

GS SCORE

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KARISHMA NAIR

RANK - 14

**PUBLIC ADMINISTRATION
TEST - 5**



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PUBLIC ADMINISTRATION

Time Allowed: 3 hr.

Max. Marks: 250

Instructions to Candidate

91/2

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- There are EIGHT question divided in Two Sections.
- Candidate has to attempt FIVE questions in all
- Question No. 1 and 5 are compulsory and out of the remaining, three are to be attempted choosing at least one question from each section.
- The number of marks carried by a question/part is indicated against it.
- Answers must be written in the medium authorized in the Admission Certificate which must be stated clearly on the cover of this Question-cum-Answer (QCA) Booklet in the space provided. No marks will be given for answers written in medium other than the authorized one.
- Word limit in questions, wherever specified, should be adhered to.
- Attempts of questions shall be counted in chronological order. Unless struck off, attempt of a question shall be counted even if attempted partly. Any page or portion of the page left blank in the Question-Cum-Answer booklet must be clearly struck off.

→ Content enrichment needed.
 → Should focus on structure & arrangement of ideas.
 → Some content needs to be avoided, seems to be superfluous.

1. Invigilator's Signature _____

2. Invigilator's Signature _____

Name Karishma Nair

Mobile No. _____

Date _____

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2

REMARKS

[Faint handwritten notes and markings in the remarks section]

SECTION-A

Attempt all questions:

1. Comment on the following into 150 words:

(10 × 5 = 50)

- Kautilya's administration and Weberian administration were similar but not quite the same. Comment.
- Indian constitution lays the bedrock of the values for the administration in India. Comment.
- The PSEs were the need of the hour in the post Independent India. Comment.
- Planning is an empirical exercise, but in India it is highly political and bureaucratic in nature. Comment.
- PSEs are not a monolith but a varied lot which comes in many forms. Comment.

(Q) Kautilya's and Weber's conception of administration ~~was~~ ^{were} in different spatio-temporal settings. Nevertheless, the similarities include:

- Unity of command where there was one fountainhead for all directions
- Division of labour - Kautilya envisioned different adhyakshas for different purposes eg. Pautradhyaksh, Shulkadhyaksha, etc.
- Hierarchy - Kautilya described different nodes as amatya, yukta, upayukta and tatpurusha.
- Against arbitrary rule.
- Selection based on merit - Kautilya mentions the tests for officers - dharmopadha, Arthopadha, Kamapadha & Bhayapadha.

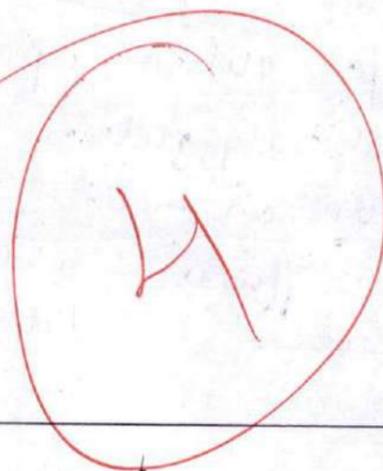
Remarks

However, the differences are evident as:

- Kautilya's king was not a legal rational authority which Weber favoured, rather was a traditional monarch.
- Kautilya's administration was strongly based on ethics rather than the written rules. Eg. no direct control over the king
- Kautilya's administration had percepts of 'control' rather than Weber's 'authority' which relied on the willingness of the subjects.

Thus, the administrations were not quite the same, but the similar aspects can still be seen continued in modern times - meritocracy, hierarchy, division of labour, etc

Illustrate various components of administration in the respective context



Remarks

(b) The Indian administration gains legitimacy from the Constitution. The Constitution further also lays down certain values that the administration builds upon:

① Concept of welfare orientation

It is derived from the Preamble, DPSPs (Part IV) ~~Chapter~~ ensures integrity in the administration etc.

② Respect for Rule of law and fundamental Rights

The supremacy of fundamental Rights (Part III) ensures that the administration does not abuse its powers.

③ Separation of Power & Checks and Balances

The administration is thus supporting the political executive who is responsible to the people via the legislature

④ Federalism

The administration can be seen sewing the states and the Union to make inter-state and centre-state relations smoother.

⑤ Secularism

The administration is to work to maintain religious harmony without interference.

Thus, the Constitution acts as a moral code from which a value-oriented administration is derived.

Remarks

- Discuss other aspects as well.

3

1(c) Post Independent India saw the rise of PSEs as 'Temples of Modern India'. The dependence on PSEs rised to a level wherein they became Levathian.

Reasons for need of PSEs in 1950s:

1. Unavailability of capital with the private sector to invest and enterprise.
2. High import dependency which needed to be curtailed to prevent exploitation.
3. High level of unemployment, thus state had to enterprise to be an employment provider.
4. Poor socio-economic conditions and unavailability of basic utilities, thus public sector had to create profits for Govt. to invest in development.
5. Political ideology of leaders tilted towards socialism, which demanded PSEs and state control.
6. Strategic autonomy needed to be maintained in key sectors - defence, atomic energy. With time, the necessities changed and PSEs acted as a burden, and prevented private enterprise from growing. Thus, with New Economic Policy 1991 till date

Remarks

there is a push for disinvestment as seen in the recent budget target of ₹ 1,05,000 crore. *small?*

(d) Planning is a tool for effective distribution and utilisation of resources in an economy.

Planning should thus be empirical depending upon:

- ① Capacity of sectors
- ② Supply and demand dynamics.
- ③ Availability and capacity to raise capital, etc.

However, in India, planning appears to be highly political & Bureaucratic:

- ① Budget-maximising tendency of bureaucracy, which raises ^{excessive} demands.
- ② Political considerations while allocating resources, targets to sectors.
- ③ Submission to public demand without realising source of capitals.
- ④ Creating superfluous targets which seem ambitious, but may not be achievable.
- ⑤ Arm-chair legislations of bureaucracy determine the plan.
- ⑥ Top-down planning approach, conflicts between centre and state based on ruling parties.

Remarks

→ mention relevance of PSEs.

To reduce the political and bureaucratic constraints Planning Commission was replaced by Niti Aayog (2015) which works on the principles of collaboration, convergence and competition.

(e) PSEs take various forms based on the need, ^(size) resources, autonomy, etc.

The right form of PSE selection is vital to maintain its effectiveness.

① Departmental Undertakings

• Completely under Govt. control, acts as a department of the Govt.

• Beneficial in sectors that Govt. wants to maintain monopoly and strategic interests eg. Railways, Defence, etc.

② Public Corporations

• They are separate legal entities created by Act of Parliament.

• They have sufficient day-to-day autonomy.

• Accountability is maintained through CAG's audit, parliamentary committees etc.

eg. ONGC, SAIL, etc.

Remarks

③ Public Companies

- Companies registered under Companies Act, 1956 with Govt. share being $\geq 51\%$.
- Easier to set up as it is done by an executive order.
- It is favoured in sectors where private competition is desirable. eg. MTNL, telecom, etc.

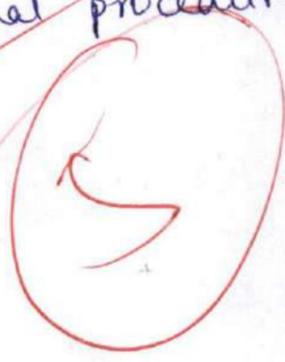
④ Managing Boards

- Mainly for river water & hydroelectric power management eg. Bhakra Management Board.
- Helps in representation of both centre and states.

PSEs are also diverse in their size and classified as Maharatnas, Navratnas, Miniratnas, etc.

Since they are in varied form, blanket policy for PSEs is not achievable as each form has its own operational procedure, demands, dependencies, etc.

Good attempt!



Remarks

Remarks

2. Answer the following questions:

(a) Provincial Administration under Mughals was highly sophisticated. Elaborate.
(250 Words) (25)

(b) India is a fertile ground for growth and development of constitutionalism. Elaborate.
(250 Words) (25)

Remarks

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Remarks

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Remarks

3. Answer the following questions:

- (a) PSEs are public but not enterprising. Examine in detail. (250 Words) (25)
- (b) NITI Ayog is the more new age, bottom up and relevant democratic body than the Planning Commission. Examine in detail. (250 Words) (25)

3(a) Public Sector Enterprises (PSEs) were booming at all time when the country was at its nascent stage. 'Publicness' of enterprise was seen ~~as~~ to be crucial because:

- Private capital availability was poor.
- Unemployment was running high.
- Urgent need to develop infrastructure eg. Dams, Roads, etc.
- Public utility goods and services needed to be provided.

Emphasis needed.

Because of the above objectives, the PSEs ~~followed~~ ^{had} certain characteristic features:

- ① Absence of profit motivation.
- ② Bulky size and excess human resource to reduce unemployment.
- ③ Provide goods and services at subsidised costs to spark socio-economic development.
- ④ No competition skills because of monopoly in sector.

Remarks

⑤ Availability of dormant assets like land, equipment etc. which are not monetised.

⑥ Capital produced is not used for improvement and innovation, but is rather transferred to the state.

Due to the above reasons PSEs lost its 'enterprising' function, rather tilted its objectives to fulfilling social demands.

At the same time it retained its publicness because:

- ① Strategic disinvestment still not taken up ^{on} large scale, thus the disinvestment undertaken still retained 'state'/public control.
- ② PSEs are still considered the largest employment generator, thus state fears repercussions caused by 'privatising' them.
- ③ Private players are not interested in taking up non-enterprising, loss-making PSEs. eg. prolonged biddings in Air India case.

Remarks

Case Study

Air India which originally was a private company (Tata) was nationalised. It thus attained a 'public character' with connectivity in routes that were not commercially viable, providing services to politicians and public servants which was not paid for, etc. It also had a huge amount of employees. Thus, as the 'public' nature increased, its enterprising ability diminished which grew graver with the entrance of private players like Indigo, etc. The recent bid to privatise Air India is testimony to PSEs failing to enterprise.

In this light, Niti Aayog's recommendation to disinvest even in $\&$ profit-making enterprises is refreshing, because with the advent of LPG, the role of the State is ~~is~~ seen shifting from 'Rowing' to 'Steering'.

PSEs disinvestment in the form of monetising assets, to strategic disinvestment has gotten a greater fillip with the recent target of $\&$ 1,05,000 crore being announced in Budget 2019.

The existing PSEs need a major revamp with downsizing workforce, monetising on assets, etc.

Remarks

to retain its 'enterprising' ability and not just its publicness.

A case in point is the merge of PSU Banks to retain publicness in banking sector, but synergising efforts of PSUs, to make them as competitive and market driven as possible.

Justify the Statement

12 1/2

Remarks

- (b) NITI Aayog was set up in 2015 as a replacement to the Planning Commission.
 The Planning Commission was then being criticised for:
- ① following a top-down approach
 - ② Having no representation from the states.
 - ③ Questions raised on vitality of planning in post LPG era.
 - ④ Being undemocratic and rigid with no mechanism for course correction in between the 5-years.

Niti Aayog is seen as the instrument to usher in a 'New India' which is driven from the bottom, fulfilling local aspirations, acting as a friend, philosopher and guide.

The three guiding principles of Niti Aayog are:

- ① Convergence → of state and Centre schemes
- ② Collaboration → of different ministries, agencies, wherever the need arises.
- ③ Competition → amongst states and districts to develop together.

Democratic

Niti Aayog's major change over Planning Commission is the Governing Council which

Remarks

includes CMs of all states and administrator of UTs. It is thus seen as a platform for Grievance redressal, consensus and confidence building.

Guide: Bottomup approach

Niti Aayog is seen as a policy aggregator where local bodies make plans, collaborate with states, and forward the plans to Niti Aayog.

It then just acts as a facilitator for states to fulfill their plans and based on these plans releases 3 years, 5 years, 7 years and 15 years Vision documents that act as a guiding light for the nation.

Resource Hub / Knowledge Hub

NITI Aayog functions as a think-tank that help States with its expertise.

It releases various indices that help states in tracking progress. eg. State's Health Index Education Index

The Atal Innovation Mission spearheaded by Niti Aayog envisions using innovations to tackle problems faced by India.

Remarks

Niti Aayog's bottom up approach can be appreciated from its Aspirational Districts programme where it envisaged to develop 115 most backward districts, thus developing the smallest unit to help India grow.

Niti Aayog uses real time monitoring, ~~evaluation~~ and course correction which is characteristic of its 'new age' relevance which is a welcome relief from the erstwhile Planning Commission.

The reports published by Niti Aayog touches upon various ^{new age} challenges eg. AI in sectors, smart mobility, disappearance of Himalayan Springs, etc. The India @ 75 document addresses sector-wise challenges and provides new-age solutions which have been adopted in Budget Documents as well.

~~There~~ Niti Aayog with its push for collaborative and cooperative federalism can be seen as a relevant democratic body giving voice to the

Remarks

aspirations of states, districts and people.

Way forward
Vijay Kelkar has recommended that Niti Aayog 2.0 should be given powers for financial devolution, increase in transparency of its functioning, to ensure its methods are in line with New India's aspirations.

Concluding
 Remark

12

Remarks

4. Answer the following questions:

- (a) Colonial Bureaucracy strangled the self-rule at village level. Comment. (250 Words) (25)
- (b) In India Political Culture and Bureaucracy cross paths in unusual ways. Examine in detail. (250 Words) (25)

4(a) Indian villages in pre-colonial era were an epitome of self-rule. The villages were seen wielding functions that enhanced the modern day principle of subsidiarity.

Village self-rule flourished because:

- ① Self-sufficiency of village economies ensured that inter-village relations were minimal.
- ② Absence of any organisational structure of a provincial or state level, thus governing occurred only at village level.
- ③ Due to caste rigidities, the functions of everyone in village was unchallenged, thus villages were largely harmonious and easier to govern.
- ④ The village level officials were from the same village itself, thus people were largely cooperative with the rule.
- ⑤ Justice was delivered by elders of village itself.

Remarks

→ Analyse & Examine inter-linkage between colonial Political Culture & Bureaucracy

with the spread of colonial rule, the village level situation, faced a major shift.

- ① Village self-sufficiency was crushed due to the choking of industries, increase in transportation, movement of labour etc. to cities.
- ② The office of District Collector was established by Warren Hastings who usurped the civil and judicial functions. Thus villagers had to interact at the district level for revenue administration, grievance redressal, etc.
- ③ Comwallis' judicial reforms formed provincial courts in Calcutta, Munshelkar, Dhaka and Patna, thus the justice that flowed from the village level stopped.
- ④ The officers now appointed were not natives of villages, thus the concept of 'self-rule' was strangled.
- ⑤ The new form of administration by Colonial Bureaucracy was highly

Remarks

→ Give examples

technical and largely exploited the illiterate villagers.

- ⑥ The socio-religious reforms, etc. caused a spur in the village community thus making it tougher for village self-rule to survive.

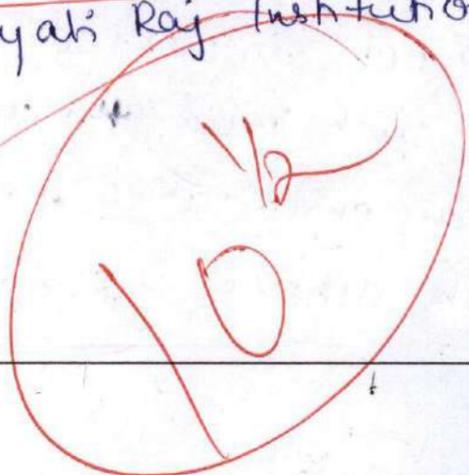
Colonial Bureaucracy's legacy was considered to remain in the form of the Indian Administrative Services.

In present context, the 73rd Constitutional Amendment Act that brought mandate Panchayati Raj Institutions could be seen as reducing the hold of Bureaucrats at the local level.

Post-Independent Bureaucracy, has however, matured to understand the vitality of self-rule at village level and is seen supporting the Panchayati Raj Institutions.

Remarks

incorporate more facts



- 4(b) Political Culture can be defined as the orientations, attitude that people have towards the political system.

Bureaucracy plays a key role in the political culture discourse as:

- ① The kind of political culture in a country will determine the power the bureaucracy wields.
- ② Bureaucracy is the first interface of people to the Govt., thus the relations with bureaucracy can determine the political culture as well.

Gabriel Almond's and Sydney Verba's conceptualisation of political culture can be used to see the influence of Bureaucracy in Indian context.

- ① Parochial Culture

Colonial India can be characterised by this culture where people are not informed and not interested about the political happening. In such India, the colonial bureaucracy was seen exploitative, elitist, corrupt, etc.

The actions of the bureaucracy ~~created~~ ^{exacerbated} the

Remarks

Analyse

negative political culture towards the British rule.

② Subject Culture

This was viewed in post independence India where people still had a colonial hangover in their relation with the bureaucracy.

Such a culture garnered two responses either of submission or of resistance.

The Bureaucracy in such a political culture of submission is viewed as 'mai-baap' and wield a lot of power. This occurs due to information asymmetry, power asymmetry, overdependence on bureaucracy etc.

In the India of 1950s - ~~1980s~~^{2000s} the political system was still developing, whereas the Bureaucracy was already strong and was getting stronger.

The bureaucracy was soon viewed as corrupt due to the red tapism, abuse of power, etc. The negative connotation of 'babu' emerged.

Due to the negative image of bureaucracy

Remarks

contrast b/w. Political and Permanent executives.

people viewed the entire political system with suspicion as well.

③ Participative Culture

With the advent of good governance, the Indian bureaucracy underwent a paradigm shift, of 'sahabs' to 'sevaks' (2nd ARC).

Citizens started feeling part of the governance procedure with citizens' charter, effective grievance redressal, e-governance, etc.

Bureaucracy is now seen as reformed, thus a positive attribution of political culture is also visible with people contributing in crowdsourcing through 'MyGov App' etc.

Social audits and 360° appraisal system will provide a further fillip to the participative functioning of bureaucracy and the political culture.

In India, as can be observed, political culture and Bureaucracy are intertwined, each supporting or suppressing the other as the nation transitions through various paradigms.

Remarks

Discuss factors like frequent transfers, punishment postings etc.

Remarks

Remarks

SECTION-B

Attempt all questions:

5. Comment on the following into 150 words:

(10 × 5 = 50)

- (a) NDC had various functions but it rarely functioned. Comment.
 (b) Local Self Government under the British was neither local nor self. Comment.
 (c) Almond and Verba provide a 3D view of political culture. Comment.
 (d) Planning has changed from micro management to signalling the intent. Comment.
 (e) Local Administration during Mughal rule was well defined and sensitive. Comment.

(a) The National Development Council (NDC) was set up in the era of planning in India. It included representatives from the states thus was supposed to uphold the spirit of federalism in planning.

Its major function was to approve the plan submitted by the Planning Commission by viewing it through the lenses of the states. However, it is considered as having rarely functioned because:

① It shared the same secretariat with that of Planning Commission, thus it was easily sidelined.

② States still viewed Plans as top-down without incorporating concerns raised in NDC, thus questioning its vitality

Remarks

Objectives of NDC

③ The meetings of the NDC did not occur periodically thus its functioning could not occur.

With the advent of Niti Aayog, NDC was abolished so as to incorporate states in the planning procedure by a bottom up approach.

(b) Local-self government got a filip due to Mayo, Ripon, who considered it to be an enabling mechanism.

However, its relevance is questioned on the premise that:

① Not ~~local~~ self local

1. Dependent on the provincial Govt for funds.

2. Devolution of functions to local government was not undertaken.

3. GoI Act 1919 made local self Govt a transferred subject, thus the central Govt deferred its responsibilities to make such a government truly local.

Remarks

Examine the factors that led to formation of NDC

IV. Not self

- ① Did not have only elected members, there were nominated members who were not representatives
- ② Franchise was limited to vote for local government, thus was not wholly representative.
- ③ The "self govt." was seen propounding the British aspirations of control and authority rather than that of the people.

Thus even though, local ^{self} government on paper was established in the 17th century its significance remains questioned.

The step by Curzon to centralise Calcutta Corporation showcased real intentions of the British.

Subject orientation is missing -

2 1/2

Remarks

5(c) Almond and verba provided their theory on political culture based on:

① Deference - The amount of respect wielded by the ^{political} system

② Consensus - which checked the decisions of political systems for whether they are widely accepted.

③ Participation - It checks the amount of relation public has with political culture.

Based on these characteristics they propounded 3 types of political culture:

① Parochial: wherein the public is not informed and also not interested in the political system.

This occurs in oppressed rule where citizens are not enabled.

② Subject-rule: wherein the public is just out of colonial rule and has a submissive or resistant view towards the political system.

③ Participative: wherein the public has a positive ~~culture~~ political culture

Remarks

Inter-linkage and interactions among these dimensions

and are responsive, demanding and enabled. Thus Almond and Verba's three dimensions help us to gauge the accept respect for the political system, the acceptance of the political system and the participation with the political system.

(d) With the advent of Indicative Planning, planning ~~has~~ has begun to act as a guide rather than micro-manage the system.

Disadvantages of micro-management

- No scope for dynamism.
- Poor acceptance of plans due to lack of participation → Resistance increases.
- Local aspirations not taken into account.

Signalling the Intent has the benefits of:

- Providing scope for change in goals based on circumstances.
- Broader scope for market participation by providing space.

Remarks

- More acceptable and lesser resistance.
- Local aspirations incorporated by just having to streamline according to larger goals.

The Indian Planning shifted to Indicative planning with the 8th plan after the New Economic Policy. This was in tune with the changing role of the state from 'rowing' to 'steering'.

(e) Local Administration during Mughal rule was hierarchical with scope for local administration.

Suba - subedar.

Sarkars

Shehar Rural

Darogah, Patwar, etc. were considered as the local administrators.

They were seen sensitive to the local demands of the people because, the role was given to locals at large.

The local level darogah was so successful that it is still followed with a

Remarks

Explain about Indicative Planning

designation of constable.

Structure is not proper.

7/2

Remarks

Remarks

6. Answer the following questions:

- (a) Formal structure and Rule boundedness have a strange relationship with Free will in a country like India. Discuss. (250 Words) (25)
- (b) Liberalisation and Privatisation have ushered the "Enterprise" in Public Sector Enterprises. Discuss. (250 Words) (25)

Remarks

Remarks

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Remarks

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Remarks

7. Answer the following questions:

(a) "Static" Bureaucracy and "Dynamic" Development are not Anti-thesis to each other, specially in the context of developing countries. Discuss. (250 Words) (25)

(b) Planning in India Reduced the Operational autonomy of the states. Discuss. (250 Words) (25)

7.(a) Weberian Bureaucracy, that is criticised for being static, is often considered as a hindrance for development.

Another discourse entails that development should include the withering away of the bureaucratic system.

Static Bureaucracy was viewed as anti-thetical to dynamic development because:

- ① Impersonal nature of bureaucracy cannot bring about development.
- ② Strict sphere of competence brings in rigidity and reduces interoperability.
- ③ Hierarchy increases delays that hamper the cause of development.

However, a broader view to the role of bureaucracy in developing countries, suggests that the static bureaucracy is essential for development because:

← also bureaucracy dynamics.

Remarks

① In developing countries, no other social institutions are that developed themselves to bring about development.

eg. The civil society institutions have internal conflicts and inconsistent goals for development.

eg. Political organisations look for short term political gains that hamper the cause of holistic long-term development.

② Bureaucracy helps streamline the inconsistent goals of the society, that are contradictory (Caplan, 2007), in a manner that is agreed by most people.

③ Bureaucracy being permanent, is able to conceptualise development in the long run, not falling for knee jerk demands.

④ Bureaucracy due to its hierarchy also feels the pulse of the people (through field operations) which can be communicated.

Remarks / line

- to higher ups in a neutral and objective manner.
- ⑤ Bureaucracy possesses the information and skills required to undertake development which is not possessed by any other system.
- ⑥ Bureaucracy's function of resource allocation is essential to fulfill diverse needs & with pareto-optimization
- ⑦ Development will need to enablement of people which will make them active citizens, helping to & recognise problems and help the bureaucracy with suggestions.
Thus, development can be seen helping bureaucracy progress to achieve responsiveness, accountability, transparency, etc.
eg. with advent of RTI, the problems in the system are easily recognised and tackled for better development of the society at large.

Remarks

Bureaucracy and development can thus not be termed anti-thetical to each other.

The view that development administration involves administration of development as well as development of administration corroborates the fact that each develops the other.

The stagnation ~~can~~ is reducing with e-governance, thus the role of bureaucracy is becoming a more positive and prominent one in the story of development.

Discussion
of
Bureaucracy for
development process

10 1/2

Remarks

(b) Planning in India began with the setting up of Planning Commission in 1951.

Planning was adopted to give teeth to our socialist underpinnings, by reducing socio-economic and regional disparities.

It was thus assumed that following the path charted by the Planning Commission will lead to development of states and of the country.

In this light, states felt that their operational autonomy was lost because:

- ① No ^{direct} participation in the formulation of the plan.
- ② Plans were largely top-down, not accounting for local aspirations and needs.
- ③ Funds divulved by the Planning Commission was contingent on performance of states on various parameters including following Central Sector Schemes and Centrally Sponsored Schemes.

Remarks

Thus, for states to get money that they have their rights on, they would have to fulfill certain operational criteria.

This caused states to forgo their operational autonomy and follow instructions of the plan to ensure the flow of funds.

With the advent of Niti Aayog in 2015, such a situation has undergone a paradigm shift.

New states are expected to formulate their own plans taking into consideration their local conditions, aspirations, challenges, which is sent to Niti Aayog which only acts as an aggregator.

This new form of 'planning' has upheld the operational autonomy of the states, and has rather encouraged sharing of best practices through cooperative, collab. erative.

Remarks

and competitive federalism.

Thus, planning in India though initially reduced the operational autonomy of the states, can now be seen cherishing the same operational autonomy.

Corroborate reasoning with arguments of K. Santharam & Ashok Chandra
Use ARE's recommendations



Remarks

Remarks

8. Answer the following questions:

- (a) Indianization of the administration was an incremental and painfully long drawn task during the colonial Rule. Discuss. (250 Words) (25)
- (b) Major amendments to constitution in 1992 and changing nature of planning (Indicative and Decentralised) failed to herald a new era of bottom up planning. Discuss. (250 Words) (25)

Remarks

Remarks

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