAO acted as the main guardian in the country's administrative business.

PAO was the ex-officio chairman of both the state council and executive council. The executive council discharged important affairs pertaining to new laws and new bill. However, matters related with Finance Bill had not much to do in the kingdom's executive council. Finance bill was discussed at length and passed only in the Sikkim state council. Important decision making process and the new Bills had to be highlighted before the Sikkim state council sessions and some bills were discuss in the house of executive council and had to be submitted before the *Maharaja* in order to get due recognition.

The elected Sikkim executive councilors were discharged with various departmental portfolios such as:-

- a. Education.
- b. Public Health.
- c. Transports.
- d. Bazaars.
- e. Excise.
- f. Forests.
- g. Public Works.
- h. Animal Husbandry.
- i. Agriculture.
- j. Press and Publicity.

Sir Tashi Namgyal's administration saw rational progress in his administrative system at the country secretariat level with the appointment of the post of Chief Secretary by the year 1954. Chief Secretary was the head of the state administration who supervised the administrative system of the reserved departments.¹⁴³ New secretariat establishment under Chief Secretary was under various departmental subjects such as finance, panchayats, land revenue, education, public works and law. Mr.T.D. Densapa was the first chief secretary of Sikkim to lead *Maharaja* Tashi Namgyal's administration. Then, a new Development Commissioner's post was created with *Maharaja Kumar Jigdel Tsewang Namgyal* as the head of the commission. To exercise coordination between various departments in the field of developmental activities, a Development Secretariat was established. Apart from all these activities,

¹⁴³ Ibid, p.111.

the secretariat also prepared a future roadmap for the development plan of the Sikkim. Chief Secretary along with the executive council President supervised and coordinated the development process of new administrative head i.e., the Development Commissioner and other state secretaries. This way the new secretariat helped to run the show of state administration independently in certain assigned administrative machinery.

The land lordships exercised magisterial and judicial functions. However, the judicial functions of the landlords got abolished along with the abolition of landlordism in 1949. Then the establishment of several *Tehsil*-office and the Revenue officers was appointed. The rate of tax collection was also slightly reduced. To suit the administrative vibes, the kingdom was split into four administrative offices later. At the district level, a District Magistrate (DM) was appointed to functions as the head of the country regional administrative duties. A revenue officer was appointed in each of these districts to collect taxes. In the local level the administrative works was carried forward by the Panchayats which was established in 1966,¹⁴⁴ to look after the business of the village level bodies. The village administration looked after the welfare of the village programmes including its infrastructural build up. Sikkim's first village Panchayats election was based on one family and one vote system and the political campaigns on the basis of party tickets and its affiliation was in absence.¹⁴⁵

Apart from District officers, Deputy Development officers, and Inspector of land revenue was also there to serve in the regional administrative offices. Sikkim's various administrative departments were headed by the Directors as some departmental system had no secretary as a post to lead the administrative departments.

¹⁴⁴ Ibid, P.44

¹⁴⁵ Ibid, P.44



Fig: Old Tashiling Secretariat, From Coronation Book.
Photo Credits: Sikhim.blogspot.com



Fig: New Tashiling Secretariat, Gangtok.
Photo Credits: Sikhim.blogspot.com.

The post of Director was under the jurisdiction in the following departments:-

- a. Education
- b. Health Services.
- c. Chief Engineer.
- d. Commissioner of Police.
- e. Conservators of Forests.

The posts of Chief Secretaries, secretary and Directors, all these posts were below the subordinate to the Principal Administrative Officers and fell within the tutelage of the PAO orders.

Besides, the executive functions of state Councilors, there was certain other department allocated specifically only under the domain of *Maharaja* of Sikkim. Such department that comes under the *Chogyal* was categorized as 'reserved subjects', which also include a political relation with India. Monastic establishments were headed by secretary for ecclesiastical affairs under the watch of the *Chogyal* via, his PAO office. Law and order falls under the reserved subjects except in some circumstances the department was handed over to the chief secretary.

The Development Commissioner was there to access and coordinate the works of the several departments. A progress related to planning programme in the kingdom was under the charges of the Development Commissioner. The Financial advisor assisted to advice in the financial set up of the country's expenditure on her development infrastructure. This integration of the financial adviser to several departments' heads on the matters related with financial exchequer and audit helped in keeping the country's administrative updated with the help of timely financial grant through government aid. The financial secretary discharged duties on the accounts of the revenue and expenditure of the country in every district and all these records were kept on the state bankers, Messrs Jetmull Bhojraj.¹⁴⁶ The major sources of revenue were derived from income and sale tax, excise, *bazaars*, forests and Sikkim

¹⁴⁶Ibid, p.45

Nationalized Transport (SNT). Minor taxes were derived from the sources such as land revenue etc.

With regards to Judicial administration of the country vide proclamation of a special charter, High Court was established in 1955. High Court functioned as apex judicial authority consisting of chief judge and its member's judges. Besides, there was other judicial authority such as chief judicial magistrate in Gangtok, and four magistrates in each of the four districts respectively. The effort to review a judicial law in par with the modern proceeding was initiated though only some laws were codified. The *Chogyal* was the ultimate source of authority and the kingdom's final court of appellate was on the ruler's hands and verdict was on his discretions. The law related to capital punishment was judged before the *Chogyal*, and the ruler could consider the case with the tribunal to further examine the merits of details case. With the amendment of the laws, this sort of law related with feudal type of capital punishment was abolished in the year 1948.¹⁴⁷

Sir Tashi Namgyal's government had no regular system of recruitment in neither the administrative posts nor the kingdoms civil services. Most of the country's vacant administrative posts were filled via *darbar's* discretion. Likewise, shortage in skilled and trained expertise in the field of kingdom's administrative affairs compelled Sikkim's authority to recruits top officials from Indian origin in the Sikkim administration on deputation basis. The administration then adopted 'parity formula' between Bhutia Lepcha and Nepalese in order to balance the free access to government benefits. This way the kingdom's administration was manned by balancing the rich communal harmony.

Meanwhile, Government of India also maintained important administrative

¹⁴⁷ Ibid, P.45

departments in Sikkim such as:-

- ❖ Central Public Works Department
- ❖ Indian Border Roads Organization (BRO)

These departments coordinated with other stakeholders and took initiatives in building and maintaining the national highway, including road connectivity from North Bengal to Gangtok and from Gangtok to the Northern and Eastern parts of the country.¹⁴⁸

Besides, Government of India also, ran the postal, telegraph and telephone services as important and integral means of communications. The kingdom of Sikkim had no special currency of its own nor was a postage stamp, hence Indian currency legal tender everywhere in the country. West Bengal being a border state of India shared an important entry points with Sikkim and facilitated her business transactions. West Bengal did not impose any principal taxes such as sales tax towards Sikkim. No trade or customs barrier existed between Sikkim and India.

Government of India via Political residency maintained very cordial relations between two nations. The political office though initiated under the British influence continued to carry forward the legacy of British administration after 1947. Political office coordinated in a liaison between GOI and Sikkim and assisted the Sikkim *darbar* in leading the kingdom's administrative affairs.

Prince Palden Thendup Namgyal as de-facto ruler: After the sudden and tragic accident of heir apparent Prince Paljor Namgyal while in active services in Royal Indian Air Force, the younger brother prince Palden Thondup Namgyal had to shoulder the huge responsibility in the affairs of his father's administration. Palden Thondup Namgyal was sent to Indian Civil Services training at Dehra Dun in 1942. The heir apparent was under the tutorship of *Athing* Tashi Dadul Densapa of Barmiok.

¹⁴⁸ Ibid , p.48

Gradually, Prince PT Namgyal was elevated to his father Tashi Namgyal's administration as Principal Advisor to the *Maharaja* in matters related with judicial and executive functions. Because of his experience and exposure with regards to state administration the prince was appointed as president of the Sikkim state council in the year 1944, and assumed office until 1949. The various departments falling under the reserved and transferred list of the *darbar* were personally looked after by the Prince P.T. Namgyal. Due to his elevation to such prestigious posts of his father's administration, the Prince made prime moves such as socio-economic welfare and other administrative reforms. Prince P.T. Namgyal stood tall when Sikkim signed the famous Indo Sikkim treaty of 1950 with India as the prince was his father's principal advisor on external affairs during the course of 1949/50 proved worthy.

During the last few decades of Sir Tashi Namgyal's reign the kingdom's administrative responsibility was handed over to the crown Prince Palden Thendup Namgyal. By that time prince Palden Thendup Namgyal was well experienced with regards to his country's administration and his father Sir Tashi Namgyal had full faith on him. Sir Tashi Namgyal devoted most of last years of his reign into a religious one spending time in a retreat while remaining aloof from the state political affairs. He was also well experienced in paintings and spent his leisure time on these activities rather than being involved in state affairs. On the contrary, Prince Palden Thendup Namgyal actively got involved in his father's direct administrative business and was the ultimate source of political authority in his kingdoms.

Planning

The first major developments plan was drawn up in 1945 and was aimed to focus for the upliftment of state society and improve the economy. The Namgyal administration

was clear about the roadmaps of the future course of actions. Due to lack of sufficient funds such earlier major development plan had to be scrapped. However, after post British era, Sikkim government started negotiations with the government of India from 1947 onwards to carry out its development plans. This optimistic policy which was once a dream of the Sikkim's rulers turned out to be converted into reality. During, Jawaharlal Nehru's visits to Sikkim in 1952 after prolonged discussion with the then *Maharaja* of Sikkim, government of India agreed to provide aid for the Sikkim development plans. The mutual trust and friendships between two neighbors led to the initiation of the Sikkim's First Economic Development Plan in 1954 and then second plan in 1961, which completely changed the shape of Sikkim's socioeconomic development model into a newer path.



Fig: Indian Prime Minister Jawaharlal Nehru accompanied by His Majesty 11th *Chogyal* of Sikkim, Sir Tashi Namgyal along with his son, Crown Prince Palden Thondup Namgyal, his daughter-in-law, Princess Sangay Deki Samdrophodrang; and Apa Pant, Indian Political Officer during the latter arrives on a 1956 state visit.

Photo Credits: Image Archive. Projectdenjong.com

The year 1954 witnessed the first major steps in the formulation of Sikkim's planned development programme. Sikkim state plan was brought into limelight with an outcome of Indian Prime Minister Jawaharlal Nehru's visits to Sikkim on April, 1952. Through this, the then *Maharaja* Sir Tashi Namgyal initiated a future course of development in order to boost the country's economy in a planned manner with due assistance from the Government of India. Seven-Year Economic Development Plan (1954-61), was drafted by a team of experts from Indian Planning Commission. Though launched in the year 1954, the actual Seven Year Plan started in Sikkim from 1955. For that a mission to be successful an expertise of human resources was invited from the Indian subjects to draft a course of actions in its development programme. The First Seven Year Development Plan focused was on building new infrastructural projects including road connectivity, health, education, agriculture and hydro electric projects etc., was the main concern during the First Sikkim Seven Year Plan Economic Development. With regards to the launch of planned development model, Sikkim was comparatively ahead of her immediate neighbors. Bhutan initiated her First Plan Development only in the year 1961. Government of India assisted Sikkim both financially and provided technical experts during her First Seven Year Plan. An amount numbering to about INR 32.369 million was invested on this first plan total outlay. However, the amount invested over for building National highways to northern and eastern Sikkim was not included in the total outlay, as these projects were carried on by the Border Roads Organization (BRO), and charged to the Indian exchequer.¹⁴⁹ Consequently with the success of the first Seven Year Development Plan in Sikkim, *Maharaja* of Sikkim again decided to launch a Second Development Plan from the year 1961-66.

¹⁴⁹ Ibid, p.113

The two biggest economic development plans were launched during Sir Tashi Namgyal's reign in order to facilitate the all round development of Sikkim. The development plans taught sharing of powers between higher to lower level as these developmental initiatives were mainly undertaken from the ground level. State secretariat was the nodal agency which acted as a coordinator in implementing several developmental projects vide coordination with the various departments' heads. Development committee was constituted in formulation with regards to the popular people participation in nation building activities. So, in this way, the planned economic development saw greater people's participation which ultimately led to the success story.

Thus, *Maharaja* Tashi Namgyal's administration initiated roadmaps for the Sikkim development model by creating a decentralized democratization process of the country's administrative policy through distribution of the administration responsibility between *darbar* and the State secretariat and then to the local administrative levels.

In 1960, Sikkim National Congress put forward demands against government of India to initiate following basic objectives:-

- a) To have a valid representative government with executive responsibility in the assembly. The election to be based on adult franchise on a parity basis.
- b) The need for constitutional monarchy was raised.
- c) Maintaining proper rule of law
- d) Independent judiciary.
- e) High court.

The above mentioned demands were raised during the first phase of the Sikkim seven

year economic development plan. However, all these demands put forward by the SNC were not considered seriously by the government of India. The complete focus shifted towards new economic plan as funded by the government of India. Focus was on the path on how to lead economic progress rather than constitutional changes in the country.

Similarly, *durbar* approved to constitute a committee to locate and identify the rich mineral deposits in Sikkim. This led to formation of Joint (Indo) Sikkim Mining Corporation on 22nd March 1960. Keeping in view a risk or threat to security it possesses from the Northern frontiers, *Maharaja* of Sikkim visited India on January 1961 and briefed with regards to the defence built up. During a time of the outbreak of the border crisis along the Sino-Indo border, Sikkim loyally stood along with the Indian counterparts. Large numbers of the Indian soldiers were deployed along its frontiers to challenge any misadventure posed by the Chinese occupations. Sikkim local recruits were also deployed to guard its northern border and in terms of manning a border an equal share of locals were there along with Indian troops to man its frontiers. Sikkim's local militia was also raised with an approval from the ruling authority to challenge her external threat. State administration approved the communication networks particularly roadways heading up to the border regions. During the hour of an unprecedented wake of the sudden Chinese aggressive behavior on the eve of October, 1962, along the borders, Sikkim declared a state emergency on 13th Nov, 1962. All party meeting was called upon and constituted all the parties of Sikkim people's consultative committee which was convened on 19th Dec with Prince P.T. Namgyal as the President of the committee. The committee discussed on the future course of actions pertaining to Sikkimese welfare in an hour of crisis. A

defence measure such as community civil defence plans including various precautionary measures to avoid any damages or losses of lives was constituted. By 21st January, 1963, an influx of Tibetan immigrants began to move towards Sikkim as a result of which the Sikkim administration began to impose a strict vigil on the entry of Tibetans¹⁵⁰ along its border check points. Sino-Indo war of 1962, led to the development of the border roads and as a result a road from Gangtok to Lachen was finalized.

The 1962, Sino-Indo war witnessed a small Himalayan Buddhist kingdom like Sikkim which fought valiantly along the sides of its Indian counterparts. The solidarity that both the nations cherished led to the establishment of very cordial relationship between both the countries and has lasted in several grounds.

¹⁵⁰ Shanti Prasad Varma, "*Struggle for the Himalayas: (A study in Sino-Indian relations)*" sterling publishers (P) ltd, New Delhi, 1965, p.175.

CHAPTER-V

CONCLUSION

The 333 long years of Namgyal Dynasty from 1642 A.D to 1975 was ruled by twelve successive *Maharajas* and it ultimately came to an end after Sikkim a became part of the Union of India during the Prime Ministers hip of Indira Gandhi. The then eleventh *Maharajas* of Sikkim, Sir Tashi Namgyal who ruled for almost half a century from 1914 till 1963 was considered to be one of the greatest enlightened rulers in the Namgyal ruling history. His reign was also marked by one of the catastrophic events in the global history. From the time of his accession to the throne in the year 1914 which was marked by the start of First World War (1914-1918), then the restoration of the kingdom's internal administrative authority in the year 1918, that marked the closure of First World War; both these phases witnessed the swift transfer of the political influence from British India's domination to the then hereditary Namgyal's ruling house.

Sikkim had attained the British protectorate status thereby having greater influence of British political officers stationed at Gangtok. Though British India had significant presence over the state's political affairs they did not mobilized adequate resources for infrastructural development in the kingdoms. Instead, British used Sikkim as a strategic outpost from where they could open its door with Tibet while keeping an eye over Bhutan in the East and Nepal in the West along with Chinese occupations. Then, the Second World War from 1939-45 also broke out during Sir Tashi Namgyal's reign. Naturally, Sikkim being an ally of the British was indirectly involved in these two great World Wars. Sikkim's contribution to Britain with active human resources in both the wars was immense. Apparently these two World Wars and post 1947,

Sino-India War of 1962, had adversely impacted the economic activity of Sikkim and disrupted the growth of Sikkim's developmental model. The administration focuses on the war was so immense that several welfare reforms were not initiated on time during the course of these events in history.

Despite the internal administration being under the control of Sir Tashi Namgyal, the Political Officer's influence in the kingdom's administrative affairs was significant. The final decisions of the state *darbar* regarding major administrative reforms had to be consulted with the Political Officers. Since pre British days- the Namgyal administration saw the British government's interference in terms of its major political influence despite the fact that the kingdom had full internal authority over its affairs. With the British presence, the *Maharaja* remained a mere spectator since major reforms and new initiatives in the kingdoms were to be introduced after having sought due suggestions and consultations from the Political Officers. During pre British period of Sir Tashi Namgyal's reign witnessed major shift in the transition of power IN 1947 from British India to the Indian government's influence headed by *Dewan*. Post 1947, the influence of Indian officials in the kingdoms administration had significantly increased. Further the signing of Indo-Sikkim treaty of 1950 strengthened and consolidated the presence of Indian sphere of influence in the small Himalayan kingdom of Sikkim. Most of the administrative charges in the kingdom were put under the Indian Civil Services Officers who was responsible for several administrative departments. Meanwhile, the Sikkim counterparts had to depend upon Indian aid for several welfare reforms. During the peak of Sir Tashi Namgyal's reign the administrative and political authority for the time being was handed over to his son and heir apparent Prince Palden Thondup Namgyal. Prince Palden Thondup

Namgyal influenced his father Tashi Namgyal's administration immensely and major administrative reorganizations and state delegation visits were undertaken under his leadership.

Sir Tashi Namgyal's administration witnessed an adverse impact on the kingdom's economy because of the Two World Wars and the impact of India's Independence Movement of 1947 was also tumultuous. Post 1947, the anti *Chogyal* establishment did inflict the age old Namgyal administration, but due to the swift and able actions under Sir Tashi Namgyal's leadership Sikkim was saved from falling prey towards Indian states. Sikkim continued the British legacy as Indian protectorate state with the signing of Indo Sikkim Treaty of 1950. Further, a strong bond of friendship between India and Sikkim did help to accelerate the growth and revival of Sikkim's economic plan from 1950s onwards with due financial aid released from Indian governments. Good diplomatic ties between Sikkim and India led to Pandit Jawaharlal Nehru's state visit to Sikkim in the year 1952. The visit of Indian Prime Minister (Jawaharlal Nehru), over the Himalayan kingdom was strategically significantly from socio, political, militarily and economical point of view. Consequently, the technical support received from India helped to initiate a major administrative reorganization that included the demand for constitutional reforms, royal proclamation of 1953, creation of state executive council, reorganization of secretariat and measures to protect the distinct Sikkimese identity through Sikkim subject regulation of 1961.

Despite Sir Tashi Namgyal's constant political influence during the transition period from pre to post British era, Sir Tashi Namgyal stood like a pillar and fought for the cause of Sikkim and Sikkimese people as a whole. Sir Tashi Namgyal transformed the

state administration into a parallel modern lies with the introduction of new departments having incorporated into his administrative functions. Sikkim was a member of the chamber of princes; an association which included the Indian princes of princely states under British administration. However, by 1947 this status upset the Sikkim's administration. But Sir Tashi Namgyal's dynamic leadership and swift action was able to convince the Indian authority and by 1947, Jawaharlal Nehru granted special status to Sikkim.

Unlike *Chogyal* Palden Thondup Namgyal in whose reign saw Sikkim merger with the Indian union, Sir Tashi Namgyal's administration secured and consolidated the administrative jurisdiction of the country. Despite Sir Tashi Namgyal's tumultuous reign, he was able to save the country from outside forces and succeeded in keeping Sikkim's distinct national identity. Sikkim which is nestled into the sensitive strategic location situated in between two giant countries of the world; China in the North and India in the South, a small kingdom like Sikkim acted as ideal buffer zone in the region. India did maintain closer affinity towards Sikkim and helped to improve the overall infrastructural development in the country. Their close cultural and historical ties including a viable trading opportunity which thrives between India and Sikkim ultimately led to the transformation of the Himalayan kingdom from traditional to modern nation states. The role of British India in transforming of Sikkim's economy was immense and it helped to move towards the path of modernity. Under Indian watch, several departmental systems were introduced headed by well trained professionals local and non local alike in the kingdom's administrative functions. The initiative of Indian government had completely transformed the image of Sikkim's administration. Sikkim's traditional methods of administrative functions was reduced

and replaced by new modern administrative mechanisms having incorporated from the British models of administrative functions. Though, Sir Tashi Namgyal's administration was under heavy influence of foreign political domination: first under British and then under Indian occupation, it succeeded in saving the country independence and keeping intact its rich cultural, religious and traditional values and turning them into a new and distinct sovereign national identity. Sir Tashi Namgyal's administration kept into consideration the dynamism of the winds of change and gladly accepted the fact for a need of transformation and reformation of state administrative measures by initiating several socio-economic welfare measures. Internally, Sir Tashi Namgyal's administration had an absolute authority over the kingdom's administration and initiated several welfare administrative functions. However, from the external point of view India stood to gain from every point of view.

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APPENDIX-A

Convention Between Great Britain and China, 1890.

Whereas Her Majesty the Queen of the United Kingdom of Great Britain and Ireland, Empress of India, and His Majesty the Emperor of China, are sincerely desirous to maintain and perpetuate the relations of friendship and good understanding which now exists between their respective Empires; and whereas recent occurrences have tended towards a disturbance of the said relations, and it is desirable to clearly define and permanently settle certain matters connected with the boundary between Sikkim and Tibet, Her Britannic Majesty and His Majesty the Emperor of China have resolved to conclude a convention on this subject and have, for this purpose, named Plenipotentiaries, that is to say:

Her Majesty the Queen of Great Britain and Ireland, His Excellency the Most Hon'ble Henry Charles Keith Petty Fitzmaurice, G.M.S.I., G.C.M.G., G.M.I.E., Marquis of Lansdowne, Viceroy and Governor-General of India.

And His Majesty the Emperor of China, His Excellency Sheng Tai, Imperial Associate Resident in Tibet, Military Deputy Lieutenant-Governor.

Who having met and communicated to each other their full powers, and finding these to be in proper form, have agreed upon the following Convention in eight Articles:

1. The boundary of Sikkim and Tibet shall be the crest of the mountain range separating the waters flowing into the Sikkim Teesta and its effluents from the waters flowing into the Tibetan Mochu and northwards into rivers of Tibet. The line commences at Mount Gipmochi on the Bhutan frontier and follows the above-mentioned water-parting to the point where it meets the Nepal territory.

2. It is admitted that the British Government, whose protectorate over the Sikkim state is hereby recognized, had direct and exclusive control over the internal administration and foreign relations of that state, and except through and with the permission of the British Government, neither the Ruler of the state nor any of its officers shall have official relations of any kind, formal or informal, with any other country.
3. The Government of Great Britain and Ireland and the Government of China engage reciprocally respect the boundary as defined in Article 1, and to prevent acts of aggression from their respective sides of the frontier.
4. The question of providing increased facilities for trade across the Sikkim-Tibet frontier will hereafter be discussed with a view to mutually satisfactory arrangements by the High contracting powers.
5. The question of pasturage on the Sikkim side of the frontier is reserved for further examination and future adjustment.
6. The High Contracting Powers reserve for discussion and arrangements the methods in which official communications between the British authorities in India and the authorities in Tibet shall be conducted.
7. Two Joint Commissioners shall, within six months from the ratification of this Convention, be appointed, one by the British Government in India, the other by the Chinese Resident in Tibet. The said Commissioners shall meet and discuss the questions which by the last three preceding Articles have been reserved.
8. The present Convention shall be ratified, and the ratification shall be exchanged in London as soon as possible after the date of the signature thereof.

In witness whereof the respective negotiators have signed the same and affixed thereunto the seals of their arms.

Done in quadruplicate at Calcutta this Seventh Day of March in the year of our Lord one thousands eight hundred ninety, corresponding with Chinese date the Twenty seventh Day of the second moon of the Sixteenth year of Kuang Hsu.

(SEAL) SD/- Lansdowne

(CHINESE SEAL & SIGNATURE)

APPENDIX-B

Indo-Sikkim Treaty, 1950

The President of India and His Highness the Maharaja of Sikkim, being desirous of further strengthening the good relations already existing between India and Sikkim, have resolved to enter into a new Treaty with each other, and the President of India has, for the purpose, appointed as his plenipotentiary Shri Harishwar Dayal, Political Officer in Sikkim, and His Highness the Maharaja having examined Shri Harishwar Dayal's credentials and found them good and in due form, the two have agreed as follows:

ARTICLE-1

All previous treaties between the British Government and Sikkim which are at present in force as between India and Sikkim are hereby formally cancelled.

ARTICLE-2

Sikkim shall continue to be a Protectorate of India, and subject to the provisions of this Treaty, shall enjoy autonomy in regard to its internal affairs.

ARTICLE-3

- (1) The Government of India will be responsible for the defence and territorial integrity of Sikkim. It shall have the right to take such measures as it considers necessary for the defence of Sikkim or the security of India, whether preparatory or otherwise, and whether inside or outside Sikkim. In particular, the Government of India shall have the right to station troops anywhere within Sikkim.
- (2) The measures referred to in paragraph (1) will as far as possible be taken by the Government of India in consultation with the Government of Sikkim.

- (3) The Government of Sikkim shall not import any arms, ammunition, military stores or other warlike material of any description for any purpose whatsoever without the previous consent of the Government Of India..

ARTICLE-4

- (1) The external relations of Sikkim, whether political, economic or financial, shall be conducted and regulated solely by the Government of India, and the Government of Sikkim shall have no dealings with any foreign power.

- (2) Subjects of Sikkim travelling to foreign countries shall be treated as Indian protected persons for the purpose of passports, shall receive from Indian representatives abroad the same protection and facilities as Indian Nationals.

ARTICLE-5

The Government of Sikkim agrees not to levy any import duty, transit duty or other imposts on goods brought into, or in transit through, Sikkim; and the Government of India agrees not to levy any import or other duty on goods of Sikkimese origin brought into India from Sikkim.

ARTICLE-6

- (1) The Government of India shall have exclusive right of constructing, maintaining and regulating the use of railways, aerodromes and landing grounds and air navigation facilities, posts, telegraphs, telephones, and wireless installations in Sikkim; and the Government of Sikkim shall render the Government of India every assistances in their construction, maintenance and protection.

- (2) The Government of Sikkim may, however, construct, maintain, and regulate the use of railways and aerodromes and landing grounds and air navigation facilities to such extent as may be agreed to by the Government of India.
- (3) The Government of India shall have the right to construct and maintain in Sikkim roads for strategic purposes and for the purpose of improving communications with India and other adjoining countries; and the Government of Sikkim of Sikkim shall render the Government of India every assistance in the construction, maintenance and protection of such roads.

ARTICLE-7

- (1) Subjects of Sikkim shall have the right of entry into, and free movement within, India and Indian nationals shall have the right of entry into, and free movements within, Sikkim.
- (2) Subject to such regulations as the Government of Sikkim may prescribe in consultation with the Government of India, Indian nationals shall have:
- a. The right to carry on trade and commerce in Sikkim; and
 - b. When established in any trade in Sikkim, the right to acquire hold and dispose of any property, movable or immovable, for the purposes of their trade or residence in Sikkim.
- (3) Subjects of Sikkim shall have the same right-
- (4) 159
- a. To carry on trade and commerce in India, and to employment therein; and
 - b. Of acquiring, holding and disposing of property, movable and immovable, as Indian nationals.

ARTICLE-8

1. Indian nationals within Sikkim shall be subject to the laws of Sikkim and subjects of Sikkim within India shall be subject to the laws of India.
2. Whenever any criminal proceedings are initiated in Sikkim against any Indian nationals or any person in the service of the Government of India or any foreigner, the Government of Sikkim shall furnish the representative of the Government of India in Sikkim (hereinafter referred to as the Indian Representative) with particulars of the charges against such person.

If in the case of any person in the service of the Government of India or any foreigner it is so demanded by the Indian Representative, such person shall be handed over to him for trial before such courts as may be established for the purpose by the Government of India either in Sikkim or outside.

ARTICLE-9

1. The Government of Sikkim agrees to seize and deliver up any fugitive offender from outside Sikkim who has taken refuge therein on demand being made by the Indian Representative. Should any delay occur in complying with such demand, the Indian police may follow the person whose surrender has been demanded into any part of Sikkim, and shall, on showing a warrant signed by the Indian Representative, receive every assistance and protection in the prosecution of their object from the Sikkim officers.
2. The Government of India similarly agrees, on demand being made by the Government of Sikkim, to take extradition proceedings against, and surrender any fugitive offender from Sikkim who has taken refuge in the territory of India.
3. In this Article, “fugitive offender” means a person who is accused of having committed an extradition offence as defined in the First Schedule to the Indian

Extradition Act, 1903, or any other offence which may hereafter be agreed upon between the Government of India and the Government of Sikkim as being an extradition offence.

ARTICLE-10

The Government of India, having in mind the friendly relations already existing between Sikkim and India and now further strengthened by this treaty, and being desirous of assisting in the development and good administration of Sikkim, agrees to pay the Government of Sikkim as sum of Rupees 3 lakhs every year so long as the terms of this treaty are duly observed by the Government of Sikkim.

The first payment under this article will be made before the end of the year 1950, and subsequent payments will be made in the month of August every year.

ARTICLE-11

The Government of India shall have the right to appoint a representative to reside in Sikkim; and the Government of Sikkim shall provide him and his staff with all reasonable facilities in regard to their carrying out their duties in Sikkim.

ARTICLE-12

If any dispute arises in the interpretation of the provisions of this Treaty which cannot be resolved by mutual consultation, the dispute shall be referred to the Chief Justice of India, whose decisions thereon shall be final.

ARTICLE-13

This treaty shall come into force without ratification from the date of signature by both parties.

Done in duplicate at Gangtok on this Fifth Day of December, 1950.

Sd/-Harishwar Dayal

Political Officers in Sikkim

Sd/-Sir Tashi Namgyal

His Highness the Maharaja of Sikkim.