

CHAPTER-I

INTRODUCTION

INTRODUCTION

Sikkim, the small landlocked Himalayan state, receives attention of the students of social sciences for its distinctive constitutional and politico-administrative background. It travelled a long way from a monarchical state to a democratic one. At the advent of 20th century the then Sikkim became British-India's protectorate (Bhaumik, & Bhattacharyya, 1977). It continued to be so even after independence of India. In 1947, it obtained the status of an "Associated State" of India and with the passage of the 36th Constitution Amendment Act; it became a constituent unit of India in 1975.

The term "political development" includes both constitutional and administrative development of a state. Being a land locked state; Sikkim had to depend on foreign powers from its inception. Throughout 19th and the first half of the 20th century it remained the protectorate of British –India (Bhaumik, & Bhattacharyya, 1977). As a response to the popular agitation since 1949 demanding popular government the Maharaja of Sikkim, the Chogyal, made the proclamation in March 1953 specifying the composition and functions of the legislative and executive Council (Sengupta, 1985) which can be regarded as the starting point of the constitutional history of Sikkim.

On the basis of this proclamation the first election of Sikkim held in 1953 and the last elections before its merger were held in 1973. After 1973 elections a demand for full-fledged democratic form of government came to surface and ultimately this demand was accepted both by the maharaja and the Government of India. Consequently, a tripartite agreement was signed by the government of India, Chogyal and the then existing political parties providing the essential features of future constitutional set-up(Bhaumik, & Bhattacharyya, 1974).

The traditional life of Sikkim was devoid of any complexity and so was the administration. The feudal landlords used to provide the administrative machinery for performing regulatory functions. A sea-change can be noticed in the administration in Sikkim during the post-integration period. The regulatory administration was gradually converted into a welfare-oriented one. It was realised that the consideration of merit should get priority over the “communal parity” in the recruitment of public personnel. The principles of decentralisation had been implemented to bring the administration nearer to the people.

The history of district administration in Sikkim can be traced back to the period marked by the reign of Puntso Namgyal. He divided the entire territory of Sikkim into twelve Dzongs(fort areas) as administrative units and placed them under twelve Dzongpons(Singh, 1975).

As a first step towards organising the district administration, Sikkim was divided into two tehsils, i.e., revenue blocks, East and West, for the purpose of revenue collection. With introduction of Seven Year Plan (1954-1961) and as a sequel to Indo-Sikkim treaty of 1950, the administration was geared to meet the exigencies of implementing the plan. Consequently, Sikkim was divided into four districts, namely- North, South, East and West with district headquarters at Mangan, Namchi, Gangtok and geysing respectively.

Statement of the Problem:

Gradually, to be in tune with other unit states of India, district administration in Sikkim became the viable unit for bringing the developmental programmes and their consequences nearer to the common people. The present study has been a modest attempt to bring into focus as to how the regulatory set-up of administration has gradually been transformed into developmental one.

While the developmental programmes, intended to bring about desirable socio-economic change, it has also been studied as to who are the beneficiaries of such programmes. The district administration guided by the concept of the 'theory of local finality' seeks to bring the administration nearer to the people and achieve decentralisation. In this context, the impact of 73rd and 74th Constitution Amendment Acts, 1992, has been discerned. Thus district administration which is instrumental in the implementation of developmental programmes has been thoroughly changed in the light of democracy and decentralisation. All these developments significantly lead to changing nature of district administration. The present study thus tries to describe and analyse emerging pattern of district level development administration in Sikkim limiting its confine to the time span of 1975 to the present day.

Objective of the study:

The objective of the present study is to find out the working of district level development administration in Sikkim. Being a monarchical state till 1974, Sikkim gradually transformed from regulatory administration to developmental administration. The study is an attempt to capture the changing dimensions of District administration, the fulcrum around which developmental administration revolves. An attempt has been made to high light the people's attitude to some of important rural development programmes as well.

Theoretical Framework:

The formation of an administrative unit is largely determined by geographical compulsion and administrative convenience. Of the various

territorial divisions, big and small, the one that has become the principal unit of administration and has an equivalent in almost every country except for semantic variation is the district (Sadasivan, 1988).

District as we find it in India is the most experienced administrative unit. The Oxford dictionary defines a district as a territory marked off for specific administrative purposes. The same dictionary defines administration as the management of public affairs within a territory marked off for the purpose. More specifically, district administration is that portion of public administration which functions within the territorial limits of a district (Khera, 1992).

The district in India is the most important administrative unit. It is that convenient geographical unit, where there can be concentration of the total apparatus of public administration. It constitutes a unit, not too big and not too small, which seems to be a convenient organisation. It provides a practical method for the management of public affairs in a country like India (Khera, 1992).

District administration in India, as it is today, is a result of history. We can find out its roots in the age of Manu. In Manu's time, about a thousand villages formed a district and it was in charge of separate official (Khera, 1992). However, the Mauryas were the first to constitute the district as the most prominent territorial unit and to centralise its administration with all power concentrated in a single officer called the Rajuka (Sadasivan, 1996). During Akbaris regime the district was described as 'Sarkar' (Khera, 1992). This term was significant in the sense that it means the government in its total manifestation in a conveniently demarcated geographical unit. So is the district administration today in India.

District administration set-up today in India is, however, a British legacy. Districts in India as it stands today were first created in 1772. However, the concept of the district as a unit of administration in India is derived somewhat from the pattern of the period of the French prefecture with the district officer as a prefect (Khera, 1992). At the initial period of the history of district administration as established by the British, the head of the district was company's trading agent. Gradually, these representations in the districts became the collectors of land revenue, trading being replaced by the levy and collection of land revenue. The collector of the district also became the official responsible for maintaining law and order. Thus, the collector became properly a civil servant of the British government (Khera, 1992).

In course of time 'total' presence of government at the district level can be seen. On the other hand, the collector levied and collected land revenue and other taxes and on the other, as district magistrate, he maintained law and order and in doing so administered a system of justice. To assist him there was a police official, the Superintendent of police, commonly known as 'Captain Saheb'. A doctor was also added to the district staff. Thus, a certain degree of welfare orientation came about; thus gradually turning the district administration into a complex operations; the collector and Magistrate, the Superintendent of Jail, the Civil Surgeon, then the District Judge, and the executive engineer for public works, and thus on to include a District inspector of Schools, a District Agriculture officer, and the rest of the components of the district administration that exist today (Khera, 1992).

So far as the functional aspect of district administration is concerned in the initial period, a controversy developed about the fundamental nature of the role of the district officer. Two alternative models were tried out. One was followed in Bengal, which projected the District Officer as a coordinator of the activities of other district level officials. The second model, followed in Madras,

established the District Officer as a strong individual with total power over subordinates as well as over those living in the district. Eventually Madras pattern prevailed (Eames, Edwin & Parmatama Saran, 1982). Fiscal, police and judicial powers became centralised in the hands of the district officers in all over the British India. However, Lord Cornwallis persisted on the separation of judicial from executive functions in district administration. Henceforth, the collector was only a collector of land revenue and the District Judge-Magistrate, having magisterial, judicial function along with police and general administration, became the head of the district (Mishra, 1996). And here it is to be mentioned that the Madras pattern followed the Murno school of thought about district administration.

The introduction of local self-government institution as part of the reforms of 1919 and 1920 created a new situation and led to a new phase in the arrangements of governance in the district and in the functioning of the district administration. The then district administration was emphasised on departmentalism and working in mutual isolation (Khera, 1992).

With the implementation of provincial autonomy in 1937 under the Government of India Act, 1935, the District Officer had been projected as the agent of popular government instead of being an agent of the British Government. Accordingly, the functions and position of the district officer changed. The District Magistrate came to be more and more involved with interpretation and enforcement of newly passed social and economic legislation. He had to be engaged more and more in rural development (Mishra, 1996). And on the eve of independence in 1947, the District Magistrate had to become something of a 'jack of all trades'. When contemplate the social and economic administration in the district one finds that great changes have been taking place since independence.

In a country like India, district administration is the cutting edge of the tool of public administration. However, surprisingly, the constitution of India makes no mention at all of a district as a unit of administration. Nothing is mentioned about district administration, or about the role of District Magistrate and Collector. There is just one reference in the constitution, in Article 233, to the appointment of district judges. Indeed, district administration is the most experienced administrative unit in India. It plays like a connecting point between the state administration and the common masses.

The period immediately after independence marked a substantive increase in the power of district collector. The ministers desired their strength from the bureaucracy right from the state to the district as regards the implementation of government policy. Apart from maintaining law and order and revenue administration, the district collector became the kingpin of all development activities right from district to ground level. In actual sense, he was the 'Maibaap' of the district. The role of the district collector increased manifold in 1952-53 with the introduction of Community development Programme (CDP) and National Extension Service (NES). During this period he was supposed not only to take care of development administration but he was also responsible to coordinate the activities of various departments such as health, animal husbandry, agriculture, industry, education, PWD, etc. working at the district level. Apart from this, he had also to take care of the visit of ministers to his district and to be the chief guest of various social, academic and other activities.

The Balwant Rai Mehata Study Team recommended decentralisation of administration and democratisation of power. Its main objectives are to bring about a change in the mental outlook of the people, install them an ambition for higher standards of life and the will and determination of work for such standards, it seeks to build up the community and the individual and to make the latter a builder of his own village centre and of India in the larger sense (Rao,

1990). This team recommended the formation of hierarchic three-tier system of rural local government to be called Panchayat Raj. These three-tier are the Gram Panchayat, to be located at village level, Panchayat Samiti, to be located at intermediate level and Zilla Parishad-located at the district level.

During the late 70s a change on government came at the national level and consequently there has been a change on policy formulation also. During this period the blocks have been gaining importance in lieu of districts. The 6th Five-Year Plan again highlighted the importance of block level planning for eradication of poverty through the provision of gainful employment opportunities to the poor.

With the introduction of Panchayati Raj Institution in 1993, the collector became no longer the only eyes and ears of the government and denied to be the final decision-maker in several matters which he formally used to be. More and more participation of common people in the administration at and below the district level is encouraged now- a- days. He became almost the “and” functionary among various departments at the district level.

Remaining in such a situation, the district administration in India has to face some dysfunctionality. Following the footsteps of Prof. Dayal, Mathur and Bhattacharya (1976), we can point out such dysfunctionality regarding overlapping. Artificial split-up of identical tasks and distributions of them among a number of departments create some dysfunctionality to the district administration. For example, in the total operation of agriculture credit three departments, like the Cooperative department, Agriculture Department and the Revenue Departments are involved. Consequently, no one can find out one department responsible for one particular task.

The second dysfunctionality is that a villager has to contact many points to get the permits or supplies for his/her primary activity-i.e.-agriculture. And more surprisingly, a common villager does not know the actual points through which his requirements can be fulfilled.

The third dysfunctionality is that a coordinate report of total activities of the district is not available for the district collector to take corrective measures towards achieving prescribed goals. The reporting system is designed more for record and less for managerial control purposes.

The fourth dysfunctionality generates from the simultaneous work of a tall and flat organisation. In order to carry out the regulatory tasks a tall organisation is required and so was our district administration in its early stage. Gradually, various developmental tasks are entrusted on district administration. Consequently, a flat organisation is also required. And it becomes problematic to the district administration to control both the tall and flat organisation at the same time.

The fifth dysfunctionality has emerged due to the conflict between technocrats and bureaucrats. As per recent time district administration is more and more concerned with departmental tasks, it needs a number of technical departments to carry out the tasks properly. And the technocrats, being the heads of those technical departments, try to get a slice of power from the office of the district collector. As a result, the district administration as a whole suffers from different problems.

The sixth dysfunctionality has emerged due to the conflict between political leaders and administrators. With the introduction of Panchayati Raj Institutions, the emphasis of the district administration has been shifted from the office of the district collector to the office of the Chairman of Zilla Parishad.

Consequently, a debate has been taking place regarding the question that who would be more powerful; District Collector or the Chairman of Zilla Parishad, so far as the domain of district administration is concerned.

Due to these dysfunctionalities district administration in India, like administration of other levels of the state, cannot achieve the attainable level of good governance. It is sure that good governance is not a final product. It represents a continuous quest and an endless effort. The quest is for mass prosperity and liberal democracy and the effort is towards sustaining and upgrading whatever level of good governance accomplished (Ray, Jayanta Kumar, 2001).

In order to reach at higher level of good governance different administrative set-up in India, including district administration was opted for decentralisation in administration. It is argued that good governance becomes successful through a decentralised administration. An important pillar of good governance is mass prosperity which may be achieved through various poverty alleviation programmes.

Given this evolutionary back ground, the present study tries to find out the present position of the district administration in Sikkim. It has already been stated that Sikkim has a distinctive socio-political and administrative history. It merged with India in 1975 and tries to assimilate the then administrative set-up in India and a regulatory administration became a developmental one. So, the researcher tries to find out whether the district administration in Sikkim also suffers from the above mentioned dysfunctionalities or not; if yes, whether that district administration gets only way out of the dysfunctionalities.

Models of Districts:

In the early part of the British rule, the Britishers believed in big district. They were of the opinion that the larger the district, the greater the economy of its administration and the higher the status and prestige of the district officer. However, they, towards the end of their rule, have increasingly realised the need for an optimum size of a district for which different criteria were laid down and various approaches were formed. According to the concept of optimum district the ideal size of a district should not be too big or too small. In a big district the administration can not reach to the people properly while a small district increases the expenditure of the state administration. But the question, what is the optimum size of a district, exact how much square kilometre should it acquire is yet to be decided. So, the theory of optimum district becomes less important while establishing the districts.

During colonial rule the British rulers created districts in India according to their own concept- own convenience. After attainment of independence, every unit state in India has resorted to the creation of new district solely for political reasons ignoring even the basic relation between their area and population and mounting cost of their administration. The Indian districts have its parallel or counterpart in Britain, USA, France, China, Malaysia, Nepal, Japan and Thailand also. As a district, so its parallels are also not uniform but widely differ in size both in area and population. The districts in this country conspicuously differ in their area and cover a number of agro-climatic zones and some of them are larger than states like Tripura, Sikkim, Nagaland, Manipur and Kerala (Sadasivan, 1988).

Despite arbitrary creation of districts, its administration can hardly overlook the role of the 'theory of local finality' in the life of its people. The theory of local finality offered for the district covers a wide range of matters

associated with the life of its inhabitants. The district has the characteristics of a sub-state and the capacity to meet almost every requirement of its inhabitants (Sadasivan, 1988). From time to time, many districts were bifurcated or split-up to create new districts but it was to give affect to the theory of local finality, transcending geographical impediments and other difficulties arisen in the way of administration. The differences in size of districts both in area and population are largely attributable to the natural preferences and to the extent of the effort at obtaining local finality (Sadasivan, 1988).

Professor Dayal, Mathur and Bhattacharyya have given another model of district administration. That model of district administration is developed after the footsteps of socio-technical systems approach in organisation. The socio-technical systems approach postulates that managerial command should include as a complete regiment of the task possible. The manager would be able to supervise the task only if he can command the totality of what resources are brought into the organisation (import), processing of these resources (conversion) and sending away what is converted outside its own work system (export). Such organisational analysis is facilitated by conceptualising work as a totality consisting of import-conversion-export. The organisation imports materials, transforms them by means of conversion process, consumes some of the products of conversion for internal maintenance and exports the rest. This process can always be identified in the total organisational or its sub-systems.

District administration today is working under the socio-technical model of organisation (Dayal, Mathur, and Bhattacharyya, 1976). It is opined that an administrative organisation, as much as a democratic society, must be concerned with growth and preservation and activities that ensure the rights and obligations of the members which are adequately maintained. They have segmented and labelled these tasks as productive, ministration and protective tasks of district administration. Each of the segments is concerned with

operating, maintenance and regulatory activities (Dayal, Mathur, and Bhattacharyya, 1976).

Among the tasks performed by the District Administration today, the following are concerned with production tasks:

- i) Agriculture and other occupations in the villages;
- ii) Part time activities for supplementing the income, such as poultry, dairy products, weaving etc.

The ministration tasks are:

- i) Education ,
- ii) Health and Social Services,
- iii) Revenue etc.

The protective activities are:

- i) Police,
- ii) Judicial functions.

All these functions are performed through import-conversion-export process.

The present study will try to find out that which of those approaches was working during the creation of districts in Sikkim. But since the study is bound by a time span that is 'Since 1975' and division of the territory of Sikkim into four districts was done before 1975, the focus of the present study will on whether there is any socio-cultural, agro-climatic and other difference among these four districts in Sikkim or not. If yes, what type of variation is it-is it a mere semantic variation?

Research Questions:

The present study intends to seek the answers of the following questions:

- i) Is the existing set-up of the district administration in Sikkim an imposed replica of British set-up?
- ii) Are the districts in Sikkim created following the “theory of local finality”?
- iii) Is the decentralised system of administration helpful to reach the desirable degree of good governance?
- iv) What is the impact of democracy, development and decentralisation on the district level administration in Sikkim?

Exploration of Existing Literature:

In his book **Anil Chaturvedi, (1988)** holds up the study of inter-organisational relations that become important, the bases of interaction among agencies, their pattern of interaction, and whether co-operation can be learnt by organisation. Chaturvedi opines that district is the locus of all developmental activities, revenue related activities and other activities relating to maintenance of law and order. Therefore, he confines himself at the district level in order to reach his goal, i.e. to explore the areas like bases of interaction among the agencies, their pattern of interaction etc. Chaturvedi’s work was based on four districts in Uttar Pradesh during late 80’s of the last century.

Khan (1997), in his book, not only describes the evolution of the office of the District Collector and its functions and role of the District Magistrate analyses the relation among development administration, local administration and

District Officer. On the perspective of this relation he up holds the need for change and reforms.

Dayal, Mathur and Bhattacharyya (1976) in their “District Administration: A Survey for Reorganisation” analysed the organisation of district administration. This book is divided into five chapters. The first chapter is the introductory part. The second chapter deals with the background of the district and its administrative organisation. Chapter three discusses about the organisational design for district administration. Chapter four provides a model for district administration. The last and the fifth chapter hold up the problems of implementing the new system. To give a new model of district administration, the writers analyse the socio-technical systems approach and holds up the import-conservation-export model for district administration.

Sadasivan (1988) nicely holds up the evolution of district administration as a principal unit of administration and the role of district collector in the district level co-ordination. He admits that the problems of co-ordination are too complex but it could be solved through necessary changes in the organisational set up.

Khera (1992) describes the administrative complex that goes to make up the district administration. He also identifies the components of district administration. The author analyses the district administration as an organic, integral and dynamic goal.

Dubey (1995) makes a comparative study of District administration taking three states considering their different status during the British colonial rule- one from Bengal Presidency, one from Madras Presidency and another from one of the Princely states. It analysed the functions of the District officer like land and revenue administration, elections, grievance and so on. It also explains the

magisterial functions of the sub-divisional Magistrate and upholds the type of politics at sub-divisional level.

Shukla (1976) depicts and analysed the administrative set-up from state to the level of village panchayats in India. Besides the administrative part he also deals with the land settlement, jails and judiciary, education, public health and even with forests.

M.A.S. Rajan (1990) has explained the changes those have taken place in case of district plan from independence to the present day. He also identifies the factors and forces those may help to formulate the district planes to be more conducive.

Misra (1983) deals with the evolutionary part of district administration from its creation in India till 1970's and with the alternatives to local bodies and rural development, such as, Community Development Programme, Panchayati Raj Institutions. He also holds up the personnel qualities and resources of district administration. He shows that all the administrative changes that occurred in India in case of district administration are related with the then prevailing social and economic conditions and demands of the time and during the process of change a considerable account of policy objectives and organisational problems emerged.

In the book of **Hooja and Arora (2007)** the contributors in this book deal with different approaches and models and their relevance and impact on the prevailing administrative set up. Various scholars in the field of public administration have been examined in relation to their opinions and critical appreciation of reality.

Eames and Saran (1982) examine the changing role of the district officer from the colonial times to the present day. They also analysed the factors and forces



those are responsible for the failure of the district officer in the developmental sectors.

The focus of rural development in India has been shifted from one issue to another over the years. It has been realised that the programmes of rural developments cannot be able to reach their intended destination until the rural masses take active part in it. **Lalitha (2004)** holds up the approaches and strategies adopted by the government, banks and NGOs in the field of rural developments, the recent trends and the programmes implemented under the departments of the Ministry of Rural Development.

Dubhashi (1970) depicts decentralisation as conducive to democracy. To him local self government is not indispensable for the community development. On the contrary, democracy, decentralisation and community development are inter-dependable to each other.

NGOs are one of the important links among the people at grassroots level as well as at the civil society and the state level. They play vital role to make people aware about the development schemes and, in many cases, also implement the policies. The contributors in the book edited by **Power, Ambedkar and Shrikant (2004)** deal with the role of the NGOs in creating aware among the people, particularly, their role as an agent of social change, developing the rural masses, defending human rights, ensuring peoples' participation etc.

The contributors, in the book edited by **Mehta and Shepherd (2006)**, uphold and analyse the chronic poverty in India and also indicate the causes of this chronic poverty, analyse the poverty among the senior citizens in India and also the gendered patterns of intra-household resource allocation. The book also analyses the government policies to eradicate poverty in India.

In the book of **Jean Dreze and Amartya Sen (1996)** the contributors nicely analysed different developmental issues in different parts of the country-Uttar Pradesh, West Bengal, and Kerala. Firstly, it deals with the ends, means and practical reasons for reforms; regional diversity and contrasts; intrinsic value and instrumental role of human capability and holds up a comparative study between China and India.

Sing (1995) understand rural development as a multi dimensional process. He describes rural development as the development of the socio-economic condition of the people residing in the rural areas; it also demands participation of the rural masses in the process of upliftment of their living conditions.

Muley (1987) opines rural development of the key concept of each stratum of administration in India. He analyses the power and functions of the PRIs and also suggest some steps to overcome the administrative hindrances to the working of the PRIs.

Sing (1998) is of the opinion that the PRIs play an important role in the process of development and reconstruction in rural India. So, according to him, increase in efficiency and effectiveness of the PRIs is required to carry out its functions properly.

Nayyar (1991) describes a state wise measurement of poverty in rural India covering the period from 1960-61 to 1983-84. In the first part, the author describes the relationships between poverty and malnutrition, disease and morbidity and the inadequacy of health and educational facilities. In the second part, he identifies reasons for inter-state differences in rural poverty, and tried to establish causality between poverty and each of the explanatory variables that emerge as significant. The living conditions of the rural agricultural workers are

also examined. The author nicely analyses the rural development programmes in India those are launched to eradicate poverty.

Satraj Aziz (1978) discusses the features of rural development based on Chinese approach. He upholds the basic objectives of rural development, the constraints on or linkages among and between objectives.

Anwer(1999) opines that it is only people's active participation that can make the rural development t programmes successful.

Sengupta, Miah and Yasin(2004) examine the effects of globalisation on rural development. They are of the opinion that rural development should be made dependent not on the state or state sponsored agencies but on the market and its forces.

Bagchi (ed) (2007) in his book makes an attempt to evaluate the empowerment programmes and policies in India as well as in the constituent states in India.

Good governance, according to **Singh (2002)**, is the corner stone of all round development of a modern democratic state. He opines that the hindrances to the good governance need to be taken care immediately.

Dutta and Sen (2009) analyse rural development as well as governance in India, particularly in West Bengal. They discuss here the role of civil society in meeting the challenges in governing the rural masses in India, through panchayati raj institutions, the gender issues in rural governance, democratic decentralisation, participatory planning and literacy, development and empowerment in rural West Bengal.

The strength and weakness of the concept of good governance has been examined by **Sangita(2002)**. She also examines the framework of good governance developed by international agencies.

The meaning and objectives of good governance in the context of social, political and economic needs are analysed by **Mukhopadhyay(1999)**. He also identifies the ways to meet the challenges of good governance.

Dwivedi and Mishra(2005) observe, in their article, the values essential for good governance. They also discuss the process and strategies of good governance with special reference to India. They hold up the factors responsible for poor governance and wide spread corruption.

Munshi and Abraham (2004) discuss good governance in democratic societies in the context of globalisation from a cross cultural perspective. The rich culture and the new aspirations of India and European Union are discussed and are tried to make an attempt to know what they can learn from each other.

Ashok Mukhopadhyay (1999) in his article 'Reinventing Government for Good Governance' intends to explore the concept of good governance. He upholds the objectives line behind the present context of social, political and economic needs of government. He feels a need to established and strengthen rule of law with a suggestion to reinvent the process of government.

S.N. Mishra and Sweta Mishra(1999) in their joint article discuss the conceptual issues regarding good governance and people's participation. They observe the probabilities and obstacles to people's participation in the local self governments even after the introduction of the 73rd and 74th Constitution Amendment Acts. They also identify the role of the NGOs in involving the common masses in the process of decision making and at the same time ensure a higher level of good governance.

Muttalib and Khan (1982) discuss local government on the basis of broad socio-economic and political boundary of its operation. They deal with the concepts like popular participation, partnership etc. which analysing the decentralised development.

S.N. Mishra(1995) is of the opinion that the local authorities should be involved more and more in the decision making process to strengthen the functioning of the local self-government.

Girish Kumar (2006) intends to a discussion on the comparative history of decentralisation in India with a view to understand its impact on democratisation. He covers the issues like empowerment of the people through the Panchayats, strengthening democracy at the local level, the reservation policy that has created space for the weaker section of people including the woman and the level of satisfaction of the people with the performance of the Panchayats.

Lieten (2003) holds up provocative insights in the day to day life of the common people in various villages in India. In this book the author dealt with the working of panchayats in West Bengal, Uttar Pradesh. The impact of land reforms on development and the causes of the high human development index in Kerala, the communal activity in villages the opinion of the common people on the post modernist views of development, child labour and the views of their families on child labour are also analysed in this book.

Nirmal Mukherji (1993), in his article 'Third Stratum' analyse the debate whether the Panchayats are the instruments for development or only an example of local-self government.

Abhijit Dutta (1996) in his article discuss the objective and methods of empowering the local self government he makes a comparative analysis among Brazil, Nigeria and India—the three countries belonging to third world from three different continents. However, **Dutta (1989)** in a thought provoking paper analyses the proposal of Nirmal Mukherjee and offer an alternative model of local self government.

Bhatnagar (1978) is the opinion that there are generally two reasons behind the implementation of local self-government—a) administrative deconcentration and b) decentralisation. The local self-government created for administrative deconcentration does not have any authority of its own while decentralisation empowers the local self-government to decide over things within its jurisdiction.

Despite the introduction of 73rd and 74th Constitutional Amendment Acts., **Subramanyan (2002)** observes that there are some obstacles to strengthen the local self-government. To him, it is the lack of politico-administrative will. He, therefore, recommends for removing these types of obstacles in order to strengthen the local self-government.

George Mathew (1994) observes that the over centralised tendency of Indian federation gives birth to the demand for decentralisation and that resulted in the introduction of 73rd and 74th Constitution Amendment Acts. **Mathew (2003)** describes the panchayati raj as a significant agency for decentralised governance in India. It is instrumental to the enforcement of human rights. To him an elected Panchayat body can enrich political culture.

S. R. Maheshwari (1971) while analysing the structure and function of the rural and urban local self-government in India identifies the major causes of inefficiency and ineffectiveness of the local self-government.

Joshi and Narwani (2005) show how the empowerment of the women and the weaker section of the people through the reservation policy bring changes in the socio-economic and politico-cultural sphere of these sections of the society. They discuss the procedure to strength the Panchayati Raj Institutions by identifying the weaknesses of them and taking care of the lacunae those are still there in spite of the constitutionalisation of the PRIs.

Jayal, Prakash and Sharma (2006): analyses the complexity of local governance both in rural and urban areas in India. The essays in this volume illuminate some aspects of interaction between the Panchayats and other institutions of local government like district administration or other parastatal agencies and the civil society organisations.

To Rao (1990) the existence of panchayati raj institutions helps people's participation in decision making process.

Bhargava (1979) is of the opinion that political development and democracy depends on the local leadership as well as on the functioning of the panchayati raj institutions.

Meenakshisundaram (1994) makes an attempt to analyse the on-going process of people's participation in public governance through democratically decentralised local bodies.

Sweta Mishra (2003) analyses the areas of development in the process of decentralisation and also holds up the problems of its implementation.

Singh and Sharma (ed.) (2007) review the select state models of decentralisation in the state and analyse the form of development through democratic process in the institutions of local governments. The essays in this book show how the concept of decentralisation influences the social structure, how the lives of rural India are changing through the rural transformation.

Decentralisation according to **Mathur (1997)** is something technical. He holds in his book that the planning process can be developed through decentralisation. It is the planning from the grass-root level that can make a proper developed society.

Rondinelli (1981) analyse the issues of decentralisation, its rationale, procedures of devolution, and the pre-conditions for successful implementation of decentralisation on the basis of the experience of Sudan.

Neil Webster (1992) looks upon decentralisation as political phenomena. To him, decentralisation is a tool that helps the state to be responsive and adaptable to the local needs.

In the opinion of **Prabhat Dutta (1994)** people can participate in local self government through the process of democratic decentralisation. **Dutta (1998)** holds that the tilt of Indian federation to a centralised administration creates a serious threat to the grass-root democracy. In order to strengthen the local self-government, the states should be made powerful. *He argues for more devolution of power to the local bodies for their success.*

Rajani Kothari (1991) opines that the political system in a country like India leads to dissipation, erosion and disintegration without implementation of democracy and decentralisation.

Udai Pareek(1989) illuminates the connotations and context of decentralisation. He also analyses the interrelation between democracy and decentralisation, dimensions of power sharing, functions and dysfunctions and the prerequisites for the success of decentralisation.

Baviskar, B.S. and George Mathew (2009) opine that exclusion is still the hallmark of the system of local government even after approximately 20 years of their performance as a constitutionalised body. The essays in their edited book focus on the issue of inclusion and exclusion. The contributors also address the question of empowerment of the SCs, STs and the women.

Noore Alam Siddiquee (1996) analyses the theoretical framework of decentralisation. He shows that the theorists have different conflicting view

about the applicability and potentials of the concept of decentralisation in the third world countries.

T. M. Thomas Isaac & Richard W. Franke (2000) make an analytical study of the stories of democracy and decentralization in Kerala. It shows the process of people's participation in developing the state. The gradual changes of focus from state level to grass-root level in the process of plan formulation and implementation.

Other than the theoretical part the researcher also explore the literatures, although limited in number, on constitutional and political development in Sikkim and democratic decentralisation and panchayati raj institutions in Sikkim. Since there is not a single book on district administration in Sikkim, so far the knowledge of the researcher goes, has no way other than exploring the above mentioned materials. Moreover, district administration is a part of the political and social set-up of a state, so to review the constitutional and political development in Sikkim, to study democratic decentralisation and panchayati raj institution is also relevant here.

B.S.Das (1983) vividly depicts the stories that led to the merger of Sikkim to India. The author offers a firsthand report of the period of turmoil in Sikkim from 1973 to 1975, the year of merger. The author faithfully holds up the factors and forces those played important role behind the merger. He also told the stories of three ladies, Indira Gandhi, Hope Cooke and Elina Maria who had important role in shaping the political future of the state.

Nirmalanada Sengupta (1985) offers a thought provoking analysis of the facts lying behind the merger of Sikkim to India. The author in this book analysed

the geo-political as well as economic foundation of the society; the electoral process and behaviour; the role of the pressure groups and political parties during the time of integration. At the same time, the author deals with, the role of the organs of the government- legislative- executive and judiciary during pre as well as post merger period.

M. P. Lama (2001) in his book offers an in-depth analysis of various index of development with statistic up to the year of 2001.

Yasin, Mohammad and Durga P. Chhetri (ed.) (2012) offer multi-disciplinary views to analyse various socio-political and economic aspects of this unique state of Indian Union. The eminent scholars in different fields discuss different issues relating to politics, society and economic and also educational development at the grass-root level in Sikkim.

Chhetri (2012) nicely explains the decentralised governance and development in India with special reference to Sikkim. He offers a detailed view on the concept of decentralisation in the process of administration in Sikkim as well as the performance of the rural development programmes those are implemented in that state.

Shresta (2005) upholds the performance of democracy in Sikkim from the year 1975. In his book he offers various government documents that can depict the stories performance of the democratic administration in that state.

Ethnicity as an issue of social movements is gaining importance day by day in all over India. **Suresh Kumar Gurung (2011)** holds up the fact that, like other parts of India, in Sikkim also politics played a determinate role in the creation of ethnic consciousness rather than ethnic communities creating the consciousness.

Bhowmik and Bhattacharyya (1977) in their joint article analyse the Constitutional and the Political Development in Sikkim. The authors discuss the constitutional development as well as political development from 1953 till merger of Sikkim with India. This article helps the researcher to understand the unique constitutional and political set up of the state. In another article, **Bhowmik and Bhattacharyya (1977)** describe the factors and forces behind the story of merger of Sikkim with India. At first, the authors depict the political development of Sikkim. Secondly, they deal with the development of administration and thirdly, they uphold the process of administration of development up to the year of 1977-78.

Bhowmik and Dhamala (1982) show the process of transformation of an autocratic state into a democratic one and the role of Panchayati Raj Institutions to make the government power decentralised one. The process of democratic decentralization has been started in Sikkim during the period of Maharaja and with the changing demands and aspirations of the local people the form of institutions for decentralization has been changed. In order to analyse the process of democratic decentralisation this article upholds the programmes and policies from Community Development Programme to Panchayati Raj Institutions including the recommendations of Balwantrai Mehta Study Team and Ashok Mehta Committee.

D. S. Bhattacharjee (1994) intent to holdup the prevailing conditions in post merger Sikkim and brings out the imagine pattern of the society and polity in Sikkim.

Justification of the Problem:

There are several reasons for carrying the present study.

First, works have so far been done on Constitutional and political development in Sikkim, Democratic decentralisation and Panchayati raj in Sikkim, Political and administrative development in Sikkim, Local self-government and democratic Decentralisation in Sikkim, even on Religions and Cultural aspects of Sikkim. There is no work on district administration as such.

Second, before 1975, Sikkim was under a Monarchical form of Government and after its merger with India it gradually accepted the development oriented administration. As such, there seemed to exist a research gap as to how an autocratic set-up gradually did transform into democratic set-up.

Third, at present, the most discussed programmes in the developing countries are the rural development programmes. In Sikkim also not less than 70% of its population live in poverty. Therefore, it is thought wise to study and evaluate how the upliftment of the rural masses is being carried out under the leadership of the district administration in Sikkim.

Fourth, one of the researchers, Ms Ranju Rani Dhamale has done a very well appreciated work on local Self- Government and democratic Decentralisation in Sikkim. The researcher was interesting to know the impact of 73rd and 74th constitution amendment acts, 1992 on the same aspect for the above mentioned reasons district level development administration in Sikkim.

Furthermore, the present study confines itself with 'District Level Development Administration'. District is the most viable unit in India. One can find the replica of state government at the district level. So, the study focuses on district level.

And the concept of 'development administration' is not a new one. It is the goal oriented action- oriented administration. In the third world countries development administration becomes popular now. It concludes that type of

administration which is other than routine work of the administrators i.e. maintenance of law order try to reach to the people. The district level development administration denotes the administrative set-up that established after the passing of 73rd and 74th constitution amendment acts, 1992.

Methodology:

The present study is basically an exploratory one with the purpose to study the overall pattern of 73rd and 74th constitution amendment acts in a state which has its own unique characteristics. For the purpose, relevant information will be collected from the official records and documents. An empirical study will also be carried out primarily based on questionnaire followed up by interviews with the officials associated with the district administration, politicians and citizens in Sikkim. Selection of respondents has been done with the help of random sampling.

Notes and References

Anwer, A. W. (1999): 'Peoples participation in Rural Development: Some Experiences' Journal of South Asian Studies, vol. 34(2), July-December.

Arora Ramesh k. And Hooja, Rakesh (2007): Administrative Theories: Approaches, Concepts and Thinkers in Public Administration, Jaipur, Rawat Publications.

Aziz, Sartaj (1978): Rural Development: Learning from China, London, Macmillan.

Bagchi, K.K. (2007): 'Employment and poverty alleviation Progammes in India: An Appraisal', Delhi, Abhijeet Publications.

Baviskar, B. S. And George Mathew(2009): Inclusion and Exclusion in Local governance : Field Study from Rural India, Institute of Social Sciences, New Delhi, Sage Publications India Pvt. Ltd.

Bhargava, B. S. (1979): Panchayati Raj institutions; An Analysis of Issues, Problems and Recommendations of Ashok Mehta Committee, New Delhi, Ashish.

Bhatnagar, S. (1978): Rural Local Government in India, New Delhi, Light and Life.

Bhattacharjee, D. S. (1994): Society in Sikkim –The Changing Scenario, The Administrator, Vol.XXXIX, October-December.

Bhowmick, D. J. and R. R. Dhamala (1974): 'Democratic Decentralisation and Panchayati Raj-An Evaluation with Special Reference to Sikkim', Journal of Constitutional Parliamentary Studies, vol.XVI, nos.3-4 July-December.

Bhowmick, D.J. & K. S. Bhattacharyya (1977): Political and Administrative Development In Sikkim, Journal of Constitutional and Parliamentary Studies, Vol. XI, No. 3, July-September.

Bhowmick, D.J. & K. S. Bhattacharyya (1974): Constitutional and Political development in Sikkim, Journal of Constitutional and Parliamentary Studies, Vol. VIII, No. 3, July-September.

Chaturvedi, Anil (1988): District Administration, New Delhi, Sage Publications.

Chhetri, D. P. (2012): Decentralised Governance and Development in India, New Delhi, Mittal Publication.

Das, B. S. (1983): The Sikkim Saga, New Delhi, Vikas Publishing House Pvt. Ltd.

Datta, Prabhat (1994): 'Democratic Decentralisation and Panchayati Raj in India: Perspective and Practices', Administrative Change, vol. 22(1), July-December.

Datta, Prabhat (1998): Major Issues in the Development Debate-Lessons in Empowerment from India, New Delhi, New Delhi, Kanishka Publishers, Distributors.

Datta, Prabhat and Sen, Payal (2009): Good Governance and Development: Contexts and Concerns, Progressive Publishers,

Dayal, Mathur and Bhattacharya (1976): District Administration: A Survey for Reorganization, The Macmillan Company of India Ltd., New Delhi,

Dreze, Jean and Sen, Amartya (1996): Indian Development: Selected Regional Perspectives, Oxford University Press,

- Dubashi, P. R. (1970): Rural Development Administration in India, Bombay, Popular Prokashan.
- Dubey, A. K. (1995): District Administration in India, New Delhi, Uppal Publishing House.
- Dutta, Avijit (1989): 'Wither District Government', IJPA, Vol. XXXV, No. 4, October-December, IIPA.
- Dutta, Avijit (1996): Constitutional Strengthening of Local Government in a third World Federation.
- Dwivedi, O. P and D. S. Mishra (2005): 'A Good Governance Model for India: Search from Within' IJPA, Vol. LI, No. 4. October - December.
- Eames, Edwin and Saran, Parvata (1982): District Officer in India: Agent for Change? IJPA, IIPA, Vol. XXXV, No.2, April-June.
- Gurung, Suresh Kumar (2011): Sikkim: Ethnicity and Political Dynamics A Triadic Perspective, New Delhi, Kunal Books.
- Isaac, T.M. Thomas and Richard W. Franke (2000): Local Democracy and Development: People's Campaign for decentralised Planning in Kerala. New Delhi, Left Word.
- Jayal, N. G. A. And P. K. Sharma (eds) (2006): Local Governance in India: Decentralisation and Beyond, New Delhi, Oxford University Press.
- Joshi, R. P. And G. S. Narwani (2005): Panchayati Raj in India: Emerging Trends, Across the States, Jaipur, Rawat Publications,
- Khan, M. I. (1997): District Administration in India, New Delhi, Anmol Publishing House.
- Khera, S. S. (1992): District Administration in India, New Delhi, National

Publishing House.

Kothari, Rajani(1991): 'Perspective on Decentralisation', Journal of Rural Development, Vol.10(5).

Kumar, Girish (2006): Local Democracy in India: Interpreting Decentralisation, New Delhi, Sage.

Lama, M. P. (2001): Sikkim human Development Report 2001, Delhi, Social Science Press.

Lalitha, N. (2004): Rural Development in India: Emerging Issues and Trends, New Delhi, Dominant.

Lieten, G.K. (1992): Community and Change in Rural West New Delhi, Sage Publications.

Maheshwari, S. R. (1971): Local Government in India, New Delhi, Orient Longman.

Mathew, Gorge (1994): 'Panchayati Raj: from legislation to Movement, New Delhi, Concept.

Mathur, Kudeep (1997): 'Challenges of Decentralisation: the Politics of 'Panchayati Raj', Social Action, Vol. 47, January - March.

Meenakshisundaram, S. S. (1994) Decentralization in Developing Countries, New Delhi, Concept.

Mehta, Aasha Kumar & Andrew Shepherd (ed): Chronic Poverty & Development Policy in India, New Delhi, Sage Publications.

Mishra, Sweta (2003): Democratic Decentralisation in India, New Delhi, Mittal Publications.

- Mishra, Sweta (1996): Changing Pattern of District Administration, New Delhi, Mittal Publications.
- Mishra, S. N. and Sweta Mishra (1999): Good Governance, People's participation and NGOs in T. N. Chaturvedi(ed) Towards Good Governance ,New Delhi, IIPA.
- Mishra, S. N. (1994): New Horizon in Rural Development Administration, New Delhi, D. K. Publishers.
- Misra, B. B. (1983): District Administration and Rural Development: Policy Objectives and Administrative Change in Historical Perspective, New Delhi, Oxford University Press.
- Mukhopadhaya, A. K. (1999): 'Reinventing Government for Good governance' in T. N. Chaturvedi(ed) Towards good Governance, New Delhi, Indian Institute of Public Administration.
- Mukharji, Nirmal (1989): 'Decentralisation below the State Level: Need for a New System of Governance', Economic and Political Weekly, Vol.24 (9).
- Mukharji, Nirmal (1993): 'The Third Stratum', The Statesman, 11-13 may.
- Muley, Devi Das (1987): Rural development administration-problems and Prospects, Allahabad, Chugh Publication.
- Munshi, Surendra and Biju Paul Abraham (ed.), (2004): Good Governance, Democratic Societies and Globalisation, New Delhi, sage Publications.
- Muttalib, M. A. and M. A. khan (1982): Theory of Local Government. New Delhi, Sterling.
- Nayyar, Rohini (1991): Rural Poverty in India-an Analysis of Inter-State Differences, New Delhi, Oxford University Press.

- Pareek, Udai (1989): Decentralization for Effective Governance, Administrative Change, Vol.XVI, No. 2, Jan-June.
- Power, S.N., J.B. Ambedkar & D. Shrikant (ed.) (2004): NGOs and Development-the Indian Scenario, Jaipur, Rawat Publication.
- Ranjan, M. A. S. (1990): District Plans, Monitoring and the Poor-An Administrator's View Point, IJPA, IIPA, Vol. XXXV, No.2, April-June.
- Ray, Jayanta Kumar (2001): India in Search of Good Governance, Moulana Abul kalam Azad Institute of Asian Studies and K. P. Bagchi Company, Calcutta.
- Rao, D. V. Raghava (1990): Panchayats and Rural Development, New Delhi, D. K. Publishers.
- Rondinelli, Denis A. (1981): 'Administrative Decentralisation and Economic Development: The Sudan's Experiment with Devolution', The Journal of Modern African Studies, Vol. 19(4), December.
- Sadasivan, S. N. (1988): District Administration: A National Perspective, New Delhi, IIPA.
- Sadasivan, S. N. (1996): 'Reforms in District administration' in D. Sunder Ram(ed), Dynamics of District administration- A new Perspective, New Delhi, Kanishka Publishers.
- Sengupta, P. K., K. A. Miah and M. Yasin (2004): 'Globalisation and Rural Development: The Indian Perspective', Indian Journal of Politics, Vol. 38.
- Sangita, S. N. (2002): 'Administrative Reforms for Good Governance', Indian Journal of Political Science, Vol. 63(4), December.

Sengupta, N. (1985): State Government and Politics: Sikkim, Sterling Publishers Pvt., New Delhi.

Shresta, R. S. (2005): Sikkim- Three Decades towards Democracy: Evolution of the Legislative System, Gangtok Sikkim Legislative Assembly Secretariat.

Siddiquee, Noore Alam (1996): Decentralisation within the State: A Review of Theoretical Approaches, Administrative Change, Vol. XXIII, Nos.1-2, July, 1995 to June 1996.

Singh, A. C. (1975): Politics in Sikkim: A Sociological Study, Thomson Press (India) Ltd., Faridabad.

Sing, Gagan K. (1998): 'Panchayati Raj Institutions and Rural Development Programmes in India, Delhi, Abhijeet.

Singh, Hoshier (1995): Administration of Rural Development in India, New Delhi, Sterling.

Singh, Joginder (2002): Good Governance, New Delhi, Indian Publishers.

Singh, Satyajit and Pradeep K. Sharma (2007): Decentralisation-institutions and Politics in Rural India, New Delhi, Oxford University Press.

Shukla, J. D. (1976): State and District Administration in India, New Delhi, IIPA.

Subrahmanyam, K. Siva (2002): 'Second Generation Amends to Panchayati Raj- A suggested Framework', The Administrator, Vol.45 (2), December.

Thomas Isaac T. M. & Richard W. Franke (2000): Local democracy and development: People's Campaign for Decentralized Planning in Kerala.

Webster, Neil (1992): Panchayati Raj and Decentralisation of Developing Planning in West Bengal, Calcutta, Bagchi and Co.

Yasin, M. and Durga P. Chhetri (2012): Politics, Society and Development:
Insights From Sikkim, Delhi, Kalpaz Publications.