

✦ UNIQUE STUDY POINT BY SUMEET SAHU ✦

Power-Sharing

Class X — Political Science (Civics) — Chapter 1

Democratic Politics – II | NCERT

SECTION 01

Overview

This chapter resumes the tour of democracy started in Class IX. In a democracy, all power does not rest with any one organ of the government. An **intelligent sharing of power** among legislature, executive and judiciary is very important to the design of a democracy.

The chapter begins with two contrasting stories from **Belgium** and **Sri Lanka** — both democracies, but they handled demands for power-sharing in very different ways. These stories help us understand the **need for power-sharing** and its various **forms** in modern democracies.

Central Theme of the Chapter

Power sharing is the very spirit of democracy. It reduces conflict, ensures stability, and gives citizens a voice in governance. The chapter compares Belgium's **accommodation model** with Sri Lanka's **majoritarian approach** to highlight these lessons.

USP KEY POINTS

- ★ Power sharing is essential for the design of democracy
- ★ Belgium and Sri Lanka are contrasting case studies
- ★ The chapter explores two reasons for power sharing — prudential and moral
- ★ Four forms of power sharing are discussed
- ★ Lebanon's case (Khalil's Dilemma) provides a thought-provoking discussion

SECTION 02

BE Belgium and Sri Lanka

◆ Belgium — A Complex Ethnic Composition

Belgium is a small country in Europe, smaller in area than the state of Haryana. It has borders with France, the Netherlands, Germany and Luxembourg, and a population of a little over one crore.

COMMUNITY	REGION	% POPULATION	LANGUAGE
Flemish (Dutch-speaking)	Flemish Region	59%	Dutch
Walloon (French-speaking)	Wallonia Region	40%	French
German-speaking	Eastern Belgium	1%	German

The Brussels Problem

In the capital city Brussels, **80%** people speak French while **20%** are Dutch-speaking. The Dutch-speaking people constituted a **majority in the country**, but a **minority in the capital**. This made Brussels a special problem area.

The **minority French-speaking community** was relatively rich and powerful. The Dutch-speaking community resented this as they got the benefit of economic development and education much later. This led to **tensions between the two communities** during the 1950s and 1960s.

◆ Sri Lanka — Diverse Population

Sri Lanka is an island nation, just a few kilometres off the southern coast of Tamil Nadu. It has about two crore people.

COMMUNITY	% POPULATION	RELIGION
Sinhala-speakers	74%	Mostly Buddhist
Sri Lankan Tamils	13%	Mostly Hindu/Muslim
Indian Tamils	5%	Mostly Hindu
Christians (Tamil & Sinhala)	7%	Christian
Muslims	~1%	Muslim

Sri Lankan Tamils are concentrated in the **north and east** of the country. Indian Tamils' forefathers came from India as **plantation workers during the colonial period**.

USP KEY POINTS

- ★ Belgium: Dutch majority in country, but minority in capital Brussels
- ★ French-speaking minority was richer and more powerful in Belgium
- ★ Sri Lanka: Sinhala speakers form 74% majority; Tamils 18%
- ★ Sri Lankan Tamils are concentrated in north and east
- ★ Both countries had ethnic tensions but handled them differently

SECTION 03

Majoritarianism in Sri Lanka

Majoritarianism

A belief that the majority community should be able to rule a country in whichever way it wants, by disregarding the wishes and needs of the minority.

Sri Lanka emerged as an **independent country in 1948**. The leaders of the Sinhala community sought to secure dominance over government by virtue of their majority. The democratically elected government adopted a series of **majoritarian measures**:

Majoritarian Measures Adopted

1. In **1956**, an Act was passed to recognise **Sinhala as the only official language**, disregarding Tamil.
2. Governments followed **preferential policies** that favoured Sinhala applicants for university positions and government jobs.
3. A new constitution stipulated that the state shall **protect and foster Buddhism**.

◆ Consequences of Majoritarianism

All these measures gradually increased the feeling of **alienation among Sri Lankan Tamils**. They felt that the constitution and government policies denied them equal political rights, discriminated against them in getting jobs and other opportunities, and ignored their interests.

Sri Lankan Tamils launched parties and struggles for the recognition of Tamil as an official language, for **regional autonomy** and equality of opportunity. But their demands were **repeatedly denied**.

By the **1980s**, several political organisations were formed demanding an independent **Tamil Eelam (state)** in northern and eastern parts of Sri Lanka.

The distrust turned into a **Civil War**. Thousands of people of both communities were killed. Many families were forced to leave the country as refugees. The civil war caused a terrible setback to the social, cultural and economic life of the country. **It ended in 2009**.

Civil War

A violent conflict between opposing groups within a country that becomes so intense that it appears like a war.

USP KEY POINTS

- ★ Sri Lanka independent in 1948; Sinhala community sought dominance
- ★ 1956 Act: Sinhala made only official language
- ★ Preferential policies for Sinhalas in education and jobs
- ★ Constitution favoured Buddhism
- ★ Tamils demanded Tamil Eelam; civil war lasted until 2009

SECTION 04

Accommodation in Belgium

The Belgian leaders took a **different path** from Sri Lanka. They recognised the existence of regional differences and cultural diversities. Between **1970 and 1993**, they amended their constitution **four times** to work out an arrangement enabling everyone to live together.

Elements of the Belgian Model

1. Equal Ministers: Constitution prescribes that the number of Dutch and French-speaking ministers shall be **equal in the central government**. Special laws require support of majority from each linguistic group — so no single community can make decisions unilaterally.

2. State Governments: Many powers of the Central Government have been given to **State Governments** of the two regions. State Governments are **not subordinate** to the Central Government.

3. Brussels Government: Brussels has a **separate government** in which both communities have **equal representation**. French accepted this because Dutch accepted equal representation in the Central Government.

4. Community Government: A third kind of government — the '**community government**' — is elected by people belonging to one language community (Dutch, French and German-speaking), no matter where they live. This government has power regarding **cultural, educational and language-related issues**.

These arrangements helped avoid civic strife between the two major communities and a possible division of the country on linguistic lines. When many countries of Europe came together to form the **European Union, Brussels was chosen as its headquarters**.

◆ Belgium vs Sri Lanka: A Comparison

ASPECT	BELGIUM	SRI LANKA
Approach	Accommodation	Majoritarianism
Language Policy	Equal representation for both	Sinhala as only official language
Government Structure	Federal — power shared at multiple levels	Unitary — majority dominance
Community Government	Yes — cultural autonomy	No — denied autonomy to Tamils
Result	Unity and peace; Brussels became EU HQ	Civil war (ended 2009); destruction
Constitutional Amendments	4 times (1970–1993)	Favoured only Sinhala community

USP KEY POINTS

- ★ Belgium amended constitution 4 times between 1970 and 1993
- ★ Equal Dutch-French ministers in central government
- ★ Brussels: both communities have equal representation
- ★ Community Government handles cultural, educational, language issues
- ★ Belgium = Accommodation; Sri Lanka = Majoritarianism

SECTION 05

Why Power Sharing is Desirable

Two different sets of reasons can be given in favour of power sharing: **Prudential** (practical) and **Moral** (ethical/principled).

PRUDENTIAL REASONS	MORAL REASONS
Reduces the possibility of conflict between social groups	Power sharing is the very spirit of democracy
Ensures stability of political order	People have a right to be consulted on how they are governed
Imposing majority will may look attractive short-term, but undermines national unity in the long run	A legitimate government is where citizens acquire a stake in the system through participation
Tyranny of majority is oppressive for minority and often harms majority too	The very act of power sharing is valuable

Prudential

Based on prudence, or on careful calculation of gains and losses. Prudential decisions are usually contrasted with decisions based purely on moral considerations.

Remember This Difference!

Prudential reasons stress that power sharing will bring out **better outcomes** (practical benefits).

Moral reasons emphasise the very **act of power sharing as valuable** (principled/ethical basis).

USP KEY POINTS

- ★ Two reasons: Prudential (practical) and Moral (principled)
- ★ Prudential: Reduces conflict, ensures stability, prevents tyranny
- ★ Moral: Spirit of democracy, people's right to be consulted
- ★ Tyranny of majority harms minority AND majority
- ★ Legitimate government = citizens have a stake in the system

SECTION 06



Forms of Power-Sharing

In modern democracies, power sharing arrangements can take many forms. Here are the **four most common forms**:

1 Horizontal Distribution of Power

Power is shared among different **organs of government** — Legislature, Executive and Judiciary. They are placed at the **same level** and exercise different powers. This is called a system of **checks and balances**. Each organ checks the others, ensuring none can exercise unlimited power. Example: Judges can check executive functioning; Parliament holds ministers accountable.

2 Vertical Distribution of Power (Federal Division)

Power is shared among governments at **different levels** — Central/Union Government and State/Provincial Governments. The constitution clearly lays down the powers of each level. This is called **federal division of power**. It can extend to lower levels like municipality and panchayat. Belgium followed this; Sri Lanka refused. Example: India has Central, State, and Local governments.

3 Power Sharing Among Social Groups

Power may be shared among different **social groups** — religious and linguistic groups. The '**Community Government**' in Belgium is a good example. In India, the system of **reserved constituencies** in assemblies and parliament gives space to diverse social groups who would otherwise feel alienated. This method gives minority communities a fair share in power.

4 Power Sharing Among Political Parties, Pressure Groups & Movements

Competition among different **political parties** ensures power does not remain in one hand. When two or more parties form an alliance, they form a **coalition government** and share power. **Interest groups** (traders, farmers, industrialists, workers) also participate in governmental committees or influence decision-making. In the long run, power is shared among different political parties representing different ideologies.

FORM	TYPE	EXAMPLE
Among organs of government	Horizontal	Legislature, Executive, Judiciary (Checks & Balances)
Among governments at different levels	Vertical (Federal)	Central, State, Local governments in India
Among different social groups	Community-based	Community Government in Belgium; Reserved constituencies in India
Among political parties & pressure groups	Political competition	Coalition governments; Interest groups

🏆 USP KEY POINTS

- ★ 4 forms: Horizontal, Vertical/Federal, Social Groups, Political Parties
- ★ Horizontal = same level (Legislature, Executive, Judiciary)
- ★ Vertical = different levels (Central, State, Local)
- ★ Social Groups = Community Government, reserved constituencies
- ★ Political Parties = coalition governments, pressure groups

SECTION 07

😞 Khalil's Dilemma — Lebanon

The story of **Khalil from Lebanon** is presented through the Vikram-Vetal format. Lebanon had a bitter civil war between its communities.

LB Lebanon's Power-Sharing Rules

After the civil war, Lebanon's leaders agreed to basic rules for power sharing among different communities:

- **President:** Must belong to the **Maronite sect of Catholic Christians**
- **Prime Minister:** Must be from the **Sunni Muslim** community
- **Deputy Prime Minister:** Fixed for **Orthodox Christian** sect
- **Speaker:** Fixed for **Shi'a Muslims**

Under this pact, the Christians agreed not to seek French protection and the Muslims agreed not to seek unification with neighbouring Syria. When this agreement was made, Christians and Muslims were nearly **equal in population**. Both sides have continued to respect this agreement though now Muslims are in clear majority.

Khalil's argument: He wants Lebanon to be a "normal" democracy — hold elections, let anyone contest, and whoever wins the most votes becomes president regardless of community. His elders believe the present system is the best guarantee for **peace**.

💡 Think About It

This dilemma highlights the tension between **equality of opportunity** (anyone can contest) and **community-based power sharing** (guaranteed representation for all groups). Both have merits — one promotes individual freedom, the other ensures peace in a divided society.

🏆 USP KEY POINTS

- ★ Lebanon: Community-based power sharing after civil war
- ★ President (Maronite), PM (Sunni), Dy PM (Orthodox), Speaker (Shi'a)
- ★ Khalil wants "normal" democracy; elders value peace
- ★ Highlights tension between individual freedom and group representation

SECTION 08

📖 Glossary — Key Terms

Ethnic

A social division based on shared culture. People belonging to the same ethnic group believe in their common descent because of similarities of physical type or of culture or both.

Majoritarianism

A belief that the majority community should be able to rule a country in whichever way it wants, by disregarding the wishes and needs of the minority.

Civil War

A violent conflict between opposing groups within a country that becomes so intense that it appears like a war.

Prudential

Based on prudence, or on careful calculation of gains and losses. Contrasted with decisions based purely on moral considerations.

Power Sharing

Distribution of power among different organs, levels, social groups and political parties of government so that no single entity can exercise unlimited authority.

Checks and Balances

A system where each organ of government checks the others, resulting in a balance of power among various institutions (horizontal distribution).

Federal Government

A general government for the entire country where power is shared among governments at different levels — Central, State, and Local.

Community Government

Elected by people belonging to one language community — Dutch, French and German-speaking — no matter where they live. Has power regarding cultural, educational and language-related issues.

Coalition Government

A government formed when two or more political parties form an alliance, win elections, and share power together.

Tamil Eelam

The demand by Sri Lankan Tamil political organisations for an independent Tamil state in the northern and eastern parts of Sri Lanka.

SECTION 09

Questions & Answers / MCQs

NCERT Exercise Questions with Answers

Q1 What are the different forms of power sharing in modern democracies? Give an example of each of these.

Four forms of power sharing:

(i) Horizontal Distribution: Power is shared among different organs of government (Legislature, Executive, Judiciary). Example: In India, the Judiciary can review laws made by the Parliament.

(ii) Federal/Vertical Division: Power is shared among governments at different levels — Central, State, Local. Example: In India, subjects are divided into Union, State and Concurrent Lists.

(iii) Among Social Groups: Power is shared among different social groups — religious, linguistic. Example: System of reserved constituencies in India for SCs, STs; Community Government in Belgium.

(iv) Among Political Parties: Power sharing through competition among political parties, pressure groups. Example: Coalition government of NDA/UPA in India.

Q2 State one prudential reason and one moral reason for power sharing with an example from the Indian context.

Prudential Reason: Power sharing helps reduce the possibility of conflict between social groups. In India, the system of reserved constituencies ensures that SCs and STs are represented in Parliament, reducing their sense of alienation and preventing social conflict.

Moral Reason: Power sharing is the very spirit of democracy. People have a right to be consulted on how they are governed. In India, the Panchayati Raj system gives people at the grassroots level a direct say in governance, making them stakeholders in the democratic process.

Q3 Three students drew different conclusions. Which do you agree with and why? (Thomman / Mathayi / Ouseph)

Ouseph's view is correct: "Every society needs some form of power sharing even if it is small or does not have social divisions."

Power sharing is important not just for societies with ethnic or regional divisions, but for all societies. Even in homogeneous societies, power sharing among organs of government (checks and balances), among political parties, and among different levels of government is essential. It prevents concentration of power, reduces chances of conflict, and ensures democratic governance. Therefore, Thomman and Mathayi's views are narrow and incomplete.

Q4 The Mayor of Merchtem banned speaking French in schools. Is this in keeping with Belgium's power sharing arrangements?

No, this measure is **not** in keeping with the spirit of Belgium's power sharing arrangements. The Belgian model is based on **mutual respect** for different linguistic communities. The Community Government was created specifically to handle cultural, educational and language issues. Banning French in a Flemish town goes against the spirit of accommodation that Belgium's constitutional arrangements promote. It would increase tensions rather than promote unity.

Q5 Read the passage about Panchayati Raj and pick out a prudential reason for power sharing.

Prudential reason: "Giving power to Panchayats is also a way to **reduce corruption and increase administrative efficiency**." When people participate in the planning and implementation of developmental schemes, they would naturally exercise greater control and this would eliminate corrupt middlemen. This is a prudential reason because it focuses on the **practical benefits** (better outcomes) of power sharing.

Q6 What were the majoritarian measures adopted by the Sri Lankan government? What were their effects?

Majoritarian measures: (i) 1956 Act recognised Sinhala as the only official language, disregarding Tamil. (ii) Preferential policies favouring Sinhala applicants for university positions and government jobs. (iii) New constitution stipulated the state shall protect and foster Buddhism.

Effects: These measures increased alienation among Sri Lankan Tamils. They felt denied equal rights and discriminated against. Tamil political organisations demanded an independent Tamil Eelam. The distrust turned into a devastating civil war that lasted until 2009, causing thousands of deaths and massive displacement.

 **Multiple Choice Questions (MCQs)****Q6 (NCERT). Arguments in favour of power sharing – identify correct combination:**

- A. reduces conflict among different communities
- B. decreases the possibility of arbitrariness
- C. delays decision making process
- D. accommodates diversities
- E. increases instability and divisiveness
- F. promotes people's participation in government
- G. undermines the unity of a country

Answer: (a) A, B, D, F

Q7 (NCERT). Consider statements about Belgium and Sri Lanka — which are correct?

- A. In Belgium, the Dutch-speaking majority tried to impose their domination on the minority French-speaking community.
- B. In Sri Lanka, policies sought to ensure dominance of the Sinhala-speaking majority.
- C. Tamils in Sri Lanka demanded a federal arrangement to protect their culture, language and equality.
- D. Transformation of Belgium from unitary to federal prevented possible division on linguistic lines.

Answer: (d) B, C and D [Note: Statement A is incorrect — in Belgium, it was the French-speaking minority that was rich and powerful, not the Dutch majority trying to dominate]

Q8 (NCERT). Match List I (forms of power sharing) with List II (forms of government):

- 1. Power shared among different organs of government → B. Separation of powers
- 2. Power shared among governments at different levels → D. Federal government
- 3. Power shared by different social groups → A. Community government
- 4. Power shared by two or more political parties → C. Coalition government

Answer: (c) 1-B, 2-D, 3-A, 4-C

Q9 (NCERT). Consider: A. Power sharing is good for democracy. B. It helps reduce the possibility of conflict between social groups.

- (a) A is true but B is false
- (b) Both A and B are true
- (c) Both A and B are false
- (d) A is false but B is true

Answer: (b) Both A and B are true

Q10. Which of the following is an example of horizontal distribution of power?

- (a) Division between Central and State Government
- (b) Division between Legislature, Executive and Judiciary
- (c) Community Government in Belgium
- (d) Coalition Government

Answer: (b) Division between Legislature, Executive and Judiciary

Q11. Which community was relatively rich and powerful in Belgium?

- (a) Dutch-speaking
- (b) French-speaking
- (c) German-speaking
- (d) English-speaking

Answer: (b) French-speaking (minority but richer and powerful)

Q12. What percentage of population in Sri Lanka are Sinhala speakers?

- (a) 59%
- (b) 74%
- (c) 18%
- (d) 80%

Answer: (b) 74%

Q13. In which year did the Sri Lankan Civil War end?

- (a) 1956
- (b) 1993
- (c) 2005
- (d) 2009

Answer: (d) 2009

Q14. The headquarters of the European Union is in:

- (a) Paris
- (b) London
- (c) Brussels
- (d) Berlin

Answer: (c) Brussels

Q15. How many times was Belgium's constitution amended between 1970 and 1993?

- (a) Two times
- (b) Three times
- (c) Four times
- (d) Five times

Answer: (c) Four times

Q16. The system of '__(?)__' in India gives power sharing among social groups.

- (a) Community Government
- (b) Coalition Government
- (c) Reserved Constituencies
- (d) Federal Government

Answer: (c) Reserved Constituencies

Case-Based Questions

Case Study 1: Sri Lankan Language Policy

"In 1956, an Act was passed to recognise Sinhala as the only official language, thus disregarding Tamil. The governments followed preferential policies that favoured Sinhala applicants for university positions and government jobs. A new constitution stipulated that the state shall protect and foster Buddhism."

1. What type of government approach does this passage describe?
2. Name the Act passed in 1956.
3. How did these measures affect the Sri Lankan Tamils?
4. What was the ultimate consequence of this approach?

Answers:

1. This describes a **majoritarian approach** — where the majority community imposes its will on minorities.
2. The **Official Language Act, 1956** which made Sinhala the only official language.
3. It increased the feeling of **alienation** among Sri Lankan Tamils. They felt denied equal political rights and discriminated against in jobs and education.
4. The ultimate consequence was a **civil war** that lasted until 2009, killing thousands and causing massive social, cultural and economic destruction.

Case Study 2: Belgian Accommodation

"Between 1970 and 1993, they amended their constitution four times so as to work out an arrangement that would enable everyone to live together within the same country. Constitution prescribes that the number of Dutch and French-speaking ministers shall be equal in the central government."

1. Which country is being discussed in this passage?
2. What does 'equal number of ministers' signify?
3. What was the third kind of government created in Belgium?
4. How did this approach benefit Belgium?

Answers:

1. **Belgium.**
2. It signifies the **accommodation model** — ensuring no single community can make decisions unilaterally. Both Dutch and French-speaking communities have equal say in governance.
3. The **Community Government** — elected by people belonging to one language community, handling cultural, educational and language-related issues.
4. It helped avoid civic strife, prevented the division of the country on linguistic lines, and Brussels was chosen as the headquarters of the European Union.

Case Study 3: Lebanon's Power Sharing

"As per these rules, the country's President must belong to the Maronite sect of Catholic Christians. The Prime Minister must be from the Sunni Muslim community. The post of Deputy Prime Minister is fixed for Orthodox Christian sect and that of the Speaker for Shi'a Muslims."

1. Which country's power sharing arrangement is described?
2. Why were these rules created?
3. What is the drawback of this system according to Khalil?
4. Is this system still relevant? Give your opinion.

Answers:

1. Lebanon.

2. These rules were created after a devastating **civil war** to ensure peace by guaranteeing representation for all major religious communities.

3. Khalil argues that this system prevents talented individuals from reaching top positions based on community restrictions. He wants a "normal" democracy where the most popular candidate wins regardless of religion.

4. Both views have merit. The system maintains peace in a divided society (prudential reason). However, it restricts individual freedom and may not reflect changing demographics. A gradual transition toward more open democracy while maintaining safeguards could be a balanced approach.

Additional Important Short Answer Questions (2-3 Marks)

Q1 What is the difference between horizontal and vertical distribution of power?

Horizontal Distribution: Power is shared among different organs of government (Legislature, Executive, Judiciary) at the **same level**. It is called system of checks and balances.

Vertical Distribution: Power is shared among governments at **different levels** — Central, State, and Local. It is called federal division of power. Example: In India, Union List, State List and Concurrent List.

Q2 Why is power sharing desirable in a democracy? Give two reasons.

(i) Prudential reason: Power sharing reduces the possibility of conflict between social groups and ensures political stability. Imposing the will of the majority in the long run undermines national unity.

(ii) Moral reason: Power sharing is the very spirit of democracy. People have a right to be consulted on how they are governed. A legitimate government is one where citizens acquire a stake in the system through participation.

Q3 How did Belgium and Sri Lanka deal with the issue of power sharing differently?

Belgium adopted the **accommodation model** — amended its constitution four times (1970–1993), created equal representation for Dutch and French speakers, established Community Government, and gave autonomy to State Governments. Result: Unity and peace.

Sri Lanka adopted **majoritarianism** — made Sinhala the only official language, gave preferential treatment to Sinhalas, favoured Buddhism. Result: Alienation of Tamils, demand for Tamil Eelam, civil war until 2009.

Q4 What is a community government? Why was it set up in Belgium?

A **Community Government** is elected by people belonging to one language community — Dutch, French and German-speaking — no matter where they live. It has power regarding cultural, educational and language-related issues.

It was set up in Belgium to resolve the linguistic tensions between Dutch and French-speaking communities. It gave each linguistic group autonomy over cultural and educational matters, preventing conflict and ensuring peaceful coexistence.

Q5 What is meant by 'checks and balances'? Give an example.

Checks and balances is a system where each organ of government checks the others, resulting in a balance of power among various institutions. No single organ can exercise unlimited power.

Example: In India, even though ministers and government officials exercise power, they are responsible to Parliament. Similarly, judges appointed by the executive can check the functioning of the executive or review laws made by the legislature.

Exam Tips — Power-Sharing

-  Remember key data: Belgium (59% Dutch, 40% French, 1% German), Sri Lanka (74% Sinhala, 18% Tamil, 7% Christian)
-  Brussels special problem: Dutch majority in country, minority in capital (80% French, 20% Dutch)
-  Four forms of power sharing — know examples for each (Horizontal, Vertical, Social Groups, Political Parties)
-  Difference between Prudential (practical) and Moral (principled) reasons — favourite exam question!
-  Belgium vs Sri Lanka comparison table — very important for 5-mark questions
-  1956 Act (Sinhala as official language), Civil War ended 2009, Belgium amended constitution 4 times (1970–1993)
-  Community Government in Belgium — what it is, who elects it, what powers it has
-  Lebanon's power sharing — President (Maronite), PM (Sunni), Dy PM (Orthodox), Speaker (Shi'a)
-  MCQs Q6–Q9 from NCERT exercises are directly asked in board exams — practice them!
-  For case-based questions, always use specific data and examples from the chapter

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"Education is the most powerful weapon which you can use to change the world." — Nelson Mandela