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Chapter 1 MAKING OF THE CONSTITUTION

Constitution is the fundamental and supreme law of a country, which describes the method of formation of Government, nature of Government, its powers and responsibilities. Our Constitution also describes who citizens are, and what are their rights and duties.

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1 SOURCES OF OUR CONSTITUTION

Government of India Act, 1935, is considered as the base of the constitution of independent India. Further, many Constitutions were drafted before the Indian Constitution. Our constitutional forefathers have procured some of the best provisions from other constitutions and incorporated those provisions into our Constitution.

Some of the important provisions in our Constitution acquired from other constitutions are as follows:

1.	Fundamental Rights	USA
2.	Directive Principles of State Policy	Ireland
3.	Emergency Provisions	Germany
4.	Parliamentary System	England
5.	Residuary Powers with Centre	Canada
6.	Provision of Concurrent List	Australia
7.	Fundamental Duties	Russia
8.	Judicial Review	USA

2 COMPOSITION OF THE CONSTITUENT ASSEMBLY

A constituent assembly is a body of representatives composed for the purpose of developing or adopting a constitution.

To make the constitution of independent India, 'The Constituent Assembly' was constituted in November 1946 under the scheme formulated by the Cabinet Mission Plan.

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Cabinet Mission Plan of 1946 aimed to discuss and plan for the transfer of power from the British Government to Indian leadership. One of the key objectives of the mission was to device a machinery to draw up the constitution of independent India.

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The features of the Plan were:

- The total strength of the Constituent Assembly was to be 389. Of these, 296 seats were to be allotted to British India and 93 seats to the Princely States. Out of 296 seats allotted to the British India, 292 members were to be drawn from the 11 Governors' provinces and four members from the four Chief Commissioners' provinces, one from each.
- 2. Each province and princely state was to be allotted seats in proportion to their respective population. Roughly, one seat was to be allotted for every million populations.
- 3. Seats allocated to each British Province were to be divided among the three principal communities: Muslims, Sikhs and general, in proportion to their populations.
- 4. The representatives of each community were to be elected by members of that community in the provinciall egislative assembly.
- 5. The Constituent Assembly was planned to be partly an indirectly elected and partly a nominated body. The members were to be indirectly elected by the members of the provincial assemblies, who themselves were elected on the basis of limited franchise. However, the representatives of princely states were to be nominated by the respective heads of the princely states.

The elections for the Constituent Assembly (for 296 seats allotted to the British Indian Provinces) were held in July–August 1946. The Indian National Congress won 208 seats, the Muslim League 73 seats, and the small groups and independents got the remaining 15 seats. However, the 93 seats allotted to the princely states were not filled, as they decided to stay away from the Constituent Assembly. Thus, the Constituent Assembly consisted only of indirectly elected members of the Provincial assemblies. The assembly included all important personalities of India at that time, with the exception of Mahatma Gandhi and M.A. Jinnah.

3 WORKING OF THE CONSTITUENT ASSEMBLY

The constituent Assembly held its first meeting on December 9, 1946. The Muslim League boycotted the meeting and insisted on a separate state of Pakistan. The meeting was thus attended by only 211 members. Dr Sachchidan and Sinha, the oldest member, was elected as the temporary President of the Assembly.

Later, on December 11, 1946, Dr Rajendra Prasad and H.C. Mukherjee were elected as the President and Vice-President of the Assembly, respectively. Sir B.N. Rau was appointed as the Constitutional Advisor to the Assembly.

On December 13, 1946, Pandit Nehru moved the historic 'Objectives Resolution' in the Assembly. It was adopted by the Assembly on January 22, 1947. Its modified version forms the 'Preamble to our Constitution'.

The representatives of the princely states, who had stayed away from the constituent assembly, gradually joined it. After the acceptance of the Mountbatten Plan on June 3, 1947, for partition of the country, the representatives of most of the princely states took their seats in the assembly.

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Making of the Constitution

The assembly also became a legislative body. In other words, two separate functions were assigned to the Assembly, which were, making of a constitution for free India and enacting of ordinary laws for the country. Thus, the Assembly also became the first Parliament of free India.

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Whenever the Assembly met as the Constituent body, it was chaired by Dr Rajendra Prasad and when it met as the legislative body, it was chaired by G.V. Mavlankar. These two functions continued till November 26, 1949, when the task of making the constitution was over. On January 24, 1950, the Constituent assembly held its last session.

The Muslim League members (hailing from the areas included in Pakistan) withdrew from the Constituent Assembly of India. Consequently, the total strength of the Assembly came down to 299 as against 389, originally fixed in 1946 under the Cabinet Mission Plan. The strength of the members from Indian Provinces was reduced from 296 to 229 and those from the princely states from 93 to 70.

4 COMMITTEES OF THE CONSTITUENT ASSEMBLY

The Constituent Assembly appointed 22 committees to deal with the different tasks of constitution making. Out of these, 10 were on procedural affairs and 12 on substantive affairs.

Difference between Procedural Affairs and Substantive Affairs Committee

Procedural affairs committees were tasked with the process of making constitution. For instance, Hindi Translation Committee was responsible for producing copy of constitution in Hindi. The most important procedural affairs committee was Steering Committee headed by Dr Rajendra Prasad. The Steering Committee consisted of high-level advisors who were required to guide and provide direction to other committees.

Substantive affairs committees were tasked with the provisions of a particular area of constitution. The important committees on substantive affairs were as follows:

- 1. Drafting Committee (Chairman: Dr B.R. Ambedkar)
- 2. Committee for Negotiating with States (Chairman: Dr Rajendra Prasad)
- 3. Committee on Chief Commissioners Provinces
- 4. Union Constitution Committee (Chairman: Jawaharlal Nehru)
- 5. Provincial Constitution Committee (Chairman: Sardar Patel)
- 6. Special Committee to Examine the Draft Constitution (Chairman: Sir Alladi Krishnaswamy Ayyar)
- 7. Union Powers Committee (Chairman: Jawaharlal Nehru)
- 8. Committee on Fundamental Rights and Minorities (Chairman: Sardar Patel)

Drafting Committee

Among all the committees of the Constituent Assembly, the most important committee was the Drafting Committee. It consisted of seven members and was headed by Dr. B.R. Ambedkar.

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The Drafting Committee, after taking into consideration the proposals of the various committees, prepared the first draft of the Constitution of India, which was published in February 1948. The people of India were given eight months to discuss the draft and propose amendments. In the light of the public comments, criticisms and suggestions, the Drafting committee prepared a second draft, which was published in October 1948.

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5 ENACTMENT OF THE CONSTITUTION

Dr B.R. Ambedkar introduced the final draft of the Constitution in the Assembly on November 4, 1948.

The motion on Draft Constitution was declared as passed on November 26, 1949, and received the signatures of the members and the President.

The constitution as adopted on November 26, 1949, contained a Preamble, 395 Articles, and 8 Schedules. Dr B.R. Ambedkar, the then Law Minister, piloted the Draft Constitution in the Assembly and is thus recognized as the 'Father of the Constitution of India'. He is also known as 'Modern Manu' because Manu wrote 'Manusmriti', which is considered as the most authoritative legal text on Hinduism.

However, the date of adoption of constitution is different from the date of commencement of constitution. The provisions relating to Citizenship, Election Commission, Definitions came into force on 26th November, 1949. Remaining provisions of this constitution came into force on 26th January, 1950, referred as the date of commencement of constitution. The 26th January, 1950 was deliberately chosen because on 26th January 1930 'purna swaraj day' was celebrated in India. Celebration of 'purna swaraj' day meant that Indians were ready for complete independence from Britishers.

Practice Q	uestions
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- 1. Which one of the following is a feature common to both the Indian Federation and the American Federation?
 - (a) A single citizenship
 - (b) Three lists in the Constitution
 - (c) Dual judiciary
 - (d) A federal supreme court to interpret the Constitution
- 2. Match List I with List II and select the correct answer using the codes given below:

Item in the Indian Constitution	Country from which it was derived
A. Directive Principles of State Policy	1. Australia
B. Fundamental Rights	2. Canada
C. Concurrent List in Union–State Relations	3. Ireland

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Making of the Constitution

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	em in the Indian onstitution	Country from which it was derived
D	India as a Union of States with greater powers to the Union	4. UK
		5. USA
	 (a) A-5, B-4, C-1, D (b) A-3, B-5, C-2, D (c) A-5, B-4, C-2, D (d) A-3, B-5, C-1, D 	-1 -1
3. Which of the following feature common to both American and India Constitutions?		
	(a) Independent Judi(b) Independent Cen(c) Appointment of C(d) Citizenship	tre and State
4.	 Which of the following the most profound infinite indian Constitution (a) British Constitution (b) US Constitution (c) Irish Constitution (d) The Government 1935 	luence in framing on? on
5.	Who among the fo Chairman of the U tion Committee of Assembly?	Union Constitu-
	(a) B.R. Ambedkar(b) J.B. Kripalani(c) Jawaharlal Nehru	

(d) Alladi Krishanaswami Ayyar

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- 6. Who headed the Interim Cabinet formed in the 1946?
 - (a) Rajendra Prasad
 - (b) Jawaharlal Nehru
 - (c) Sardar Vallabhbhai Patel
 - (d) Rajagopalachari
- 7. Which of the following pairs is/are correctly matched?
 - 1. Committee on Fundamental Rights — Jawaharlal Nehru
 - 2. Minorities Committee J.B. Kripalani
 - 3. States Committee (Committee for Negotiating with States) — Sardar Patel
 - 4. Steering Committee Dr Rajendra Prasad

Which of the above pairs is/are correctly matched?

- (a) 1 and 4 only (b) 2 and 3 only
- (c) 3 only (d) 4 only
- 8. The members of the Constituent Assembly which drafted the Constitution of India were
 - (a) nominated by the British Parliament
 - (b) nominated by the Governor General
 - (c) elected by the Legislative Assemblies of various provinces
 - (d) elected by the Indian National Congress and Muslim League
- 9. Which one of the following statements is correct?
 - (a) The Constituent Assembly of India was elected by the Provincial Assemblies in the year 1946.

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- (b) Jawaharlal Nehru, M.A. Jinnah, and Sardar Vallabhbhai Patel were members of the Constituent Assembly of India.
- (c) The First Session of the Constituent Assembly of India was held in January1947.
- (d) The Constitution of India was adopted on 26th January1950.
- 10. Which of the following statements regarding the making of the Indian Constitution is correct?
 - 1. Some of the princely states were not represented in the Constituent Assembly.
 - 2. Elections to the Constituent Assembly were direct, but with a limited franchise.
 - 3. The Constituent Assembly also functioned as a provisional Parliament.
 - 4. Some of the constitutional Provisions came into effect before 26th January, 1950.

Select the correct answer using the codes given below:

- (a) 1, 2 and 3 (b) 1, 3, and 4
- (c) 1 and 4 (d) 2 and 3
- 11. With reference to the Constituent Assembly, consider the following statements:
 - 1. The constituent assembly consisted of directly elected members from Princely States.
 - 2. The members of the Constituent Assembly from British Indian

provinces were elected indirectly by the members of the provincial legislative assemblies.

3. The Constituent Assembly was planned to be partly indirectly elected and partly nominated body. Which of the statements given above is/ are **incorrect**?

are incorrect?

- (a) 1 and 2 only (b) 1 only
- (c) 1 and 3 only (d) 3 only
- 12. Consider the following statements:
 - 1. The constitution was adopted by 26th November 1949, but all the provisions of constitution did not come into force by this date.
 - 2. 26th January 1950 is regarded as the date of commencement of constitution.

Select the correct answer using the codes given below:

- (a) 1 only
- (b) 2 only
- (c) Both 1 and 2
- (d) Neither 1 nor 2
- 13. The Preamble in the constitution of independent India is modified version of which of the following:
 - (a) Bill of Rights in USA
 - (b) Objectives resolution moved by Jawaharlal Nehru
 - (c) British Magna Carta
 - (d) Ideals of Communism
- 14. The constituent assembly was created under which of the following constitutional schemes?

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Making of the Constitution

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- (a) Cabinet Mission Plan
- (b) Indian independence Plan
- (c) Transfer of power plan
- (d) Mountbatten Plan
- 15. Which of the following committees of constituent assembly were headed by Sardar Vallabhbhai Patel?
- 1. Committee for negotiating with states

Committee on fundamental rights
 Committee on minorities

Select the correct answer using the codes given below:

- (a) 1, 2, and 3 (b) 1 and 2
- (c) 2 and 3 (d) 3 only

PERFECTING PAST PRELIMS

- 1. Who among the following was the chairman of the Union Constitution Committee of the Constituent Assembly? (2005)
 - (a) B.R. Ambedkar
 - (b) J.B. Kripalani
 - (c) Jawaharlal Nehru
 - (d) Alladi Krishnaswami Ayyar
- 2. With reference to Indian History, the members of the Constituent Assembly from the Provinces were (2013)

- (a) directly elected by the people of those Provinces
- (b) nominated by the Indian National Congress and the Muslim League
- (c) elected by the Provincial Legislative Assemblies
- (d) selected by the Government for their expertise in constitutional matters

ANSWER KEYS

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Practice Questions

1. (d)	2. (d)	3. (a)	4. (d)	5. (c)
6. (b)	7. (d)	8. (c)	9. (a)	10. (b)
11. (b)	12. (c)	13. (b)	14. (a)	15. (c)

Perfecting Past Prelims

1. (c) 2. (c)

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PREAMBLE TO THE

CONSTITUTION

Our constitution at present consists of a preamble, 25 parts and 12 schedules.

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A Preamble, in general, is an introductory statement of a document that explains the document's purpose and the underlying philosophy.

The Preamble to the Constitution of India is a brief introductory statement that sets out the guiding purpose and principles of the constitution, and it indicates the source from which the constitution derives its authority which is 'The People of India'.

1 TEXT OF THE PREAMBLE

Chapter

We, the people of India, having solemnly resolve to constitute India into a sovereign, socialist, secular, democratic, republic and to secure to all its citizens:

- **JUSTICE**, social, economic, and political;
- LIBERTY of thought, expression, belief, faith, and worship;
- EQUALITY of status and opportunity and to promote among them all;
- **FRATERNITY** assuring the dignity of an individual and the unity and integrity of the nation.

In our Constituent Assembly, this 26th day of November 1949, do hereby adopt, enact and give to ourselves this Constitution.

2 **KEYWORDS OF PREAMBLE**

Preamble consists of two set of keywords:

- 1. Related to the nature of Indian state
 - (i) **Sovereign:** A nation which is independent and which has no interference of external powers in management of its internal affairs.
 - (ii) Socialist: We have our own definition of socialism which is different from general definition of socialism. Generally, socialism refers to ownership of property only by state; however, in our form of socialism, we encourage both private and public sectors to co-exist in order to attain welfare of people.
 - (iii) Secular: A secular state treats people belonging to various religions in the same manner. In Indian secularism, State does not favour people belonging to one religion but is involved in

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promotion of all the religions equally. Thus, in India, we have positive form of secularism,

i.e., state is neutral to all religions and it engages in promotion of all the religions equally.

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However, in other nations which are also secular such as France, state does not engage in promotion of all religions and even restricts the freedom of practicing religion in public life. Another example of secularism is ex-USSR where the practice of religion was not allowed even in private life.

- (iv) **Democracy:** '*Demo*' means people and '*cracy*' means rule. Democracy literally means 'rule of people'. In our democracy, there are regular elections which are free and fair and through which people elect their representatives to form the Government. Thus, ours is a representative democracy.
- (v) Republic: It is a form of Government in which head of a State is elected and is not a monarch nominated by heredity. For example: in India, both real head, i.e., Prime Minster, and nominal head, i.e., President, are elected.

Monarchy is contrary to republic. Under monarchy, a ruler himself determines his successor.

- 2. Related to aspirations for the citizens
 - (i) Justice: The term 'Justice' in the Preamble embraces following three distinct forms:
 - (a) **Social Justice:** It refers to the absence of discrimination and equal status for everyone in the society.
 - (b) **Economic Justice:** It refers to equal opportunity to everyone to make a living and to improve one's standard of living.
 - (c) **Political Justice:** It refers to equal opportunity to everyone to contest elections and to vote in elections.
 - (ii) Liberty: of

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- (a) Thought
- (b) Expression
- (c) Belief and faith
- (d) Worship
- (iii) Equality: of
 - (a) Status
 - (b) Opportunity

'Equality' means the absence of special privileges to any section of society and provision of adequate opportunities for all individuals without any discrimination.

(iv) Fraternity: It refers to brotherhood. The constitution promotes this feeling of fraternity by the system of single citizenship.

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Preamble to the Constitution

The Preamble declares that fraternity has to assure two things: the dignity of an individual, and the unity and integrity of the nation.

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3 ROLE OF THE PREAMBLE

The Preamble performs following important roles:

- 1. It acts as an introduction to the constitution and it discusses the objectives of the constitution.
- 2. The preamble states that the Constitution derives its authority from 'the people of India'. It is deemed that the constitution was made by the Constituent Assembly on behalf of the people of India.
- 3. It describes the nature of Indian state to be sovereign, socialist, secular, democratic and republic.
- 4. It states aspirations of the Constitution for the people of India, i.e., justice, liberty, equality, and fraternity.
- 5. It specifies the date of adoption of Constitution which was 26 November 1949.
- 6. It also guides the various organs of the State regarding the ideals of Indian Polity. For instance, Preamble is used by judiciary to make appropriate interpretation of provisions of constitution and other laws.

4 AMENDMENT OF PREAMBLE

Preamble has been amended only once, by 42nd Amendment Act, 1976. By this amendment, three changes were made into the preamble. The 42nd Amendment Act, 1976, introduced the following 'three' words in the preamble:

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1. Socialist

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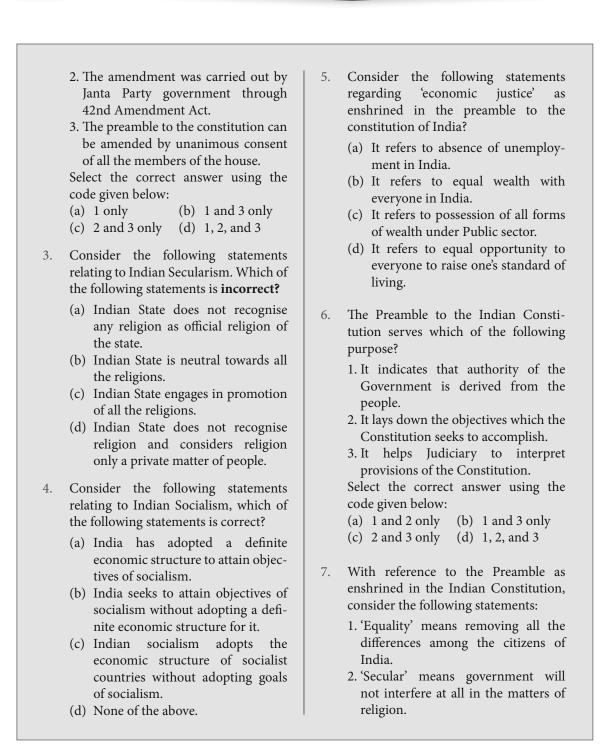
- 2. Secular
- 3. Integrity

Practice Questions

- 1. Which one of the following words was **not** contained in the original preamble to the Indian constitution?
 - (a) Sovereign (b) Secular
 - (c) Democratic (d) Republic
- 2. Consider the following statements relating to amendment of the preamble:
 - 1. So far only one constitutional amendment has been carried out in the Preamble.

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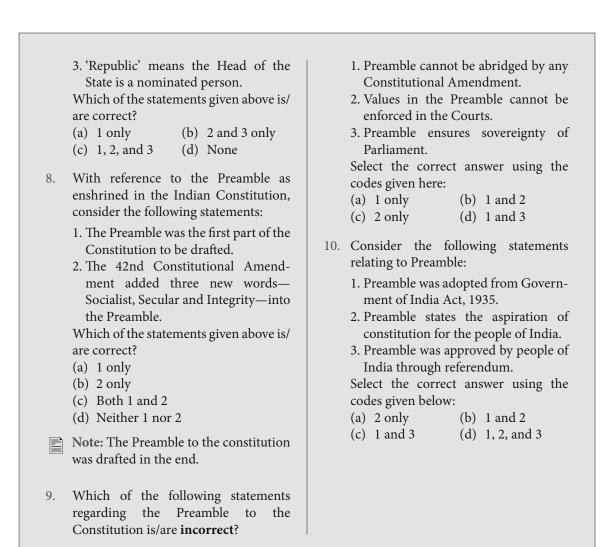
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Preamble to the Constitution

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PERFECTING PAST PRELIMS

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- 1. Which one of the following objectives is not embodied in the Preamble to the Constitution of India? (2017)
 - (a) Liberty of thought
 - (b) Economic liberty

- (c) Liberty of expression(d) Liberty of belief
- 2. Democracy's superior virtue lies in the fact that it calls into activity (2017)

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- (a) The intelligence and character of ordinary men and women.
 - (b) The methods for strengthening executive leadership.
 - (c) A superior individual with dynamism and vision
 - (d) A band of dedicated party workers.
- 3. The mind of the makers of the Constitution of India is reflected in which of the following? (2017)

- (a) The Preamble
- (b) The Fundamental Rights
- (c) The Directive Principles of State Policy

3. (a)

(d) The Fundamental Duties

ANSWER KEYS

Practice Questions

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Perfecting Past Prelims

1. (b)	2. (a)	3. (d)	4. (b)	5. (d)	1. (b)	2. (a)
6. (d)	7. (d)	8. (b)	9. (b)	10. (a)		

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Solutions for PRACTICE QUESTIONS AND PERFECTING PAST PRELIMS

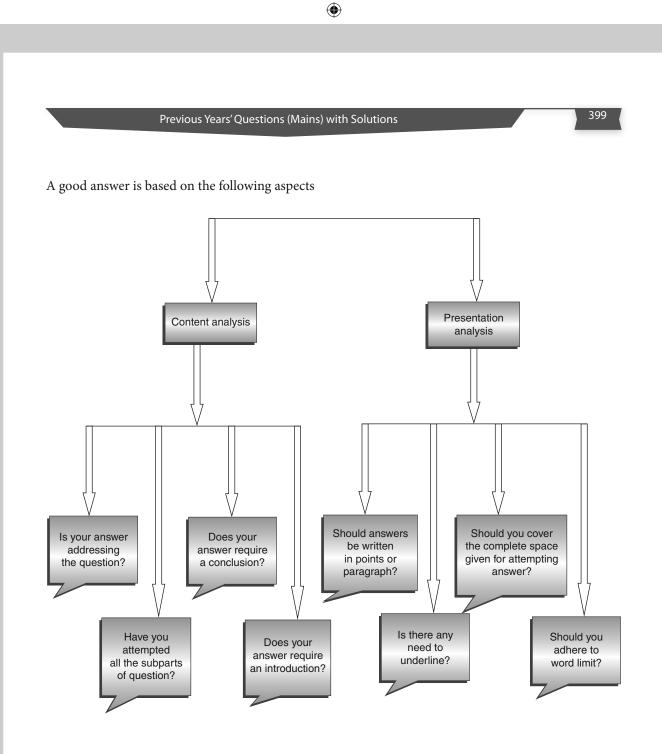
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Previous Years' Questions (Mains) with Solutions

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Previous Years' Questions (Mains) with Solutions

 The Supreme Court of India keeps a check on arbitrary power of the Parliament in amending the Constitution. Discuss critically. (2013) Sol.

Analysis of Question					
Discuss critically	The question requires break up of matter into various parts and thorough analysis of these parts.				
Number of Sub-parts	One				
Mode of Presentation	Paragraph				
Importance of Conclusion	Required				

Introduction

Parliament has been conferred the power to amend the constitution. However, Supreme Court keeps check on this power, especially when it is exercised arbitrarily.

Body

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Para 1

Supreme Court keeps such a check by means of judicial review. Through judicial review, the Supreme Court can evaluate any constitutional amendment passed by the Parliament, and if it involves the arbitrary exercise of power, Supreme Court can declare the constitutional amendment invalid.

Para 2

Through exercise of judicial review, the Supreme Court has even established the

permanent boundaries over constitutional amendment power by formulating the doctrine of basic structure to the constitution in the Kesvananda Bharti Vs State of Kerala, 1973. According to this doctrine, the Supreme Court can declare any constitutional amendment void, if it violates the basic structure of the Constitution.

Para 3

Further, the Supreme Court has not defined basic structure. In a number of judgments, it has accorded status of basic structure to various provisions of Constitution. Some of them are democracy, secularism, republic, sovereign, rule of law, free and fair elections, judicial review itself and Articles 14, 19 and 21 of the Constitution. Moreover, the Supreme Court has held that additions can be made in basic structure, but no deletions can be made.

Conclusion

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Thus, Supreme Court keeps a check on undesirable constitutional amendments through mechanism of judicial review and by application of doctrine of basic structure. On account of such role of Supreme Court, it is regarded as the guardian to the Constitution.

Constitutional mechanisms to resolve the inter-state water disputes have failed to address and solve the problems. Is the failure due to structural or process inadequacy or both? Discuss. (2013)
 Sol.

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Analysis of Question				
Discuss	Write about the topic in detail, taking into account different issues or ideas.			
Number of Sub-parts	Two parts: Part I—structural inadequacy; Part II— process inadequacy			
Mode of Presentation	Point form			
Importance of Conclusion	Required			

Introduction

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Under Article 262, Constitution authorizes Parliament to provide for mechanism to resolve inter-state water disputes. Parliament has passed Inter-state Water Disputes Act, 1956, which authorizes the Central Government to create ad hoc tribunal for particular water dispute. These tribunals have failed to perform on account of following factors:

Structural inadequacy

- 1. Inter-state water dispute tribunal are ad hoc in nature.
- 2. Inter-state water dispute tribunal are headed by retired judge.
- 3. Lack of staff including hydrological experts with tribunal.
- 4. Lack of mechanism to enforce orders.

Process inadequacy

- 1. Lack of norms for distribution of water.
- 2. Change in water requirements.

- 3. Politicization of disputes.
- 4. Interference by Supreme Court.

Conclusion

Both structural and process inadequacies have contributed in failure to resolve interstate water disputes.

(Note: In the above answer, only heading for various arguments is given. A one-line explanation is required to justify each heading).

- Article 156(3) of the Indian Constitution dispenses that a Governor shall hold a term of five years from the date on which he enters into his office. How do you analyze the recent controversy centered on the removal of the Governor with the change of the Guard at the centre? (2013)
- Recent directives from Ministry of Petroleum and Natural Gas are perceived by the 'Nagas' as a threat to override the exceptional status enjoyed by the State. Discuss in light of Article 371A of the Indian Constitution. (2013)
- Section 8(4) of the Representation of the People's Act in the opinion of the Supreme Court is ultra vires. The court opined that all the convicted MPs and MLAs in a criminal case would be disqualified from holding their offices from the day of conviction itself, even if such a conviction is by a Trial Court. Comment in the light of recent judgment of Supreme Court. (2013)

Note: Questions 3–5 require knowledge about subject matter and also the current affairs

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