

**BCSE**

# **Bhutan Civics**

**Teachers' Guide for Classes IX & X**



Department of Curriculum and Professional Development  
Ministry of Education  
Royal Government of Bhutan

**Published by**

Department of Curriculum and Professional Development (DCPD)  
Ministry of Education  
Thimphu

Tel: + 975-2-332885/332880

Website: [www.education.gov.bt](http://www.education.gov.bt).

Copyright © 2022 Department of Curriculum and Professional Development (DCPD),  
Ministry of Education, Thimphu.

**All rights reserved.** No part of this book may be reproduced in any form without the permission from Department of Curriculum and Professional Development (DCPD), Ministry of Education, Thimphu, Bhutan.

Provisional Edition 2008

Revised 2018

ISBN 99936-0-332-5

Reprint 2022

# ACKNOWLEDGEMENTS

## Advisors

1. H.E. Lyonpo Sonam Topgye, Honourable Chief Justice of Bhutan, Thimphu
2. H.E. Lyonpo Thinley Gyamtsho, Former Honourable Minister of Education, Thimphu
3. Dasho Dr. Pema Thinley, Royal University of Bhutan, Thimphu
4. Aum Sangay Zam, Secretary, Ministry of Education, Thimphu
5. Tshewang Tandin, Director, Department of School Education, Ministry of Education, Thimphu

## Overall Direction and Support

1. Karma Yeshey, Director, Department of Adult and Higher Education, Ministry of Education, Thimphu.
2. Wangchuk Rabten, Chief Curriculum Officer, CAPSD, Department of School Education, Ministry of Education, Paro.

## Research and writing

1. Ugyen Pelgen, Lecturer, Sherubtse College, Kanglung
2. Dechen Tshomo, Lecturer, Paro College of Education, Paro
3. Rinzin Wangmo, Lecturer, Samtse College of Education, Samtse
4. Sangay Lhamu, Teacher, Yangchenphu Higher Secondary School, Thimphu
5. Nimrod Subba, Teacher, Gedu Middle Secondary School, Gedu
6. Chador Wangdi, Teacher, Gelephu Higher Secondary School, Gelephu
7. Pema Tshering, Teacher, Bajothang Higher Secondary School, W.Phodrang
8. Pema Choden, Teacher, Punakha Higher Secondary School, Punakha
9. Ramesh Chhetri, Teacher, Jigme Sherubling Higher Secondary School, Khaling
10. Tandin Dorji, Curriculum Officer, CAPSD, DSE, Ministry of Education, Paro.

## Copyeditors

1. Damche Tenzin, Chief Legal Officer, RCSC, Thimphu
2. Karma Lhunsi, Assistant Attorney General, Office of the Attorney General, Thimphu
3. Tshewang Dorji, Chief Research Officer, National Assembly Secretariat, Thimphu
4. Tashi Dem, ICT Officer, National Assembly Secretariat, Thimphu
5. Dago Tshering, Program Officer, Dept. of Local Governance, Thimphu
6. Sonam Yarpel, Program Officer, Dept. of Local Governance, Thimphu
7. K.C. Jose, Lecturer in English, Samtse College of Education, Samtse
8. Dorji Thinley, Lecturer in English, Paro College of Education, Paro

**Coordination and Compilation:** Tandin Dorji, Social Studies Section, CAPSD, Paro

**Layout :** Karma Wangmo, IMD, REC, Paro

**Cover Design:** Nima Tshering, Curriculum Officer, Arts Education Section, CAPSD, Paro





ROYAL GOVERNMENT OF BHUTAN

ཤེས་རིག་ལྷན་ཁག།

MINISTRY OF EDUCATION  
THIMPHU :BHUTAN

*Cultivating the Grace of Our Mind*



October 30, 2008

## FOREWORD

Plato believed that it was the duty of every citizen to participate in the political life of the state. Then, politics was still a highly respected and a much-desired field that brought out the best in the citizens. It was not for no reason that he contemplated the Ideal State to come. Over time, though, politics has acquired an image that is not particularly flattering or inspiring. However, in as much as all humans possess inherent political instincts of sorts, it becomes necessary to learn about the way human beings organize their life and build institutions to guide and govern themselves.

Civics is more than an academic discipline. It is in the nature and role of Civics to concern itself with an examination of the way governments are formed and the manner in which they relate to and influence the life of citizens, including their rights and responsibilities as members of the state. As the children of the new Constitution of the Kingdom of Bhutan, it is in the fitness of things that our school students develop a broad historical perspective and understand the basic principles of how governments are formed and how they operate.

As a powerful nation-building discipline, Civics should inspire an appreciation of the need to develop the necessary qualities of head and heart that help young men and women to live as good fellow-citizens in a democratic society that is based on the principle of mutual respect and trust. Civics, as indeed any discipline, should help develop insight, and not content itself with mere collection of information and facts.

I learn that this edition of *Bhutan Civics* has had the privilege of having been examined and approved by some of our finest minds in the country besides being the collective effort of some seventy of our educators in the country. The book incorporates some of current topics including an introduction to our Constitution and the advent of parliamentary democracy in the country.

I trust that the book will serve the purpose of informing as well as inspiring our scholars. I would like to express my deep appreciation to all our experts and educators for the hard work put in by all of them in the development of the *Bhutan Civics* titles.

Tashi Delek.

Thakur S Powdyel

---

Telephone : (00975) - 2 - 323825 / 325431 Fax : (00975) - 2 - 326424



## INTRODUCTION

This guidebook contains the standards which is the minimum broad goals to be attained at the end of class XII. The key stage outcome which details out the goals to be achieved at different stages is also given. For instance, in our case, class X is one key stage and class XII another. The key stage out come explains the objectives to be accomplished at the end of each stage. Then, there is rationale of teaching each chapter. The rationale deliberates on the main purpose of teaching this chapter in the global as well as specific Bhutanese context. The specific objectives for different topics of each chapter are also detailed out to enable the teachers to help our students acquire the maximum from the course.

Based on the specific objectives a wide range of teaching learning procedure and activities has been designed. The activities are only suggestive and not prescriptive. Thus, the teachers are most welcome to design their own teaching learning methods and activities. This guide book is hoped to stimulate ideas in our teachers.

Another feature of this guidebook is the supplementary information that is provided for each chapter. The supplementary information details out many points that are not there in the student textbook. However, only essential supplementary is given. Thus, it is vital that the teachers refer other sources to make teaching learning process stimulating.

It is also important to note that this guidebook is the minimum expected outcome. It should not be strictly followed. Rather, it is advisable to use it as a resource that will help in the generation of better ideas to make the teaching learning process diverse and appealing.

The activities designed here are not exhaustive and does not necessarily project the best ones. Moreover, there definitely would be activities that are not applicable in certain situations. Thus, it is important to design activities in line with the class size, location of schools as well as the available resources.

This guidebook will be useful in teasing out better student centred teaching learning activities than the ones in this guidebook for the benefit of our students.

# Contents

Acknowledgement .....	iii
Foreword .....	v
Introduction .....	vi
Standards .....	1
Key Stage Outcome (X) .....	2
Learning outcome for class IX & X.....	2

## UNIT ONE: CONSTITUTION

<b>Chapter One: History of Constitution in Bhutan .....</b>	<b>3</b>
Supplementary information for teachers: History of the Constitution of America.....	7
<b>Chapter Two: The Salient Features of the Constitution of Bhutan .....</b>	<b>10</b>
Supplementary information for the teachers: <i>Draft Constitution unveiled</i> .....	13
<b>Chapter Three: Fundamental Rights and Duties.....</b>	<b>17</b>
Supplementary information for the teacher: <i>The Notion of Rights</i> .....	21

## UNIT TWO : ELECTION AND FORMATION OF POLITICAL PARTIES

<b>Chapter One: Formation of Political Parties .....</b>	<b>25</b>
Supplementary information for teachers: <i>Demerits of Political Parties</i> .....	28
<b>Chapter Two: Election.....</b>	<b>31</b>
Supplementary Information for Teachers: <i>Funding of Political Parties</i> .....	36

## UNIT THREE : THE GOVERNMENT

<b>Chapter One: The Legislature.....</b>	<b>43</b>
Supplementary information for teachers: <i>Kinds of Legislatures</i> .....	48
<b>Chapter Two: The Executive .....</b>	<b>51</b>
Supplementary information for teachers: <i>Relationship of the Council of Ministers</i> .....	54
<b>Chapter Three: Judiciary .....</b>	<b>55</b>
Supplementary Information for teachers: <i>Objectives of the Judiciary</i> .....	60
<b>Chapter Four: The Constitutional Bodies .....</b>	<b>61</b>
Supplementary Information for teachers: <i>Anti-Corruption Commission</i> .....	64
<b>Chapter Five: Local Government .....</b>	<b>70</b>
Supplementary Information for Teachers: <i>Local Self Government</i> .....	76
<b>Chapter Six: Gross National Happiness and Good Governance .....</b>	<b>83</b>
Supplementary information for teachers: <i>Operationalising Gross National Happiness</i> .....	90



## Standards

### The School graduates will:

- Understand the significance of the Constitution for the well-being of the citizens and the sovereignty of Bhutan.
- Understand the Duties and Rights of the citizens in a Democratic society and live by it in their day-today-life.
- Understand the significance of State Policy.
- Understand the importance of voting and participation in the Election as voters at all levels.
- Understand the roles and significance of the institution of Monarchy in our Parliamentary Democracy.
- Understand the significance of the unique national identity and uphold it.
- Understand the concept and significance of Gross National Happiness and Good Governance.
- Understand the organization and functions of the Legislature, Executive, Judiciary, the constitutional bodies and civil service within the political system.
- Understand the formation and roles of political parties.
- Understand the formation and dissolution of the government.
- Understand the forms of Government.
- Understand the mechanism of checks and balances for good governance.

## **Key Stage Outcome (X)**

*On completion of class X students will be able to:*

- Understand the history, significance and salient features of the Constitution.
- Understand the Fundamental Duties and Rights of the citizens in a Democratic society and live by it in their day to day life.
- Understand the importance of voting and participation in the Election as voters at all levels.
- Understand the roles and significance of the institution of monarchy in our Parliamentary Democracy.
- Understand the significance of the spiritual and cultural heritage in the promotion of social cohesion and spiritual development.
- Understand the significance of the unique national identity and uphold it.
- Understand the concept of Gross National Happiness and Good Governance.
- Understand the organization and functions of the Legislature, Executive, Judiciary, the constitutional bodies and civil service within the political system.
- Understand the organization, functions and the need for local governments.
- Understand the formation of political parties and their roles.
- Understand the formation and dissolution of the government.
- Understand the mechanism of checks and balances for good governance.

## **Class IX**

### **Learning outcome for class IX**

*At the end of the class IX students will be able to:*

- Understand the gradual development towards a parliamentary democracy in Bhutan.
- Understand the background and drafting process of the Constitution.
- Understand the significance and salient features of the Constitution.
- Understand the meaning, features and significance of Fundamental Rights and Duties.
- Understand the meaning, formation and the role of political parties.
- Understand the need, types and the process of election.

# UNIT ONE: CONSTITUTION

## Chapter One History of Constitution in Bhutan

### Rationale

Firstly, this chapter has been incorporated to inform that every Democratic country has a written or an unwritten constitution. To help the students understand, we should tell them the writing of the Constitution is a Royal initiative of our beloved 3<sup>rd</sup> and 4<sup>th</sup> Druk Gyalpos towards building a Democratic Constitutional Monarchy.

Secondly, it is to communicate to the students that the Constitution was in the making with the establishment of the *Tshogdu Chhenmo* in 1953 and the *Lodroe Tshogde* in 1965 to develop political consciousness amongst the people and to introduce a representative government in the political system. To encourage greater participation of the people in the formulation of the development plans, the *Dzongkhag Tshogdu* and *Gewog Tshogchung* were established during the rule of 4<sup>th</sup> Druk Gyalpo. The 4<sup>th</sup> Druk Gyalpo who was then the head of the State and the Government became the head of the State only in 1998 with the devolution of power to the elected ministers. The final drive for the Constitution came on 4<sup>th</sup> September 2005, when the 4<sup>th</sup> Druk Gyalpo commanded the drafting of the Constitution by the Constitution Drafting Committee.

Thirdly, it is to clarify to the students that on completion of the Draft Constitution, it was disseminated on the radio, the television as well as the *Kuensel*. Public consultation was held in all Dzongkhags to create mass awareness and to listen to the recommendations and suggestions of the people to refine the Draft Constitution.

Lastly, it is to remind the students that the constitution is significant as it is written in the interest of the people and the country. Unlike other countries where the Constitution was written under pressure and compulsion, the Bhutanese are fortunate to have a written Constitution in times of peace.

### **This chapter will be covered in two lessons.**

- Lesson one will cover Monarchy in Bhutan and Political Reforms
- Lesson two will cover Making of the Constitution and its Significance.

## Lesson 1

- Evolution of Monarchy in Bhutan
- Political reforms

**Objectives:** By the end of the lesson students will be able to:

- Explain the evolution of Monarchy in Bhutan
- Reason out the establishment of *Tshogdu* and *Lodroe Tshogde*.
- Explain the benefits of the establishment DT and GT.

**Teaching Learning Method:** Group Discussion and Presentation

**Activity 1** (Knowledge, Application, Synthesis and Analysis)

- Divide the class into five groups.
- Appoint a leader in each group.
- Distribute questions to the following groups:

Group 1

- What system of government prevailed during Zhabdrung Ngawang Namgyal's era?
- Write down three reasons for the weakening of the system.

Group 2

- What could have been the circumstances if the *choesi system* had not weakened?
- What system of government replaced the above mentioned government?

Group 3

- The first two Druk Gyalpos had absolute authority in the kingdom. Give four reasons to support the above statement.

Group 4

- Write down two constitutional reforms made by the Third King.
- Write down two constitutional reforms made by the Fourth King.

Group 5

- Give reasons why the constitutional reforms were initiated by the third and fourth kings.

Each group discusses and writes the answers while the teacher checks and supplements wherever necessary. On the completion of the given work, the group leaders presents their works.

### Activity 2 (Evaluation)

- The teacher then relates their answers to the introduction of the chapter and proceeds on the various steps initiated to establish Democratic Constitutional Monarchy in Bhutan.
- The teacher concludes by asking questions relevant to the lesson taught.

OR

### Lesson 1

**Teaching Learning Method:** Open discussion

#### Activity 1 (Knowledge and Application)

- The teacher writes these topics on the board in 3 columns. The topics are *Tshogdu Chhenmo* and *Lodroe Tshogde*, establishment of *Dzongkhag Yargye Tshogdu* and *Gewog Yargye Tshogchung* and the Devolution of Power.
- The teacher must instruct the students to close their books during this activity.
- The teacher asks the students to give any information they have of the topics given on the board.
- Their information is written accordingly on the board by the teacher.

#### Activity 2 (Comprehension, Knowledge, Analysis and Evaluation)

- The teacher now asks the students to read the text and compares their information with that of the text.
- After the students write down the similarities, anything that is not required can be deleted after discussions with the teacher and students.
- A few students to be selected to present their findings.
- Students' findings to be incorporated by the teacher to clarify and explain the lesson.
- The teacher wraps up the lesson by clarifying their doubts and asking questions.

### Lesson 2

- Formation of the Constitution Drafting Committee
- Drafting of the Constitution.
- Significance of the Constitution.

**Objectives:** By the end of the lesson students will be able to:

- Explain the origin of 'Constitution'
- Tell the significance of 'devolution of power.'
- Give reasons for the formation of the Constitution Drafting Committee.
- Explain the Significance of the Constitution.

**Teaching Learning Method:** Cooperative Learning

**Activity 1** (Knowledge, Comprehension and Analysis)

- Divide the class into groups consisting of five students.
  - Members of the group to be identified as A, B, C, D and E.
  - These groups to be termed as home group.
  - Ask the students identified as A to sit in one group and the same to be followed by B, C, D and E.
  - The teacher then gives the following topics to the newly formed groups.  
Group A-Origin of constitution  
Group B-Commencement of Drafting Constitution  
Group C-Submission of the first Draft to His Majesty and distribution of the Draft Constitution  
Group D-Dissemination of the Provisions of the Draft Constitution and Public Consultation with the Dzongkhags.  
Group E-Significance of the Constitution.
- The students to be instructed to read and jot down the necessary points to equip themselves to teach the members in their home groups. On completion, students return to their home groups and share what they have learnt.

**Activity 2** (Knowledge, Analysis and Evaluation)

- The teacher introduces the lesson to the students by writing the sub topics on the board.
- The teacher randomly select students to answer the questions as they are already acquainted with all the topics.
- The answers to be written under the sub topics on the board.
- The teacher asks students to clarify their doubts, if any.
- The teacher asks questions on anything relevant to the topics to the students.

OR

**Lesson 2**

**Teaching Learning Method:** Reflecting and adding to the list

**Activity 1**

- Divide the class into 5 groups and name them A, B, C, D and E.
- Instruct the students to read the whole lesson.
- Give the following topics to the groups  
Group A-Origin of the Constitution  
Group B-Commencement of Drafting Constitution  
Group C-Submission, Distribution and dissemination of the theDraft Constitution

Group D-Public Consultation with the Dzongkhags

Group E-Significance of the Constitution

- Students to be instructed to sit in their groups and write on the topics given to their groups.
- After reading, students in their groups should discuss and write. The fair copy should be written by the group leader.
- Students to be instructed to pass their fair copy to all the groups for addition of any details left out.

### **Activity 2**

- Once the groups have seen and added the required information, the teacher asks each group leader to present the findings to the class.
- After each leader presents, the teacher supplements and explains on each of the work presented by the group.
- The teacher recapitulates by asking questions.

## **Supplementary information for teachers**

### **History of the Constitution of America**

During the Revolutionary War, the 13 colonies united to free themselves from England's rule. After they won their freedom, they were glad they were no longer British, but they were not ready to unite. The states were very different from each other; however, they realized that in order to grow and prosper, they needed the other states. So, delegates from each state got together and a plan for unity was initially submitted to the Second Continental Congress on July 12, 1776. After much debate, on November 15, 1777, the states finally established a "firm league of friendship" that became known as the Articles of Confederation. The Articles, however, did not go into effect until March 1, 1781.

Under the Articles of Confederation, each state remained independent, with a single vote, and there was no real power behind the central government. Within 2 years, it became obvious that the Articles of Confederation was weak – many people were in debt and states were printing money that was worthless. It was decided that the states should get together and fix the Articles and unite the states as one nation.

### **Major challenges to governing through the Articles of Confederation:**

- The Congress (the central government) was made up of delegates chosen by the states and could conduct foreign affairs, make treaties, declare war, maintain an army and a navy, coin money, and establish post offices. However, the measures passed by Congress had to be approved by 9 of the 13 states.

- The Congress was severely limited in its powers. It could not raise money by collecting taxes; it had no control over foreign commerce; it could pass laws but could not force the states to comply with them. Thus, the government was dependent on the willingness of the various states to carry out its measures, and often the states refused to cooperate.
- The articles were virtually impossible to amend; so problems could not be corrected.

### **Constitutional Convention Quick Facts:**

- President of the Constitutional Convention: George Washington
- Location: The State House (Philadelphia, Pennsylvania), known as Independence Hall
- Oldest Delegate: Benjamin Franklin, 81
- Youngest Delegate: Jonathan Dayton, 26
- Average Age of the Delegates: 42
- Remains today, the world's oldest written Constitution.

### **The Constitutional Convention**

A stronger central administration was needed if the nation was to survive. Delegates from each state (except Rhode Island) began arriving in Philadelphia, Pennsylvania in May 1787. At first, only Virginia and Pennsylvania were represented. It took months for some of the delegates to arrive. In fact, the last delegate to arrive showed up on August 6th.

Early on, Government Edmund Randolph (Virginia) presented the *Virginia Plan*, which provided for a “national” government with three branches, the executive, the legislative, and the judicial.

- **Executive Branch:** Provides leadership and enforces laws.
- **Legislative Branch:** Makes laws for the nation.
- **Judicial Branch:** Explains and interprets laws.

(Retrieved from <http://bensguide.gpo.gov/6-8/documents/constitution/background.html> on 10.01.07.)



**The Himalayan kingdom of Bhutan has unveiled a new constitution that will transform the absolute monarchy into a two-party democratic system.**

King Jigme Singye Wangchuk says the draft will be sent to all 530,000 citizens, asking for their views. The proposed 34-article Constitution outlines the role of the monarchy, clergy and the duties of the people. Bhutan's chief justice told the BBC a referendum would be held at the end of the year to ratify the Constitution.

**Steady progress:** The proposed code is the culmination of four years of preparation for democracy. One of its suggestions is for a national council to govern the country that will be filled by members elected to the national assembly. The constitution will replace the royal decree of 1953 that gave the king absolute power.

Chief Justice Sonam Tobgye told the BBC that the 49-year-old king wanted all Bhutan's citizens to read the draft and send in their suggestions in good time.

The king told the country's only newspaper *Kuensei*: "The sovereignty, stability and well-being of the country must be placed above everything else. The country is more important than the king." King Wangchuk assumed the throne at the age 16, the fourth ruler in the Wangchuk dynasty that came to power in December 1907.

The transition began four years ago when the king handed down powers of daily governance to a council of ministers and even empowered the national assembly to force a royal abdication if the motion was backed by three-quarters of its membership. Observers say Bhutan's slow but steady progress towards democracy is in contrast to developments in Nepal, where King Gyanendra seized power this year and dismissed the elected government. (Retrieved from <http://www.bbc.co.uk> on 11.01.07)

## Chapter Two

### The Salient Features of the Constitution of Bhutan

#### Rationale

**This chapter has been written for the following reasons:**

1. To inform about the Salient Features of the Constitution, beginning with the Preamble that introduces the Constitution with its objectives to be achieved by the State.

To apprise the students of the significance of the Preamble to the Constitution as it indicates the form of government we have and the source from which the Constitution has derived its authority.

2. To study the Kingdom of Bhutan, Article 1, as it has features that consolidate and make Bhutan into a Nation-State. The Institution of Monarchy, Article 2, spells out the significance of the Monarch in a Democratic Constitutional Monarchy. The students will study the criteria of becoming a Monarch in Bhutan, which is necessary to ensure a capable Monarch for the well being and the security of the country.
3. To inculcate in the students spiritual and cultural values in order to make them appreciative and to preserve and promote the country's unique identity manifested in spiritual and cultural heritage of the country
- 4.a. To make the students aware of the inclusion of the Principles of State Policy in the Constitution to guide the government in framing their policies.
4. b. To make it possible for the citizens to measure the performance of the government through the Principles of State Policy.

**This chapter will be covered in two lessons.**

- Lesson one will cover the *Preamble*.
- Lesson two will cover Articles 1, 2, 3, 4 and 9 of the Constitution.

#### **Lesson 1**

- Preamble
- Features of the *Preamble*
- Significance of the *Preamble*

**Objectives:** By the end of the lesson students will be able to:

- Explain the meaning of *Preamble*.
- Describe the main features of the *Preamble*.
- Justify the inclusion of the *Preamble* in the Constitution and its significance.

**Teaching Learning Methods:** Inquiry

**Activity 1** (Comprehension, and Knowledge)

- The teacher instructs the students to read in order to question the teacher who will act as a facilitator.
- The topics are given below:
  - Preamble.
  - Source of Constitution.
  - Nature of State.
  - Basic Objectives of Democratic Constitutional Monarchy.
  - Significance of the *Preamble*.

**Activity 2** (Comprehension and Evaluation)

- On completion of the task given, the students ask questions on any of the given topics.
- In order to maintain the lesson sequence, students must be instructed to ask the questions in this order: *Preamble*, source of Constitution, Nature of State, Objectives of Democratic Constitutional Monarchy and Significance of Preamble.
- Having answered the questions, the teacher makes the lesson more coherent by giving an explanation on all the topics.
- The teacher sums up the lesson by asking questions related to the topics.

**OR**

**Lesson 1**

**Teaching Learning Method:** Quiz

**Activity 1** (Comprehension)

- The teacher divides the class into 4 rows.
- While grouping. The teacher must ensure all groups have students of mixed ability.
- The teacher asks students to read topics on *Preamble*, Features of Preamble and Significance of Preamble.
- To ensure better understanding students could be allowed to discuss amongst themselves.

### **Activity 2** (Knowledge, Reflecting, and Evaluation)

- The teacher nominates 2 students each to represent their rows.
- The main participants are placed in the front seats.
- The teacher can then start quizzing with low order questions and rising to high order questions in all 4 rows.
- Marks to be awarded and written on the board to boost the morale and generate interest.
- When the main participants are not able to answer, other members of the row will be given the chance and marks must be awarded accordingly.
- The teacher explains the topics covered and asks questions to the students to recapitulate.

### **Lesson 2**

- Features of the Kingdom of Bhutan
- Institution of Monarchy.
- Directive Principles of State Policy.

**Objectives:** By the end of the lesson students will be able to:

- Explain the elements that consolidate and make the Kingdom of Bhutan.
- Elucidate the criteria of becoming a Monarch in Bhutan.
- Describe the importance of Directive Principles of State Policy in the Constitution.

**Teaching Learning Method:** Lecture Method

### **Activity 1** (Comprehension, Knowledge, and Evaluation)

- The teacher recapitulates the previous lesson by asking questions to the students in order to connect and introduce the lesson to be taught.
- The teacher instructs the students to close their text books to ensure active listening while the teacher lectures.
- The lecture can be interrupted by use of appropriate teaching aids to focus the attention of the students, to, as a reference point and to make the subject more concrete.
- Once the lesson is complete, the teacher evaluates through questions with regard to the kingdom of Bhutan, Institution of Monarchy and the importance of the Directive Principles of State Policy.

**OR**

### **Lesson 2**

**Teaching Learning Method:** Debate

### **Activity 1** (Comprehension, Knowledge and Evaluation)

- The teacher explains these topics, Kingdom of Bhutan, Institution of the Monarchy and Principles of State Policy.

- After each topic, questions to be asked to generate interest and participation.
- Explanation can be made easier for the students by the use of suitable teaching aids.
- On conclusion, the teacher asks well-prepared questions starting with low order and rising to high order questions.
- This is done to assess and apply knowledge, to identify, to evaluate and to encourage creative thinking.

### **Activity 2 (Synthesis and Evaluation)**

- As a follow-up activity, the students will have to debate on the topics, “The Monarch should not abdicate at the age of 65.”
- The teacher to select eight students to debate, one to be chairman, another time keeper and four judges.
- All students must be asked to prepare for the debate to allow class participation.
- The teacher must give the criteria to be judged upon and their marking can be questioned by the observing students.
- This to be concluded by declaring the winner and by supplementing on the points debated by the students.

## **Supplementary information for the teachers**

### **BHUTAN: Draft Constitution unveiled:** Update 45. by Dr. S. Chandrasekharan

On 26<sup>th</sup> March, 2005, Bhutan released a draft constitution which specifies the role of the monarchy, the duty of the citizens and political parties, fundamental rights of its citizens and some unique provisions to express the will of the people like a national referendum. The draft constitution itself is likely to be put before the people in a referendum for approval before it is finalised.

It should be said to the credit of the King that the Constitution was not forced on him. Unlike his neighbour in Nepal, the monarchy is not under siege. Except for the refugee issue, which would continue to haunt him, there are no major law and order problems, political or economic unrest that could destabilise the Kingdom. The country was being ruled by a royal decree of 1953 and no problems were experienced. Yet, he chose to give a constitution taking into account that Bhutan cannot continue to remain isolated in a globalized world and winds of change for modernisation is sure to hit its border sooner or later. In one sense, he intends to pre-empt such forces and so far so good.

Drafting of the constitution has been in the making for quite some time and inputs from some eminent legal luminaries from India have been taken into account. The Chief Justice who was the chairperson behind the draft visited India many times for discussions and the

credit for the general “liberal approach” throughout the document goes to him. But there are some reservations on that later. First, the highlights but no claim is made that it covers all the points.

- \* The text of the constitution is a short one with 32 articles and 4 appendices with a short preamble which pledges sovereignty, liberty, justice, tranquillity and happiness and well being of the people.
- \* The form of government is said to be “Democratic Constitutional Monarchy”.
- \* Dzongkha is declared to be the “national language” of the Kingdom while Buddhism is declared as the spiritual heritage of the Kingdom.
- \* Article 2 deals with the institution of Monarchy. Some interesting and innovative provisions include: a. denial of succession to one married to a non Bhutanese citizen. b. the King will step down after attaining the age of 65 years, handing over the throne to the Crown prince or princess. c. The King to abdicate under certain circumstances when such a resolution is passed by three fourths of the members of the Parliament followed by a referendum with a simple majority.
- \* There is a separate article on environment (Article 5), which makes the fundamental duty of every citizen to contribute to the protection of natural environment and prevention of ecological degradation.
- \* The article on citizenship is not different from the existing laws - two sub sections in this article stand out: one) those applying should be able to speak and write Dzongkha and two) have no record of having spoken or acted against the King, the Country and the people of Bhutan. (Presume that it would be used against category IV of the refugees now languishing in Nepal).
- \* In keeping with the times, right to information has been made a fundamental right in the article dealing with fundamental rights.
- \* Rights go with responsibilities and there is a separate article on ‘fundamental duties’ that demands of its citizens to foster tolerance, mutual respect transcending religious, linguistic, regional or sectional diversities.
- \* In an article on State Policy an interesting addition is that the State should strive to promote pursuit of “Gross National Happiness.” Another laudable but impractical policy is the effort of the State to execute policies to minimise inequalities of income, and concentration of wealth among citizens.

- \* Besides the parliament, an upper house called “The National Council” is being thought of in Article 11. In addition to legislative functions, the Council will act as a ‘Review House’ on matters relating to security and sovereignty of the country.
- \* The most important addition is about the political parties in Article 15. It is important because there were no political parties in Bhutan prior to 2008. The two party based parliamentary elections showed the process of party formation and formation of government. One other point mentioned is that the opposition party shall not allow party interests to prevail over national interest. Do such ideal conditions exist anywhere in our neighbourhood?
- \* From the experience in Indian elections where money power (besides muscle in some states) plays a dominant role, the State will provide funds for election campaigns to candidates and political parties in a non-discriminatory manner.
- \* Taking from the controversy generated in India, the constitution categorically states that the Prime minister should be a natural born citizen of Bhutan. In fact, this rule has been extended to persons holding all the constitutional posts and those holding elective offices under the constitution that they should not only be natural born citizens of Bhutan but going further, not married to a person who is not a citizen of Bhutan. Holders of constitutional offices are the Chief Justices and justices of Supreme Court, Chief Justice and justices of High Courts, the Chief Election Commissioner, the Auditor General, the Chair person of the Royal Civil Service Commission and the Chair person of the Anti Corruption Commission.
- \* The Prime Minister and his cabinet are supposed to be collectively responsible both to the King and the Parliament. It is not clear how it will work, when the King by virtue of the Constitution is the highest authority.
- \* Under Defence in Article 27, the state solemnly states that it will not use military force against a foreign State except in self-defence or for the purpose of maintaining its security, territorial integrity and sovereignty. A laudable declaration.
- \* There are provisions for a referendum which is an innovation and for declaring emergencies by the King with a welcome feature that the constitution shall not be amended during the state of emergency.

*And now some reservations:*

- \* The state has not experienced democracy as is known. The provision of ruling and opposition parties, their funding and their restricted conduct all appear to be very artificial.
- \* For a country that is going to experience democracy, the provisions are very innovative. But there appears to be too many embedded provisions which cannot be changed. No Constitution is perfect and with the passage of time, constitutional changes may be necessary. A little more flexibility could have been incorporated.

Copyright © South Asia Analysis Group

*All rights reserved. Permission is given to refer to this on-line document for use in research papers and articles, provided the source and the author's name are acknowledged. Copies may not be duplicated for commercial purposes*



## **Chapter Three**

### **Fundamental Rights and Duties**

#### **Rationale**

This chapter has been included for following reasons:

First, to introduce students to the Fundamental Rights bestowed upon the citizens by the Constitution for the balanced development of an individual

Second, to make it clear that Fundamental Rights are rights and privileges of the citizens.

If the rights are breached, the citizens can seek redress from the High Court or the Supreme Court. On the other hand, students must understand that citizens cannot use their rights to jeopardize others' rights and harm the security of the country.

Third, with rights come the duties. The students as citizens must realize the importance of fulfilling their obligations to the State in the form of Fundamental Duties. The students must be informed of the relation between Fundamental Rights and Duties. Rights are not deserved if Duties are not performed well.

This chapter will be covered in two lessons.

- The first lesson will cover the Fundamental Rights.
- The second lesson will cover the Fundamental Duties.

#### **Lesson 1**

- Meaning of Fundamental Rights and its classification.
- Significance of Fundamental Rights and reasons for its incorporation in the Constitution.

**Objectives: By the end of the lesson students will be able to:**

- Explain the meaning of Fundamental Rights
- Tell between the different types of Fundamental Rights
- Evaluate the significance of Fundamental Rights and reasons for incorporating the Constitution.
- Use their Fundamental Rights reasonably.

### **Teaching Learning Method: Debate**

#### **Activity 1** (Comprehension, Knowledge and Evaluation)

- The teacher first gives an overall explanation of Fundamental Rights, its classification and its significance in the Constitution. This is done to generate interest amongst the students.
- Questions to be asked to ensure active participation and to check students' understanding at that level.
- Each component of the lesson to be read and explained with the use of suitable teaching aids.
- In conclusion the teacher asks well prepared questions beginning with recall and slowly building up to higher level of questioning, to assess and apply knowledge, to identify, to evaluate and encourage creative thinking.

#### **Activity 2** (Synthesis and Evaluation)

- As a follow-up activity, the students will have to debate on the topic, "Only the rich people can seek legal protection against the violation of the Fundamental rights".
- The teacher selects eight students to debate, one to be the chairperson, another time keeper and four judges.
- All students must be asked to prepare for the debate to allow whole class participation.
- The teacher must give the criteria to be judged upon and their marking can be questioned by the observing students.
- This to be concluded by declaring the winner and supplementing on the points debated by the students.

**OR**

### **Lesson 1**

#### **Teaching Learning Method: Lecture Method**

#### **Activity 1**(Comprehension, Knowledge and Evaluation)

- The teacher recapitulates the previous lesson by asking questions in order to connect and introduce the lesson to be taught.
- The teacher instructs the students to close their text books to ensure active listening.
- The lecture can be strengthened with the use of appropriate teaching aids to focus the attention of the students, to, as a reference point and to make subject more concrete.

#### **Activity 2** (Reflecting, Application, and Analysis)

- Once the teaching is complete, teacher writes the following on the board, "Which Fundamental Right is being violated?"
  1. A journalist has been arrested for printing anti-government information.
  2. A group of citizens have been arrested for holding a meeting.

3. Mr. A's land has been taken over for constructing a government hospital; however, he has not been fairly compensated.
4. A woman is deprived of being a pilot even though she has the capability and the necessary qualification.
5. A citizen seeks redress from the High Court for the enforcement of any of his Fundamental Rights.

Students to be asked to reflect on the above five points and write the types of Fundamental Rights being violated in each.

- A few students to be asked to read their answers and other students to give their opinions.
- Lesson to be concluded by clarifying doubts of the students and summing up the main points.

## Lesson 2

- Meaning and significance of Fundamental Duties
- Reasons for incorporating Fundamental Duties in the Constitution.
- Relation between Fundamental Rights and Duties.

**Objectives:** By the end of the lesson students will be able to:

- Explain the meaning and significance of Fundamental Duties.
- Provide reasons for the incorporation of Fundamental duties in the Constitution.
- Draw a relationship between Fundamental Rights and Duties.

**Teaching Learning Method:** Group Discussion

**Activity 1** (Reflecting, Synthesis, Application and Evaluation)

- Class to be divided into five groups and name A, B, C, D and E.
- The following questions to be given for them to reflect and write:

Group A: Write down four important privileges given to them by their parents.

Group B: Write down four important duties they perform at home.

Group C: Write down four reasons that would occur if they did not perform their duties.

Group D: Write down four reasons that would occur if they perform their duties but do not get privileges.

Group E: Why is it important to perform duties at home? Give four reasons.

- With group A's answer, the teacher recapitulates by relating their rights at home to the rights given by the Constitution.

- Group B's answer to be connected to Fundamental Duties and the teacher could ask the meaning of "Duty" and supplement from the text.
- Group C's answers could enable the teacher to reason out the necessity for incorporating Fundamental Duties in the Constitution.
- The teacher then explains the relation between Fundamental Rights and Duties by connecting and comparing with the answers given by groups D and E.

### **Activity 2** (Reflection and Evaluation)

- The teacher then clarifies any doubts asked by the students.
- This lesson could be wrapped up by asking students to think of duties which they think should be included in the Constitution besides the ones already given.
- The teacher then draws three columns on the board with these headings: Duty to Society, Duty to Humanity and Duty to nation.
- Their answers could be written accordingly by the teacher.
- The teacher then sums up the lesson taught by asking questions.

**OR**

### **Lesson 2**

**Teaching Learning Method:** Inquiry

### **Activity 1** (Comprehension, Knowledge and Reflecting)

- The teacher instructs the students to read on order to question the teacher who will act as a facilitator.
- The topics are given below:  
Meaning of Fundamental Duties and classification of Fundamental Duties  
Reasons and significance of incorporating Fundamental Duties in the Constitution.  
Relationship between Fundamental Rights and Duties.

### **Activity 2** (Comprehension and Evaluation)

- On completion, the students ask any questions on any of the given topics
- In order to maintain the lesson sequence, students must be instructed to ask questions in the order of the topics given.
- Having answered the questions, the teacher then makes the lesson more coherent by giving an explanation on all the topics.
- The teacher sums up the lesson by asking questions related to the lesson taught.

## Supplementary information for the teacher

**The Notion of Rights: Origin of Human Rights:** As there is an intimate connection between the concept of law and rights, (and, reciprocally, duties) and both are very influential on the life of society, we must add to the present discussion some ideas about rights. A right then is a claim which I have on something and which is recognized as such by law. The relation between law and right is this: there can be no right without a law. If I have a right to the fruits of my labour, there is a law, natural or positive, on which I can base my claim. Duty, on the other hand, is the counter part of right; as such, it is also derived from law; if law confers on me certain privileges (rights) it also imposes certain burdens, or exacts something from me (duties). If I have a right to recover a debt it means that I am the subject of a right; reciprocally, if I incur a debt; by virtue of the same law, I have the duty of returning the money to its owner when required to do so. To be the subject of rights and duties means to be a person. As Barker writes:

The sum of my rights is the whole of my capacity my whole status and whole power of action within the state and under its law; it is my general and total persona, or legal personality; it is my general position in the system of Right (in so far as that system is recognized by the state), and the whole of my share in that system.

This is not to say that all rights come from the State. Many rights as well as duties do obtain from it because the state is a source of law-not the only source-but over and above the state, or any other institution, there is the 'higher law' or the law of human nature which, independently from any agreement or convention, confers on us certain fundamental, human, inalienable claims or rights. Moreover the rights confers by this law are so wide and transcendent that it may well be said that where human law confers a right, natural law confers standard of rights. From the abundant literature both ancient and modern on natural law, we select the following passage of Lord Bryce where the character of this law is vividly described:

*Those (laws) which prevail everywhere, or at any rate, generally, appeared to issue out of the mental or moral constitution common to all men. They are the results of principles uniting men as social beings, which nature, personified as a guiding power, is deemed to have evolved and prescribed. Hence they are called natural. Being the work of nature, they are not only wider in their area, but also of earlier origin than any other rules or customs. They are essentially anterior, in thought as well as date, to the laws each community makes for itself; for they belong to human race as a whole. Hence, they are also deemed to be higher in moral authority than the laws which are peculiar to particular communities, for this may be enacted today and tomorrow, and have force within certain local limits.*

*The claims or rights from this law must be respected by every person and institution. As a matter of fact, under various titles they are incorporated into modern democratic constitutions. This rights, or moral claims, are not created by state, but supported by it. Such are, for instance, the right to life, freedom, property, religion, family life etc. All this was concisely and forcibly expressed in the American Declaration of Independence (1776) in the following words:*

‘We hold these truths to be self evident, that all men are endowed by the Creator with certain inalienable rights and that among these are life, liberty and the pursuit of happiness, and to secure these, governments are instituted among men deriving their just powers from the consent of the governed.’

The French Declaration of the Rights of Man and the Citizen in its article 1 emphasizes likewise the same ideas:

*Men are born and remain free and equal in rights....The aim of all political association is the preservation of the natural and indefeasible rights of man. These rights are liberty, ownership, security and resistance to oppression.*

In modern times the most the most outstanding document concerning natural law is the Universal Declaration of Human Rights adopted by the United nation General Assembly on December 10, 1948, in whose opening paragraph we read:

*Whereas recognition of the inherent dignity and the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world;*

*Whereas disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind, and the advent of a world in which human beings shall enjoy freedom of speech and belief and freedom from fear and want has been proclaimed as the highest aspiration as the common people.....*

One of the sources of confusion regarding rights is that sometime it is forgotten that a right is a moral or just claim. If one takes the initial stand, as many writers seem to do, that a right is a claim guaranteed by the state, then what is not guaranteed by it is not a right, and the claim, howsoever atrocious, guaranteed by it, is a right. This unsatisfactory position may be avoided by admitting that a right is a moral claim which should be guaranteed by the state. If this in fact happens, then the moral claim attains its object, or else enforced. But if it is not, or cannot be enforced, the moral claim or right still remains and may be the foundation for legal action when an opportunity occurs. If A owes B one hundred rupees, and B cannot enforce his claim before a court of law, he nevertheless has a right to this sum, and perhaps

may recover it when the occasion arises. A well justified moral claim may be insignificant from the material or even legal viewpoint, but from the human viewpoint it may be powerful moving force.

On the other hand, one must not think that natural rights are absolute. They are fundamental rights inherent in man's nature: but they, or rather the objects towards which they are directed, depend on conditions and therefore may be forfeited or frustrated. Thus a criminal may justly lose his freedom for the rest of his life, or may even be condemned to death. But this eventually cannot arise without grave reasons.

(Gisbert, P.,1973. *Fundamentals of Sociology*. Kolkata: Orient Longman Private Limited, p 207-209)

### **Fundamental Rights in the Constitution of India**

In India, the plea for granting Fundamental Rights to the Indians by the British rulers was first made by Dada Bhai Naoroji (1825-1917), one of the foremost reformers of all kinds-educational, political, religious and social and who became the President of the Indian National Congress three times, in 1886, 1894 and 1906. The Karachi session (1931) of the Indian National Congress drafted the model for Fundamental Rights. However, the dream materialised only when India achieved its independence and the Constitution included seven Fundamental Rights. With the 44<sup>th</sup> Amendment Act of 1978, the Right to property was deleted. The new Constitution includes the following:

1. Right to Equality.
2. Right to Freedom.
3. Right against Exploitation.
4. Right to Freedom of Religion.
5. Cultural and Economic Rights.
6. Right to Constitutional Rights.

(Aggarwal, J.C. and Chowdhry, N.K. ,2001. *History and Civics*. New Delhi:Rajendra Ravindra Printers (Pvt.) Ltd. P (13)





# UNIT TWO : ELECTION AND FORMATION OF POLITICAL PARTIES

## Chapter One Formation of Political Parties

### Rationale

Formation of Political Parties is a new concept in our country. Therefore, it is necessary to educate the students about it and make them see the brighter side of it by teaching them about the roles that they play in the functioning of our government.

Second, they are the citizens of Bhutan and have every right to choose their career. So by making them understand about political parties and their formation, it can be an option for their later life if they ever choose to join political parties as their career.

Third, the information on political parties serves as career orientation for our students.

**Objectives:** *At the end of the lesson students will be able to:*

- Give the meaning of a Political Party.
- List down the pre-requisites for a Political party.
- Explain the formation of political parties.
- Discuss the roles of the political parties.

This chapter is divided into two lessons.

### Lesson 1

- Meaning of a Political Party.
- Pre-requisites of a Political Party.
- Formation of a Political Party.

**Objectives:** By the end of the lesson students will be able to:

1. Define Political Party.
2. Explain the significance of a Political Party.
3. State reasons for the need of pre-requisites for a Political Party.
4. Explain how a Political Party is formed.
5. Explain the meaning of manifesto.

The teacher can try out the following teaching learning methods:

## Teaching Learning Methods

### Activity 1: Lecture method ( Knowledge and Comprehension)

- The teacher explains the meaning of a political party, importance of a political party in our form of government and the pre-requisites of a political party. The teacher emphasises on the consequences of not having these pre-requisites.
- The teacher asks questions to students to check their understanding.

### Activity 2: Think pair-share (Analysis, Synthesis and Evaluation)

- The teacher asks students to think about the consequences of not having pre-requisites for a political party. After they finish thinking they work in pairs and share their views and later present it to the class. The teacher also shares his/her opinion to the class.

### Activity 3: Role play (Application)

- The teacher explains the process of formation of a political party and how it functions.
- Divide the class into five groups. The group has to appoint office bearers, prepare manifesto and then present to the class. The teacher provides necessary guidance in carrying out the role play.
- The teacher asks questions to the students to check their understanding and give relevant home work.

OR

## Teaching Learning Method

**Activity 1:** Guest speaker (Note. In the last class itself, teachers have to inform the students about the guest speaker and the topic. They have to be instructed and guided in framing questions to ask the guest speaker.)

- The teacher arranges for a guest speaker (Dzongkhag Electoral Officer, for example).
- The teacher welcomes the guest speaker and introduces him to the students.
- Students are instructed to ask questions after the talk has been given by the guest.
- The teacher can prompt students to come up with varieties of questions.
- Students write the answers simultaneously.
- The teacher supplements on students' questions.
- Thank the guest speaker.

### Activity 2

- After the guest speaker leaves, the teacher and students organise the gathered information.
- They arrange the information in a coherent manner.

- Compare the gathered information with that of the information given in the text.
- Ask the students to make notes of their findings.

Follow up: The teacher asks questions to check their understanding.

## Lesson 2

- Roles of political parties

**Objectives:** By the end of the lesson students will be able to:

1. List down the roles of political parties.
2. Explain how a political party acts as a catalyst in the elimination of difference in caste, creed, region and religion.
3. Explain how a political party bridges the gap between the government and the people.
4. See the importance of political parties in providing stability and continuity to the government.
5. Link political parties to the rights of the citizens in terms of choosing the right person to power.

## Teaching Learning Method

**Activity 1:** Lecture method (Knowledge and Comprehension)

- The teacher explains the roles of the political parties emphasising on their main motive and differentiating it with the other roles that they play within the Constitution.
- The teacher asks various questions to ensure their understanding and clarify wherever necessary.

**Activity 2:** Cooperative learning (Knowledge, Comprehension, Synthesis, Analysis and Evaluation)

- Divide class into four groups, A, B, C and D.
- Allot one function of political party to each group.
- The group has to discuss and deliberate on that particular role assigned to them.
- Once the discussion is over, instruction can be given to form mixed groups. Each group consisting of members from all A,B,C and D. They have to share about the role that they discussed in their own group with the other members so that all the students will be aware about the different roles that the political parties play.
- Once the sharing of ideas is over, students comes back to their own groups and share about the other roles that have learned from the other groups. Students write down the roles.

Follow up: Knowledge and comprehension

- The teacher randomly asks questions to students to check their understanding.
- The teacher clarifies wherever necessary.
- The teacher gives assignment to students to look for some other roles that the political parties play to present in the next class.

OR

### Teaching Learning Method

**Activity 1:** Group Discussion (Analysis, Synthesis and Evaluation)

- The teacher mentions the four roles of a political party and explains them.
- Divide the class into four groups.
- Assign one role to each group.
- Students have to discuss in their group and come up with ways to carry out that particular role assigned to them.
- The group leader presents to the class.
- When each group is presenting, the other groups have to frame questions on what they are presenting and ask them later.

Follow-up:

- The teacher asks question to check their understanding.
- As home work, students write down the roles and the ways of carrying out those roles of political parties in their own words as discussed in the class.

### Supplementary information for teachers.

**Demerits of Political Parties:** Though the political parties play a significant role in the functioning of democracy, they do have certain demerits.

- Parties, in their enthusiasm to capture power, tend to lower moral standards by adopting several unethical measures.
- On several occasions, political parties over emphasise sectarian interest at the cost of national interest.
- People tend to feel that quite a overwhelming number of political leaders are self-seekers.
- Some prominent members of some parties indulge in falsehood and character assassination of their opponents. Members of parties are divided into hostile groups and each group of a political party wants to dominate the other group. These causes split in parties.
- There is artificial unanimity among the members of a political party.

- Parties encourage communalism and racialism.
- Money power and muscle power pose great dangers to free and fair elections.
- Corruption and criminalisation have assumed alarming proportions in elections on account of the patronage of political leaders to such elements.

**Party System:** Usually following party systems exists.

1. **Single party system.** There is only one party in the country. The erstwhile U.S.S.R. followed this system. In China also, this system exists.
2. **Bi-party system.** There are two major political parties in the country. The U.K and the U.S.A. follow this system.
3. **Multi party system.** There are several political parties. France and India follow this system.

**Main features of the multi party system.** A multi party system implies the existence of more than two parties in the legislature. In a multi party system sometimes, several parties join together to form the government. In India, this system worked satisfactorily upto 1977 when Congress Party enjoyed absolute majority but thereafter it proved somewhat ineffective.

**Main merits of the multi party system are:**

- The voter has several choices before him.
- Each party has to take care of several sections of population i.e., farmers, minorities, linguistic groups, workers, etc.
- In a multi party system discipline is not so rigid. Individuals enjoy greater freedom to express their views.

**Demerits of multi party system:**

- It becomes very difficult to form the government as there are several pulls and pressures and different ideologies and perceptions on issues of public importance among the various parties.
- Defections and indiscipline within the parties often take place.
- There is instability in the government.
- The position of the Prime Minister becomes very weak.

**Meaning of bi-party system.**

The bi-party system implies a political system which has only two parties that contest elections to run the government of the country. The UK and the USA have the bi-party system.

### **Advantages of bi-party system.**

- Stable government. In a bi-party system like that in the USA, one party is sure to get an absolute majority, barring very rare circumstances. Thus, bi-party system ensures a stable government. In the case of multi-party system, government depends for its existence upon the support of several groups, which on several occasions change their loyalties.
- Formulation and implementation of coherent policies. In the bi-party system, the party in power is usually assured of the fixed term. Besides, all the members are united together by their adherence to some political ideology. So, formulation and implementation of policies becomes easier.

### **Disadvantages of bi-party system.**

- There is a limited choice before the voters.
- All public interest are not represented.
- Parties are over-centralized and regional aspirations of the leaders suffer.
- Party organisation stifles free and fair criticism.
- Only a few leaders begin to dominate.

(Reference: Aggarwal, J.C and Chowdhry, N.K, ICSE History and Civics Class X, S.Chand and company Ltd. 2001.)

## Chapter Two

### Election

#### **Rationale:**

First, this chapter will broaden their knowledge on types of elections and make them understand and appreciate our government for choosing 'direct election'.

Second, as citizens of Bhutan, a part of government, students should know the process of electing the members of the Parliament. This will make them realize the transparency and the fairness that exist in the election procedure and will remove all doubts from their minds.

Third, every citizen has a right to vote according to his or her choice. Therefore, this chapter is included to make students aware of the procedures of voting and make them understand the importance of voting. This will definitely familiarize the students and prepare them for voting for the right person to power.

**Objectives:** At the end of the lesson students will be able to:

- Analyze the need for elections.
- Explain the types of elections.
- Describe the source of fund and the process of campaigning.
- Explain the voting and election procedures.

This chapter is divided into two lessons.

#### **Lesson 1**

- Need for Elections
- Types of elections- Direct election and Indirect election.
- Merits and demerits of direct and indirect elections
- Primary Election.
- General Election.
- Bye Election.

**Objectives:** By the end of the lesson students will be able to:

- Define 'Election'.
- Explain why it is necessary to hold elections.
- Differentiate between Direct and Indirect elections.
- Say which election is best, based on their merits and demerits.
- Say what kind of elections the Bhutanese follow.
- Explain 'General Election' and 'Bye Election' and when they are held.

## Teaching Learning Method

### Activity 1: Brainstorming session (Analysis, Synthesis and Evaluation)

- The teacher explains what ‘election’ means in the context with political parties, members of National assembly and National Council. To make it simple, the teacher uses an example of electing the class captain.
- After the explanation, divide class into groups.
- The teacher asks them to think and discuss in groups as to why there should be elections.
- A member from each group presents to the class.
- The teacher writes down their points on the board.

### Activity 2: Lecture method (Knowledge and Comprehension)

- The teacher asks students to take turns in reading out ‘The need for elections’ from their text book.
- The teacher explains the need for elections in simple language providing relevant and familiar examples. The teacher also explains how elections enable the citizens to exercise some of their Fundamental rights.
- The teacher explains the types of elections- direct and indirect elections with examples and their merits and demerits.
- The teacher asks questions to students to clarify their doubts.

### Activity 3: Debate (Analysis, Synthesis, Application and Evaluation)

- Form two groups A and B with five members each. Provide the topic “Direct election is better than indirect election.” Group A can be ‘for’ the motion and group B can be ‘against’ the motion and ask them to prepare for it.
- Rest of the class can be observers. When the debate is in progress each observer has to frame two questions based on the debater’s points. After the debate is over, the observers ask questions to the debaters.
- The teacher provides help whenever necessary.

OR

## Teaching Learning Method

### Activity 1: Inquiry (Analysis, Synthesis, Evaluation)

- The teacher gives basic explanation on the following topics:
  - i. Need for Elections
  - ii. Types of election-s Direct election and Indirect election.
  - iii. Merits and demerits of direct and indirect elections.
  - iv. General Election and Bye election.



- Divide class into four groups.
- Assign one topic to each group.
- Students have to frame as many questions as they can with regard to the topic assigned to them.
- The teacher acts as the facilitator.
- Groups take turns in asking the questions.
- The teacher provides the answers and students make note of it.

**Activity2:** (Knowledge and Comprehension)

- The teacher sums up the lesson by relating to the questions asked by them.
- The teacher asks questions to check their understanding.

Follow-up:

- Students write down the questions (asked in the class) and answers (provided by the teacher) as their home work.

**Lesson 2**

- Election campaigns.
- Funding.
- Election procedure.
- Voting procedure.

**Objectives:** By the end of the lesson students will be able to :

- Define ‘constituency’.
- Explain the reasons for holding election campaigns.
- Explain the importance of funding for election campaigns.
- Describe the ‘Primary round’ and ‘General election’.
- Explain the procedure of electing the Ruling Party and the Opposition Party.

**Teaching Learning Method**

**Activity 1:** Visual Aids (Knowledge, Comprehension and Evaluation)

- The teacher arranges to show video on mock election, conducted at Paro College of Education.
- The teacher frames questions regarding political parties’ plans, programmes and logos; ways of campaigning and the election procedures.
- These questions are given out to students prior to showing the video and inform them to watch for these details.

**Activity 2:** Class discussion (Knowledge, Analysis, Synthesis and Evaluation)

- After the video show, the teacher asks students to voice out their observations.
- The active involvement of students in this discussion can be encouraged by the teacher through probing of questions, asking students to compare and contrast and draw conclusions as to which party was the best.

**Activity 3:** Lecture method (Knowledge and Comprehension)

- Finally, the teacher explains the text, linking it to the video on mock election. The teacher explains the importance of funding and also relates it to Section 4 of Article 15 in the Constitution. The teacher explains the election procedure with a help of diagram as given in the text.

Follow-up: The teacher asks or writes questions on the board to check their understanding and tells them to write the answers as their home work.

**Activity 4:** Role play (Application)

- The teacher explains the ‘Voting procedure’, ‘Polling Officers’ and their roles, and ‘Voting compartment’.
- Ask three students to volunteer as candidates contesting for an assumed election. They prepare a brief manifesto.
- Ask three students to volunteer as Polling Officers.
- Rest of the class can be voters.
- The teacher provides guidance in setting up the class for polling.
- The three candidates present their manifesto and based on the manifesto, woo the voters to vote.
- After the voting is over, the teacher counts the votes and declares the winner.

Follow-up: Students write about the procedure and their experience and present to the class.

OR

**Teaching Learning Method**

**Activity 1:** Interview (Knowledge and Application)

- The teacher arranges for four interviewees. They could be Gup, Chimi, Electoral Officer and a village person, if rural schools, and some other officials, if urban schools. (Note: This could be arranged prior to the class.)
- Divide class into four groups.
- Assign one topic to each group as follows:
  - i. Election campaigns – Group 1
  - ii. Funding – Group 2
  - iii. Election procedure –Group 3
  - iv. Voting procedure- Group 4

- Students prepare questions with regard to their topics. Framing of questions should be strictly guided by the teacher as per the objectives of the lesson.
- The teacher identifies the place and time for the interview(s).
- Students compile their findings.

**Activity 2:** (Comprehension, Analysis, synthesis and Evaluation)

- Teacher explains the contents in the text to the students.
- Students compare their findings with that of the text.
- Students with the help of information from the interview and the text make a final compilation and present to the class.

Follow-up:

- The teacher asks questions to check their understanding.
- Students clarify their doubts if any.

**OR**

(This activity is designed by Pema Norbu, Zhemgang Higher Secondary School, Zhemgang.)

**Teaching Learning Method**

**Activity 1:** Role play (Application)

- The teacher nominates two students as the candidates of two political parties. They prepare their manifesto.
- The rest of the class act as voters. In this round, the candidates do not present their manifesto.
- Voters vote by writing the name of the candidate that they choose on a piece of paper.
- The teacher counts the votes and keeps it aside without letting the students know about it.
- The candidates present their manifesto.
- The voters vote the second time.
- The teacher counts the votes and writes both the results on the board.

**Activity 2:** (Analysis, Synthesis and Evaluation)

- The teacher points out that there has been a change in the number of votes for the two candidates.
- The teacher asks students to justify for the change in their choice.
- The teacher writes the points on the board.

Follow-up:

- Students write the differences that they felt or observed between the two ways of voting.
- Ask students to analyse and write as to why election campaigns are important.

**Activity 3:** (Knowledge and Comprehension)

- Divide the class into groups as different political parties.
- Ask each group to work out as to how they are going to use the political fund provided for election campaigns.
- Group leaders present to the class.
- The teacher writes the points on the board.
- The teacher explains the importance of political fund linking to the points provided by the students.
- The teacher adds to the points if any.
- The teacher asks questions to check their understanding.

## Supplementary Information for Teachers

### **Funding of Political parties and Election campaigns ( From International Institute for Democracy and Electoral Assistance Handbook.)**

Over the past several years, party financing scandals have shaken countries in every region of the world. This has led to increased contempt for and public disillusionment with parties and politicians, and undermined the public confidence in the political process. However, for the near future there will be no democracy without political parties. Parties compete for political power, generate democratic governments and shape public policies. To be able to perform the tasks expected of them parties need to generate income. The reality is that it is often the lack of financial resources which prevents certain groups and leaders from achieving political participation through representation. Even the gender imbalance in parliaments across the world can partly be explained by the inequalities in access to funds.

The IDEA Handbook on Funding of Political Parties and Election Campaigns aims to increase the knowledge about the law and practice of political finance around the world. The focus is on the financing of political parties during and between election campaigns, that is, all funds raised and spent in order to influence the outcome of elections as well as the parties' routine operations. Three main questions stand out: How free should political parties be to raise and spend funds as they like? How much information about party finance the voter should be entitled to have? And how far public resources should be used to support and develop political parties?

Different countries have chosen different strategies of how to deal with the problems surrounding party funding. Karl-Heinz Nassmacher, one of the main authors of the Handbook, identifies three broad options: The autonomy option which treats political parties as voluntary associations entitled to the unregulated privacy of their internal organization and financial transactions. The regulation is minimized and party competition relies largely on self-regulation

and self-correcting mechanisms. The transparency option is based on the right of the voters to know how parties are funded in order to make an informed choice, and gives no importance to bans and limits on party funding. The advocacy option argues for the creation of a public agency that can monitor, control and enforce a detailed set of rules and function as a public watchdog, but aims too high and risks ending up creating a political finance regime that is too complicated to enforce.

Instead of going for one of these options, countries may opt for the diversified regulation option that combines what Karl-Heinz Nassmacher, calls “benign, neglect, precise regulation, public incentives and occasional sanctions”.

### **Who should pay for parties?**

The two main sources of funding of political parties are public funding and private funding, and most democracies today acknowledge that they are both needed for political parties to have enough money to carry out their democratic tasks. There are many reasons why countries have chosen to provide public funding to political parties. One of them is that countries have seen the financing of political parties as a necessary cost of democracy – a cost that should therefore be borne by the public purse. Another is that countries have tried to bridge the gaps between the voluntary donations and the necessary spending of political parties, thereby hoping to avoid that parties seek funds from sources that may compromise their independence and democratic functioning. A strive to level the playing field and making sure that all parties stand a chance to get elected is a force that has led countries to adopt public funding laws. Where countries have chosen not to introduce public funding laws, the reasons have often been one of the following: fear that political parties would become organs of the state rather than independent organizations; difficulty in reaching agreement on the allocation of funds; and the fact that public funding of political parties often has been extremely unpopular with the general public, not least in developing countries where competing demands for scarce state resources is often acute.

### **Direct and indirect public funding**

Public funding can be both direct and indirect. The most common forms of indirect public funding are free media time and special taxation status, while the provision of free use of public buildings, free or subsidized postage and free transportation are less common. It is especially important to ensure that the legal provisions do not allow state resources to be misused by the party in power.

## A healthy mix of public and private funding

A lot of countries have found that even though they provide public funding, this only covers a part of the expenses that parties have for campaigning and for their routine operations. The heading of private funding covers both the incomes from membership subscriptions and local fundraising; and the donations from businesses corporations, trade unions and large interest groups. One of the arguments for not banning private funding, and even for introducing incentives in the public funding (“matching grants”) for the search for private funding, is that there is a risk that political parties will lose contact with their constituencies if they do not need them for financial support. The regulations surrounding these donations are centered on the principles of ensuring transparency in the sources of income, setting limits between “participating financially” and “buying access or influence”, and prohibiting sources of funding that might compromise the democratic functioning of political parties.

## The Regulatory Framework

**Types of laws and regulations:** Many countries have decided to introduce a system of regulation of political party funding. The most common features of such laws and regulations are bans (mainly on sources of funding), limits (mainly on expenditure) and disclosure (to provide transparency). The laws have often been spurred by a felt need to address the public opinion stemming from separate political finance scandals, and this has often led to a patchwork of different laws and regulations with numerous loopholes and poor possibilities of enforcement. Enacting political finance laws has also often proven to be a constitutional balance act where the freedoms of association and expression have conflicted with the will to regulate.

**Prohibitions:** Bans relate mainly to the sources of funding, and there are several different types. The most common bans are those on funds originating from anonymous donations, foreign donations, donations from government contractors, corporate donations and trade union donations. The fear is that the influence of especially multinational corporations may undermine the democratic principle of self-determination. Instead of prohibiting a specific source of donations to political parties, countries may choose to introduce ceilings on how much a donor can contribute per year or election cycle. By introducing ceilings, countries draw a line between what they see as benign participation in politics, and dangerous contributions aimed at corruption and buying influence. Bans and ceilings are two ways of limiting the impact of donations from big, and potentially dangerous, interest groups. Another way is to encourage the use of grass-root financing (thereby limiting the need for donations from unwanted sources), is the use of tax benefits on small donations or “matching grants” where parties get public funding on the basis of how much they have been able to raise from membership dues and other grass-roots donations.

**Disclosure:** Public disclosure of the sources of political party funds can be used both as the basis of enforcement of bans on the sources of party income, and as an alternative to bans. The idea is that transparency will stimulate public debate and thereby public pressure on political parties to voluntarily abstain from the kind of sources that would otherwise have to be banned. By making the sources of income visible to the public, voters are able to make better decisions about which party or candidate they want to support. Carried to an extreme, the provisions for disclosure of income would mean that even the smallest amount would have to be disclosed. This would, however, both make the rules almost impossible to enforce, and make the information useless to the public due to the large amounts of information a person would have to go through to get a picture of the sources of political money. To avoid this, many of the countries with provisions for public disclosure of contributions to political parties have thresholds for disclosure of donations.

### **Regional Trends in Political Party Finance**

**Continental Western Europe:** There is no simple answer to how political finance should be organized, but there is much to be learnt from the current experience in different parts of the world. The Western European democracies have emphasized distributive measures, especially cash subsidies to political parties and several countries in the region support fundraising from individuals by tax incentives. The public money is provided almost without any obligations. Some countries have been very dependent on public funds which now have become the dominant source of income in for example Sweden. Monitoring and control of political finance have been introduced in some but not in all countries. Where regulations are limited it is because the privacy of parties and donors is emphasized.

**“Anglo-Saxon orbit”:** The regulations in Western Europe are less strict than for example in the Anglo-Saxon countries – Australia, United Kingdom, Canada and the United States – where the rules focus on limiting campaign expenses and individual contributions to political parties and candidates. American and Australian parties are relatively weak organizations and the financing of politics is concentrated on campaigns and individual candidates and not on political parties. In none of the Anglo-Saxon countries have party members been very important for the generating of income. Like everywhere else in the Western world public funding has increased and only the United Kingdom has been reluctant to provide cash subsidies to political parties. In the United States disclosure rules is an important feature of the legal framework. Canada stands out among the established democracies for its successful effort to curtail financial scandals by means of a political finance regime which combines state resources and regulations in an effective way.

**Central and Eastern Europe:** The current dissatisfaction in Central and Eastern Europe is to a large degree the result of perceived problems relating to political finance. Political corruption is a prominent issue and illegal funding of political parties undermines the democratic system



as a whole. Parties receive large donation from a few wealthy donors while the income from membership subscriptions are insignificant. Marcin Walecki, the chapter author, argues that the lack of diverse sources of funds is more problematic than the level of expenditure. Public subsidies are now an almost common feature in Central and Eastern Europe, but still less important than private donations. The parties have been subject to detailed regulations but these rules have proved to be a legal fiction and illegal spending is significant.

**Latin America:** The emphasis in Latin America is on public cash subsidies, which are expected to prevent parties raising funds from undesired sources. Public funding has served as a supplement to private funding and although it is important the impact has been limited and has varied from country to country. The regulations surrounding party finance are well developed in the region and the significant degree of corruption in the way parties finance themselves has led to prohibitions and restrictions on private contributions. However the impact of these regulations varies in the different countries. The majority of the private contributions goes directly to the candidate and not to the formal party which becomes difficult when almost all countries focus their regulations and enforcement on parties. There is a current trend in many Latin American countries to strengthen oversight procedures and mechanisms.

**East Asia:** The issue of money and its effects on politics is increasingly gaining attention in Asia as in other parts of the world. The countries in South Asia have responded less comprehensively to the party financing issue and many of them lack a system of regulations, and public funding is almost non-existent in the region. In the eastern parts of Asia the elected representatives are expected to be linked to their constituencies by financial obligations. This increased enormously the cost of being a representative. From an early date this led to that the practice of condoning some forms of “illegal” money was established, since everyone understood that it was impossible to make the rules work and at the same time satisfy all expectations. More recently the problems of “money politics” have fuelled public debate and support for greater state regulations and also for public support to political parties.

**Africa:** Political financing is relatively under-regulated in Africa and in general the raising of funds is a matter of unregulated self-help. If there are strict regulations these are often not enforced. The phenomenon of a candidate owning a party as a businessman is fairly frequent and the differences in getting financial resources between governing and opposition parties seems to be greater than elsewhere in the world. One major reason for the relative absence of public funding is the partisan interest of the ruling parties. The opposition which stands to benefit the most from the adoption of regulations that enhance transparency and limit funding and spending has usually been too divided and too weak to influence these provisions strongly. A significant source of income for political parties in Africa comes from private donations, and all parties depend on it to varying degree. Donations from citizens living abroad are particularly important for opposition parties.



**Political Parties as Pillars of Democracy:** Clearly, the issues of political finance laws and regulations are complex and still evolving. Political finance is moving onto the political agenda in several countries. It is absolutely clear that there are no perfect solutions and that no one model of regulation can be applied to fit all circumstances. Many countries are only beginning to address these issues while those who have been seized with them for some time are working on revising their regulations based on years of experience. Most countries seek to regulate the income-generating activities of political parties but there are tremendous variations, both in intent and in effectiveness. The motives and focus of the regulation vary to a large extent but at least four distinct reasons can be identified for the introduction or amendment of laws: A will to prevent abuse and the buying of political influence; enhancing fair competition among all parties; empowering voters and strengthening political parties as effective democratic actors.

As this handbook shows, democracy under multiparty system requires investment not only in elections and representative institutions, but also in sustainable and functioning political parties. However, party funding laws and associated regulations cannot be fully understood outside the broad framework that governs political party operation in each country. Since IDEA deems political parties as vital for a democracy, the organization is committed to investigating the environment in which they function to be able to provide options to facilitate their work. This means both looking at the legal environment (registration requirements, party laws etc), the political environment (the relation between ruling and opposition parties), and the internal functioning of political parties.

*(Reference: Retrieved from <http://www.idea.int/index.cfm> on 10.01.07)*



# CLASS X

## UNIT THREE : THE GOVERNMENT

### Chapter One

#### The Legislature

#### Rationale

The chapter 'The Legislature' is chosen as it is one of the most important branches of the government. It is essential that the students, as future citizens, know the procedures of framing laws of the country. This chapter allows the students to get a clear picture of the functioning of our parliament. It acquaints students with the two important law-making bodies, namely, the National Assembly and the National Council and makes them aware of the people, who are actively involved in formulating the laws of the country. This chapter will let the students know that in order to be a member of the Parliament one need to fulfil certain criteria as laid down in the Constitution.

The second part of this chapter contains the topic - political parties. Since the students are already familiar with the formation of political parties, it becomes essential for students to know the functions of the two most important parties. Therefore, this topic enables them to see how ruling and opposition parties function to serve the interest of the nation.

#### This Chapter will be covered in three lessons

**Lesson: 1** (Membership Criteria and removal of the members, powers and functions, *Gyalyong Tshogdu*, *Gyalyong Tshogde* and their relationship).

**Objectives:** By the end of the lesson a student will be able to:

- Tell the criteria to be a member of parliament.
- Write the powers and functions of the Legislature.
- Explain the impeachment of the members from the parliament.
- Describe the formation of *Gyalyong Tshogdu and Gyalyong Tshogde* and their relationship.

**Teaching-Learning Method:** Cooperative Learning.

**Activity 1** (Knowledge and Comprehension)

The teacher introduces the chapter by referring to the diagram (Box 3.1.1). He/she talks about the Legislature, the Executive and the Judiciary and their functions.

### **Activity 2** (Knowledge and Comprehension)

- The teacher instructs the students that they will break up into five groups to study the details of the Legislature.
- He/She allots the time for the task.
- The teacher divides the class into group 1, 2, 3 to form home group after the instruction and names the individual in the group as A, B, C.
- The teacher groups all the A's together, B's together and so on to form the expert group.
- The teacher then gives different topics to the expert groups as follows:
  - a) Group A: discusses the topic 'Membership criteria and their removal from the parliament'
  - b) Group B: discusses the topic 'Powers and functions of the Legislative body'
  - c) Group C: takes up the topic '*Gyalyong Tshodgu*'.
  - d) Group D: takes up the topic '*Gyalyong Tshogde*'.
  - e) Group E: discusses on the topic 'Relation between the two Houses'.

### **Activity 3** (Analysis)

- All the students get involved in their expert group in discussion and write whatever they discuss.
- The teacher monitors and makes sure that every body is involved in discussion. After the discussion, the teacher sends all the students to their home group and lets them share their information learnt in the expert group.

### **Activity 4** Follow-up (Knowledge)

- The teacher quizzes the home groups by asking questions in sequence and awards points.
- The teacher summarizes.

OR

### **Teaching-Learning Methods: Quiz**

#### **Activity 1** (Knowledge, Comprehension)

- Students are divided into groups (depending on the class strength) and the groups are named.
- The teacher tells students in groups to read the text on the topics given above.
- She/He should also try to give extra information (printed materials) for students to read.
- Instruct students that they are going to have a quiz competition in groups.
- The teacher comes prepared with the questions.

### Activity 2 (Analysis)

- Students read and discuss in groups.
- The teacher gives enough time to prepare.
- The teacher helps by giving the meaning of difficult words and phrases.

### Activity 3 (Knowledge)

- The teacher divides the board to write the points.
- Questions are divided equally among the groups (Follow the normal procedures like any other quiz).
- Award marks to the groups; show them on the board.
- Announce the ‘winner’ by not discouraging the losers (reinforce the losers).
- Rewards the winner (by letting the class clap or some other ways).

### Activity 3 Follow up (Knowledge, Comprehension and Evaluation)

- The teacher should summarize the whole lesson.
- The teacher can ask questions randomly to check their understanding.

Note: The teacher informs the students about the next lesson to interview the *Chimi* (people’s representative in the National Assembly) of their gewog. Students are asked to read the text on passing of bills and prepare the questions as many as they can. It is important that teacher guides the students while writing the questions.

## Lesson 2

### Passing of Bills

**Objectives:** By the end of the lesson a student will be able to:

- Scrutinize the procedures of the passing of a bill;
- Demonstrate the process of passing the bill;
- Tell the role of the National Assembly, the National Council, Druk Gyalpo and the Speakers.

**Teaching-Learning Method:** Role Play and Simulation.

### Activity 1 (knowledge and comprehension)

The teacher can give the meaning of the Bill and types of the Bills. Explain the origination of Bills. The teacher can use simple examples and relate them to the procedure of Passing of Bills.

### **Activity 2** (Application)

- The teacher can create a situation of parliament in the classroom.
- Appoint the class captain as the Druk Gyalpo.
- Divide the class into two groups to represent the National Assembly and the National Council.
- Select two students as the Speaker and Deputy Speaker.
- One student can take a role of the Chairman of the National Council.
- One student can take a role of the Opposition Leader.
- Choose one student to note down the minutes of the meeting.
- Let the groups come up with the topics, such as, ‘Collecting money to buy library books for the class’, ‘To ban the use of plastic bags in the school etc.
- Let the students role-play after choosing a topic. The teacher can guide them to conduct the role-play so that students follow the correct procedure.

### **Activity 3** (Analysis, Synthesis and Evaluation)

Follow-up activity: The teacher lets the whole class take their own seats and asks the questions randomly based on the above three levels to check their understanding.

OR

### **Teaching-Learning Method:** Interview

#### **Activity 1** (Knowledge and Comprehension)

- The teacher invites the *Chimi* to the class.
- The teacher also prepares students to ask question in a disciplined manner.
- The teacher instructs to take down the notes.
- The teacher and students thank the *Chimi*.

#### **Activity 2** (Analysis and Evaluation)

- The teacher and students organize the information which are collected during interview.
- Students are told to write individually in their note books.
- The teacher supplements from the text.
- The teacher asks questions to check the understanding.
  
- Note: Towards the end of the class, the teacher instructs students to read the chapter on the Political Parties from class IX syllabus for the next lesson.
- He/She also tells students to frame questions with regard to the formation, pre-requisites, functions of the political parties (including the Ruling and the Opposition party from the text)

OR

**Teaching-Learning Method:** Audio/Visual Learning (This section was developed by Sushma Rai, Teacher, Gomtu MSS, Samtse during the workshop at Shaba MSS in January 2007)

**Activity 1** (Knowledge)

- The teacher introduces the lesson by explaining the meaning of the Bill and the types of Bills.

**Activity 2** (Comprehension)

- Instructs students to read the text on the Passing of Bill;
- Students are asked to discuss in pairs.
- The teacher clarifies the doubts.

**Activity 3** (Comprehension, Analysis and Synthesis)

- The teacher arranges to show a video on a session of the National Assembly which shows a bill being proposed and passed by the House.
- While the video show is on, the teacher can pause the show to ask some important questions when ever needed, for instance, 1) Who is the speaker/ Deputy Speaker? 2) Where are the Assembly members seated? 3) What is the bill being proposed? 4) What are the justifications offered in support of the bill being proposed? 5) What are the views of the Opposition Party? 6) Was the bill passed at the end?

**Activity 4:** Follow Up (Evaluation)

- After the video show, the teacher encourages students to ask the questions, clarify doubts based on what they have observed/learned through the video show.
- The teacher summarizes the lesson.

**Lesson 3**

Functions of the parties

**Objectives:** By the end of the lesson a student will be able to:

- Describe the formation and the pre-requisites of the political parties.
- Tell the functions of the ruling and opposition parties.

**Teaching-Learning Method:** Inquiry

**Activity 1** (Comprehension and Analysis)

- The teacher acts as a facilitator and answers the questions asked by the class while students write in their notebooks.

### **Activity 2** (Synthesis and Evaluation)

- The teacher asks some questions to the students as well
- The teacher sums up the functions of the ruling and opposition parties.

**OR**

### **Teaching-Learning Method:** Lecture

#### **Activity 1** (Knowledge, Comprehension and Analysis)

- The teacher tells students to read the text individually.
- The teacher clarifies the doubt asked by students.
- To check on the students understanding, teacher asks questions.
- The teacher explains in detail and students are told to write notes simultaneously.
- The teacher summarizes the contents in the end.

## **Supplementary information for teachers**

### *1) Kinds of Legislatures*

In democratic states, there can be one chamber of the Legislature, which is called 'unicameral' and there can be two chambers of the Legislature called 'bicameral'. In most of the states, there are two chambers. China has only one Legislature. Britain, the USA and India have two chambers-one of them is called the lower house and the other upper house. The lower chamber represents the people directly whereas the upper house is composed of the representatives on different basis. For example, in the upper house of the Senate of the USA, the members are elected directly. In India, in the Council of States i.e., the upper chamber, the members are elected indirectly. In Britain, in the House of Lords and in Canada, the members of the Senate are nominated. (*Reference: Organs of Government: Legislature, pp 145-146 Title: Political science Writer: G.N Rastogi, publisher: Rahul jain, New Delhi*)

### *2) Bills*

A proposal of legislation is called a Bill. There are various types of Bills. A Public Bill deals with matters of general interest of the people, whereas a Private Bill affects a particular area or a local body such as a municipality or a local government area.

Bills can also be classified into Government Bills or Private Members' Bills. A Government Bill is moved by the minister in charge of the department of the Government under which the subject of the bill falls. A Private Members Bill is the one which is moved by private members of the Parliament.



Bills are further divided into Ordinary Bills and Money Bills. Ordinary Bills deal with matters of public interest in general and they do not contain any proposal regarding raising of money or spending of public funds. A money-bill, in contrast, deals with a proposal for taxation or expenditure of public funds.

*(Reference: Union Legislature pp 25-26 title: New ICSE Principles of Civics Part II Writer: Xavier Pinto, Publisher: Frank Bros. & Co. Ltd. Delhi)*

#### *Relation with the Executive and the Judiciary*

The National Assembly is the highest legislative and policy making body in the country. All laws and by-laws and matters of national importance are debated and adopted by the National Assembly. While the Executive implements the laws passed by the Assembly, the Judiciary upholds and safeguards the laws maintaining an independent status. Should the Judiciary, the Executive, private organizations and the people face any inconveniences with the existing rules or laws, suitable amendments or repealing of such rules and laws can be done by the National Assembly if the issue is brought before it for deliberation.

#### *Committee System*

There are two standing committees of the National Assembly. The Legislative Committee was launched in 2003 while the Public Accounts Committee was established in 2004. The members of the Committee are elected from amongst the elected representatives in the National Assembly. The Committees are governed by the Committees Act of the Kingdom of Bhutan, 2004.

In view of its responsibilities and functions, the Royal Advisory Council can also be considered as having the role of a standing committee since its members are also members of the National Assembly. The Royal Advisory Council, which is the highest advisory body in the Kingdom, comprises nine members, six elected representatives of the people, two elected representatives of the clergy and one nominee of the government. The Royal Advisory Councilors are also members of the *Lhengyel Shungtshog* (cabinet). The important functions of the Royal Advisory Council include rendering advice to the King and *Lhengyel Shungtshog* on all matters of national importance, promoting the welfare of the people, safeguarding the national interests of the kingdom, developing friendly and harmonious relations between the government and the people, and ensuring the laws and resolutions passed by the National Assembly are faithfully implemented by the government and the people.

In 1984, the fourth King further strengthened the position of the Royal Advisory Council. Although the Council had the authority to advise the King and to watch over the performance of the government, His Majesty felt that it lacked the necessary clout to carry out important responsibilities. A revised set of rules and regulations for the functions and responsibilities of

the Royal Advisory Council was, therefore, formulated on the instruction of His Majesty the King. The most notable addition is the inclusion of a clause stating that “if any, including His Majesty the King, does anything harmful to the interest of the kingdom and the people, the Royal Advisory Council without suppressing such matters and free of fear from any quarter shall bring it to the attention of His Majesty the King and, if necessary, even report it to the Cabinet and the National Assembly”.

The National Assembly strongly objected to this clause, in particular, that empowering the Royal Advisory Council to report against the King. The Assembly felt that it was a violation of the traditional values and that it undermined the sacred principles of loyalty and devotion to the throne. His Majesty the King, however, insisted that this clause was of great importance and was very necessary as no one can predict or guarantee the actions and sense of responsibility to the nation of future rulers.

As and when required, the National Assembly can appoint a committee to study and report on matters of national importance. The compositions of its members solely depend on the nature and scope of the subject to be discussed. The findings/recommendation of such committees are then submitted to the National Assembly for further discussion and adoption.

*(Source: Unpublished write up sent to CAPSD by National Assembly Secretariate.)*

## Chapter Two

### The Executive

#### Rationale

After studying the Legislature, which formulates laws of the country, students should be allowed to explore the body, which implements the formulated laws. Therefore, it becomes important for students to see how the Executive branch of the government, commonly referred to as *Lhengye Zhungtsbog*, works while enforcing the laws. This chapter provides information on the central administration, composed of ministries under ministers, who are accountable to the Prime Minister.

Autonomous bodies are included in this chapter for they are directly accountable to the Prime Minister and other Ministers although they work independently. It is important for students to know that some bodies should work independently to maintain authority while functioning. These bodies should make sure that there is no external influence in their decision making policies.

#### This Chapter will be covered in two lessons

**Lesson 1:** (Executive, Types of Executive, *Lhengye Zhungtsbog* - appointment, tenure, functions)

**Objectives:** By the end of the lesson, a student will be able to:

- Define ‘executive’
- Differentiate three types executives
- Describe the composition, appointment, tenure and functions of the *Lhengye Zhungtsbog*.

**Teaching-Learning Method:** Lecture

**Activity 1** (Knowledge, Comprehension and Analysis)

- The teacher asks questions to get the concept of ‘Executive’ and he/she gives the correct definition of the term.
- He/She also talks about the types of executives and relates them to the Bhutanese context.
- The teacher connects it to the topic *Lhengye Zhungtsbog* because the executive power is vested in the *Lhengye Zhungtsbog*.
- Teacher elaborates on *Lhengye Zhungtsbog* with reference to its importance, appointment, tenure and functions.
- Students take notes while the teacher delivers the lecture.

**Activity 2** (Comprehension)

- The teacher tells students to read the text for further understanding.
- Students clear their doubts.

**Activity 3:** Follow up (Evaluation)

- The teacher asks questions randomly to check their understanding.

OR

**Teaching-Learning Method:** Quiz**Activity 1** (Knowledge, Comprehension and Analysis)

- The teacher comes with questions.
- The teacher also brings extra materials on Executives to the class.
- He/She tells students to use the text as the source of information.
- The teacher divides the class into groups and shares the materials to read.

**Activity 2** (Comprehension)

- The teacher monitors and helps students by simplifying difficult words;
- He/ She reminds the students of the time allotted for the task;
- He/She instructs the procedure of the quiz including the award of marks.

**Activity 3** (Evaluation)

- The teacher conducts the quiz and awards points on the board.
- The teacher shows appreciation on the performance of the winner and encourages the losers to do better next time.
- The teacher summarizes the whole lesson.

**Lesson 2** (The administrative system-Ministries and autonomous bodies)

**Objectives:** By the end of the lesson, a student will be able to:

- Define the ‘central administration’ and ‘autonomous bodies’.
- Describe the different ministries and the autonomous bodies.

**Teaching-Learning Method:** Group discussion and class presentation.

**Activity 1** (Knowledge, Comprehension)

- The teacher introduces the topic ‘The Central Administration’ and tells that they will focus only on central and not the local administration as they will study in the next chapter.
- The teacher also talks about autonomous bodies.
- The teacher gives the definition of the central administration and autonomous bodies.

- He/She talks about the responsible ministries under the different ministers and also how the autonomous bodies are accountable to the Prime Minister and other Ministers as well.
- In order to study the functions of the ministries and the autonomous bodies, the teacher divides the class into eleven groups (If a class is small, the teacher can pair the students).
- Let the students discuss in groups, writing down the points simultaneously for the presentation.

**Activity 2** Follow-up (Analysis, Evaluation)

- Group presentation by taking turns.
- The teacher supplements on the topic and finally sums up the whole lesson.

**OR**

**Teaching-Learning Method:** Building up Information

**Activity 1**

- The teacher divides the class into eleven groups.
- He/She distributes a page and a colour pen to each group.
- He/She gives the topics of ten ministries to ten groups and one topic on autonomous bodies to one group.

**Activity 2** (Knowledge, comprehension)

- The teacher allots time for the task and instructs students to read in a group and write the information in a given page (group can select their own writer).
- He/She divides the board into two parts for the Ministries and Autonomous bodies;
- When the students completes their task, let them paste their information on the board.
- One of the students reads to the whole class.
- The teacher sums up the lesson.

**Activity 3:** Follow-up

- The class copies from the board.

## Supplementary information for teachers

### Relationship of the Council of Ministers with the Legislature

The Council of Ministers, as members of the Executive, are collectively responsible to the Legislative Assembly of the State. The Ministers stay in office as long as they enjoy the confidence of the majority in the House. The State Legislature exercises control over the ministers by asking questions, by tabling motions and by criticizing the policies of the Government. The Legislative Assembly can compel the Council of Ministers to resign by passing a vote of no-confidence, by rejecting an official Bill, by passing a cut-motion in the salaries of Ministers or by rejecting an official taxation proposal. Thus, it is evident that there exists a close relationship between the Council of Ministers and the State Legislative Assembly.

*(Reference: Union Legislature pp 110 title: New ICSE Principles of Civics Part II Writer: Xavier Pinto, Publisher: Frank Bros. & Co. Ltd. Delhi)*

## Chapter Three

### Judiciary

#### Rationale

The 'Judiciary' is a necessary component for every citizen to learn, as it protects each individual and the society, and provides a means for solving social problems. Therefore, everybody should be familiar with our judicial system and its functions. This chapter will enable students to appreciate the origination of the judicial system, which is the fusion of religion and the modern legal system. Students are made to understand that our judiciary is a dynamic process where, many reforms are introduced to keep up with the changing time and needs of the people. The chapter allows the students to explore the appeal system which many Bhutanese are not aware of. It is essential that students know what is right and wrong and that the wrongs are duly punished and rights are protected through easy access to justice.

#### This chapter will be covered in three lessons

**Lesson 1-** (Introduction, definition of Law and Justice, formation and codification of Laws).

**Objectives:** By the end of the lesson, the student will be able to;

- Define laws and justice.
- Trace the history of the formation and codification of laws.
- Relate country's laws to the Buddhist Natural laws.
- Describe our judicial system.

**Teaching-Learning Method:** Learning through letter within the class

**Activity1** (Knowledge, Comprehension and Application)

- The teacher introduces the topic and touches on the main function of the Judiciary.
- In order to teach the details of the Judiciary, the teacher divides the class into two big groups and appoints a captain each.
- Let the groups be named as A and B.
- Give the number to each in a group, for instance, 1, 2, 3 and so on in group A and same will be done with group B.
- The teacher instructs group A number 1 to write a letter to group B number 1, likewise group A number 2 to group B number 2 and vice-versa.
- The teacher gives the topics to each group to read the text and the teacher also gives time for the groups to write letters to their partners.
- The topics are: For group A-Introduction, formation and codification of laws and relate our laws to *Michoe Tshangma Chudrug* and *Lhachoe Gewa Chu*. Group B - Our Judicial System.

### **Activity 2** (Analysis, Synthesis)

- Students get into work while the teacher monitors.
- The teacher helps to exchange letters as and when they complete.
- Students will be given time to read and the group captains compile the letters.
- Captains while compiling omit the repeated points.

### **Activity 3:** Follow up (Evaluation)

- After the compilation of the letters, the captains read out to the whole class.
- The teacher summarizes the whole lesson and tells the captains to write in the chart.
- Captains compile the letters and arrange the content in sequence and write it in the chart and paste it on the wall. (Can be given as the home assignment to captains)

**OR**

### **Teaching-Learning Method:** Lecture

#### **Activity 1:** (Knowledge, Comprehension and Analysis)

- The teacher tells students to read the given topics and underline the difficult words with pencil.
- He/She explains the difficult words.
- Asks the students to share their understanding with a teacher.

#### **Activity 2** (Comprehension and synthesis)

- The teacher builds up the explanation from the students' views.
- He/She gives questions to check their understanding.

### **Lesson 2-** Jurisdiction of the *Thrimkhangs* or Courts and Salient features of our Judicial System

**Objectives:** By the end of the lesson a student will be able to:

- Identify the types of jurisdiction of *Thrimkhangs*.
- Explain the salient features which make our judicial system unique.

### **Teaching- Learning Method:** Lecture

#### **Activity 1** (Knowledge, Comprehension and Analysis)

- The teacher gives time to students to go through the topics.
- He/ She asks question to find out their understanding.
- Based on students' response, the teacher builds up the content.
- The teacher emphasizes on technical words, for instance, *appellate, bab, genja, jabmi, thruenchboe* and so on.



**Activity 2** (Comprehension and Evaluation)

- The teacher gives notes and questions.

OR

**Teaching-Learning Methods:** Group Discussion

**Activity 1**

- The teacher divides the class into groups.
- The teacher distributes the topics to the groups.
- Group A: Jurisdiction of the *thrimkhangs*.
- Group B: independence of the judiciary.
- Group C: *Jabmi* and *Thruenchhoe*.
- Group D: The Appeal System.
- Group E: The *Bah*.
- Group F: *Genja* and Negotiated Settlement.

**Activity 2** (Comprehension)

- The teacher can monitor.
- Students read and describe the features of *Thrimkhangs*.

**Activity 3** Follow-up (Comprehension)

- Groups present to the whole class.
- The teacher supplements and asks questions.

OR

**Teaching-Learning Method:** Lecture and Quiz (This lesson was developed by Tshering Wangchen- Taktse MSS, Trongsa, Kelzang Tenzin- Phuyum HSS, Lhuntse, Sangay Tshering-Wangchu MSS, Chukha during the panelling workshop of the Bhutan Civics workshop at Shaba MSS from January 17-24, 2007.)

This lesson will be divided into two parts

- Jurisdiction of the *Thrimkhangs* (Basic questioning)
- Salient features of our judicial system (Lecture)

### **Activity 1** (Knowledge and Comprehension)

- The teacher arranges two boxes containing the names/roll number of the students and the questions.
- The teacher picks up the name/roll number from the box which allows the particular student to pick the question from the box containing questions.
- Simultaneously based on the student's response, the teacher builds up the explanation and writes on a board.

### **Activity 2** (Comprehension)

- Students take down the notes from the board.
- The teacher once more summarizes the whole lesson on Jurisdiction of the *Thrimkhangs*.

### **Activity 3** (Comprehension, Analysis)

- The teacher brings the chart containing the salient features of our Judicial System.
- The teacher explains in detail and emphasizes on the words which technical, for instance, *Thruenchhoe*, *Bab* and so on.
- The teacher allows students to interrupt to ask questions or doubts.

### **Activity 4** (Knowledge and Evaluation)

- Let any student ask questions but the teacher gives opportunity for other students to respond, if students fail to answer, the teacher can answer.
- The teacher sums up the lesson, reviewing the key points.

## **Lesson 3-** Judicial Reforms

**Objectives:** By the end of the lesson, a student will be able to:

- Describe the judicial reforms.
- State the reason for reformation.

**Teaching-Learning Method:** Interactions between the students and the teacher.

### **Activity 1** (Comprehension, Knowledge and Analysis)

- Students carry out guided reading.
- The teacher moves around to clarify the doubts.

### **Activity 2** (Comprehension and Evaluation)

- The teacher writes the topic on the board, for example, Institutional Reforms and encourages the students to write the points under the topic.
- The teacher makes sure that there is maximum participation.
- The teacher moves on to another topic and follows the same procedures.

### **Activity 3:** Follow up (Comprehension)

- The teacher arranges the points written by the students.
- Finally, students take down the notes from the board.

OR

### **Teaching-Learning Method:** Discovery Learning through pair discussion

#### **Activity 1** (Knowledge and Analysis)

- The teacher explains the term reform by giving some examples.
- The teacher provides materials of Judicial system starting with Zhabdrung's time till date.
- Students are instructed to go through all the materials to find out the judicial reforms and list them down.
- The teacher guides them and can even act as a facilitator.

#### **Activity 2** (Knowledge, ....)

- He/She tells them to present.
- While the presentation is going on, the teacher can interrupt to ask questions to let the students analyze the reason for certain reformation, for example, a teacher can ask questions like - *Why was there a procedural reform?*
- The teacher takes out the important points from the presentation and writes on the board to explain in detail.

#### **Activity 3** (Comprehension)

- Students note down in their book.
- Let the students go through the text to check whether they have understood everything.

## Supplementary Information for teachers

### *Objectives of the Judiciary:*

- To create more reliable, fair and efficient justice system.
- To administer justice independently in accordance with the law regardless of language, religion, race or social class.

### *Policies of the Judiciary:*

- Maintain peace and tranquility in the Kingdom by rendering effective justice.
- Facilitate accessibility to justice by making court users friendly.
- Uphold and protect due process of law, fair trial, rule of law and review system.
- Make judicial process more responsive, effective, faster, better and easier.
- Build public confidence and respect through continuing professionalism and judicial transparency.
- Harness technology for efficiency and cost effectiveness.
- Strengthen infra-structures and capacity building.

### *Registration of the cases:*

- The Registry is the first contact point in filing a case.
- Any complaint can be filed in the registry of the court.
- The complaints are registered in the miscellaneous register in the order of precedence.
- The complaints are recorded between 9.30 am to 10.30 am.
- A person filing a case before the court must do so in writing.
- The petition must be duly signed and a legal stamp affixed.
- The petitioner must have “legal standing” and the petition must involve concrete case or controversy.
- The registration may be effected by: a) a representative of the State; b) a prosecutor or a jabmi hired by the State to prosecute; c) a victim or a victim’s next-of-kin; or d) an aggrieved person or his/her jabmi/next-of-kin.

### *Judicial Process:*

Registry of complaint → Miscellaneous Hearing → Preliminary Hearing → Opening Statement  
Defence Reply → Rebuttal Evidence → Exhibit → Judicial Investigation → Cross Examination  
Closing Statement → Judgment.

*Reference: Pamphlet Titled: ‘The Judiciary of the Kingdom of Bhutan’*

## Chapter Four

### The Constitutional Bodies

#### Rationale

Our country has changed from a Monarchy to a Constitutional Monarchical system, where the Parliament plays a very significant role. The parliament has three branches of government, namely, Legislature, Executive and Judiciary. Just as in schools, where students' conduct is checked by the Discipline Committee, the government has the constitutional bodies to check and balance the functioning of the three branches of the government. Students are also familiarized with the background, structure, functions and the appointment of the office bearers.

#### This chapter will be covered in two lessons

*Lesson: 1-* Four Constitutional bodies.

**Objectives:** By the end of the lesson a student will be able to:

- Frame the questions related to their topics.
- Ask questions and write the answers simultaneously.
- Present their work to the whole class.

**Teaching-Learning Method:** Group Discussion and Inquiry

**Activity 1** (Knowledge, comprehension and analysis)

- The teacher divides the class into four groups by assigning a topic each.
- Before reading the text, groups can frame questions related to the bodies, such as, the year of establishment, functions, composition, impeachment etc. (the teacher should not restrict the number of questions that the students can ask).
- The teacher prompts students to come up with relevant question.
- Groups get into work while the teacher monitors and helps them frame questions.

**Activity 2** (Comprehension)

- The teacher becomes a facilitator.
- Group can select their leader to ask questions and they also can select one student to write the answers given by their teacher.
- The writers present the answers given by the teacher to the whole class in the end (This lesson will be connected to lesson 2).

**Lesson 2** (Continuation of lesson 1)

**Objectives:** By the end of the lesson, a student will be able to

- Compare their information with that of the information given in the text.
- Give the background of the four constitutional bodies.
- Explain the composition, importance and functions of all the four constitutional bodies.

**Teaching-Learning Method:** Comparative Studies.

**Activity 1** (Synthesis and Evaluation)

- Students go through the text for the detail information and compare with the answers given by their teacher.
- The leader compiles the information in a coherent manner.
- The teacher guides them to organize the points.

**Activity 2** (Comprehension)

- The teacher checks the students' work.
- The teacher can make multiple copies of ... to give it to all the students (or can ask students to copy in their notebook individually).

**OR**

**Teaching-Learning Method:** Library Research (Individual)

**Lesson 1**

**Activity 1**

- The teacher tells students that they will carry out library research on Constitutional Bodies.
- He/She gives question on formation, powers and functions and impeachment.
- The teacher helps them getting materials in the library.
- The teacher allots time for the task.

**Lesson 2** (Continuation of lesson 1)

**Activity 1** (Analysis)

- Students are asked to read the text and compare the information in it with that from the library research;
- After the completion, the teacher takes it to correct.

**OR**

*Lesson 1* (This activity was designed by Jigme Thinley- Yurung LSS, Pemagatsel and Kezang Chhoden- Yadi LSS, Mongar during the panelling workshop of the draft materials at Shaba MSS from January 17-24, 2007)

**Teaching-Learning Method:** Lecture method

**Activity 1** (Knowledge and Comprehension)

- The teacher asks students to read individually.
- Students underline the difficult words while reading to ask their teacher.
- The teacher gives meaning by writing on the board.
- The teacher explains all the constitutional bodies.

**Activity 2** (Comprehension)

- The teacher provides table drawn on the chart paper.
- Students copy the table in their notebook.
- Students complete the table individually.

	Year of Establishment	Number of members	Tenure of the office holder	functions
The Election Commission				
The Royal Audit Authority				
The Anti-Corruption Commission				
The Royal Civil Service Commission				

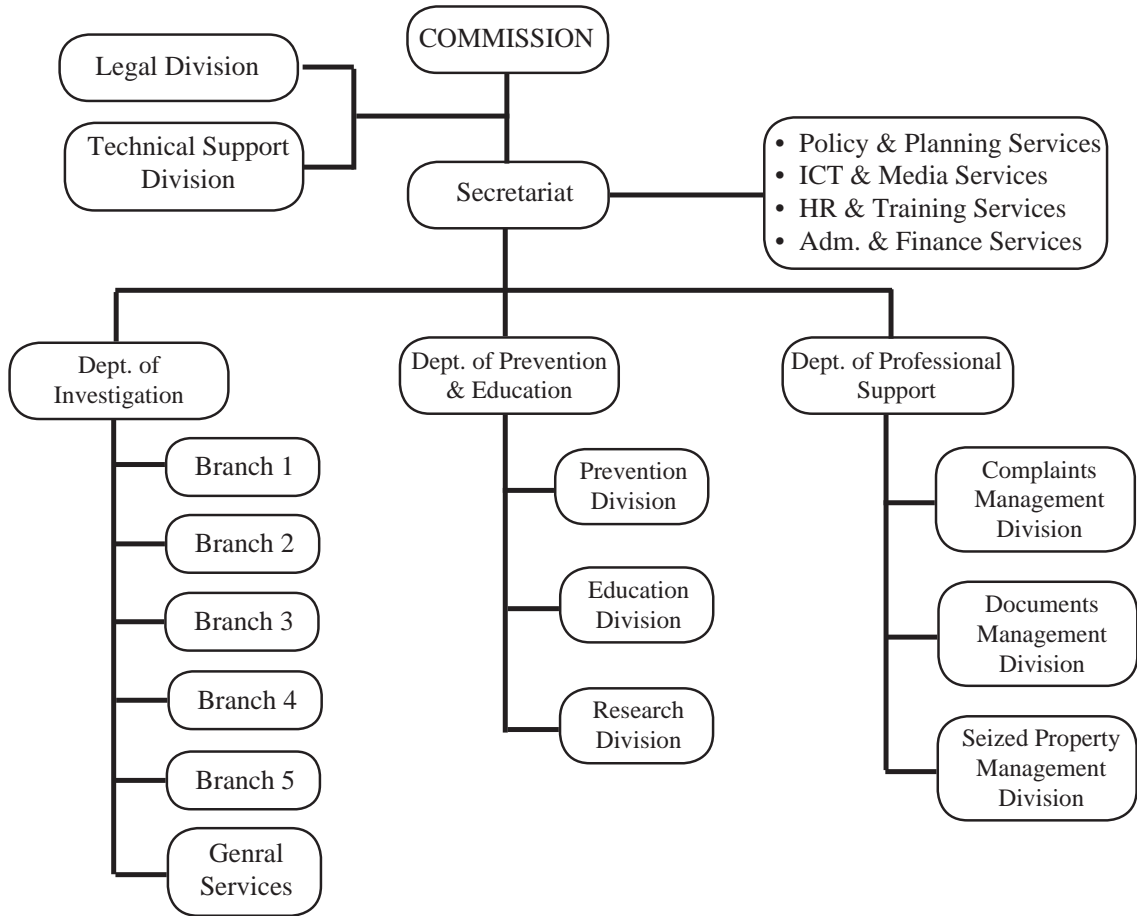
**Activity 3** Follow-up

- After the students have filled up their table, the teacher gives the correct answers for the students to correct.

# Supplementary Information for teachers

## 1. Anti-Corruption Commission

Organizational Structure and Staffing





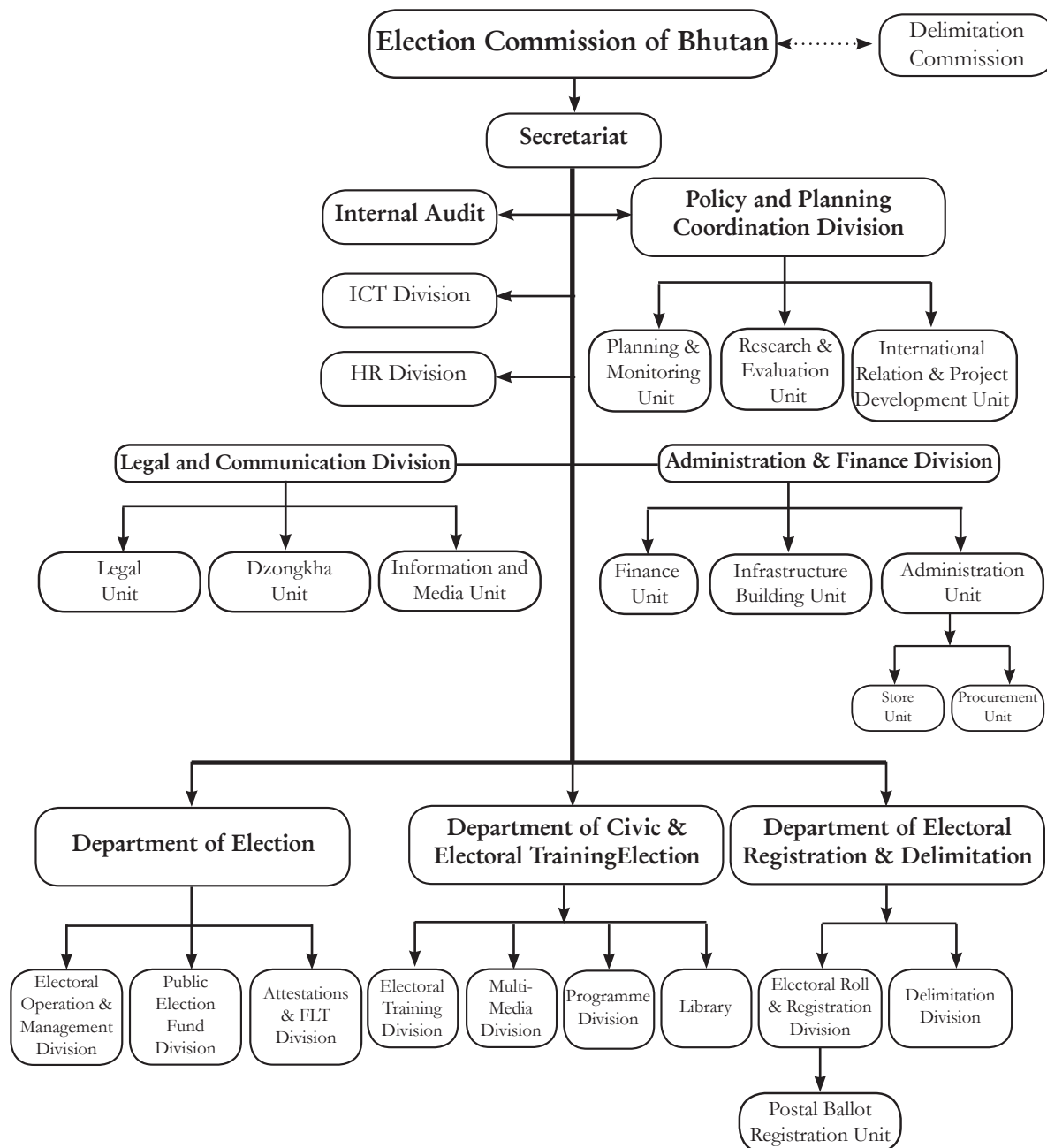
## **Seven Principles of Public Life**

- **Selflessness:** Holders of public office should take decisions as solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.
- **Integrating:** Holders of public office should not place themselves under any financial or other obligations to outside individuals or organizations that might influence them in the performance of their official duties.
- **Objectivity:** In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.
- **Accountability:** Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.
- **Openness:** Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.
- **Honesty:** Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.
- **Leadership:** Holder of public office should promote and support these principles by leadership and example.(UK Public Service Code)

(Reference: Anti-Corruption Annual Bulletin, First Issue, 9<sup>th</sup> December 2006.)

## 2. The Election Commission

Organizational Structure and Staffing (Reference: Good Governance Plus, 2005)



**ENGLISH TRANSLATION OF ROYAL KASHO** (Reference: [www.election-bhutan.org.bt](http://www.election-bhutan.org.bt))

The Draft Constitution of the Kingdom of Bhutan which was framed to ensure the present and future interest of the country has been distributed nationwide and consultations with our people in the 20 Dzongkhags on the Constitution are already taking place.

Once the Constitution is adopted and the introduction of parliamentary democracy takes place, it is of paramount importance to ensure that elections are conducted properly. As it is necessary to make full preparations to carry out this important task before parliamentary democracy is established, Auditor General Kunzang Wangdi is hereby transferred and appointed as the Chief Election Commissioner until the new parliament is formed after the adoption of the Constitution. The office of the Election Commission is a very important Constitutional post and it is imperative to build a strong foundation for implementing the functions of this post while we are in the process of establishing democratic practices and norms in our country. The Chief Election Commissioner must carry out his responsibilities with the highest level of loyalty and dedication to the government and the people without any distinction or discrimination between regions, Dzongkhags and Geogs, and establish a strong electoral system for the present and future interest of the country.

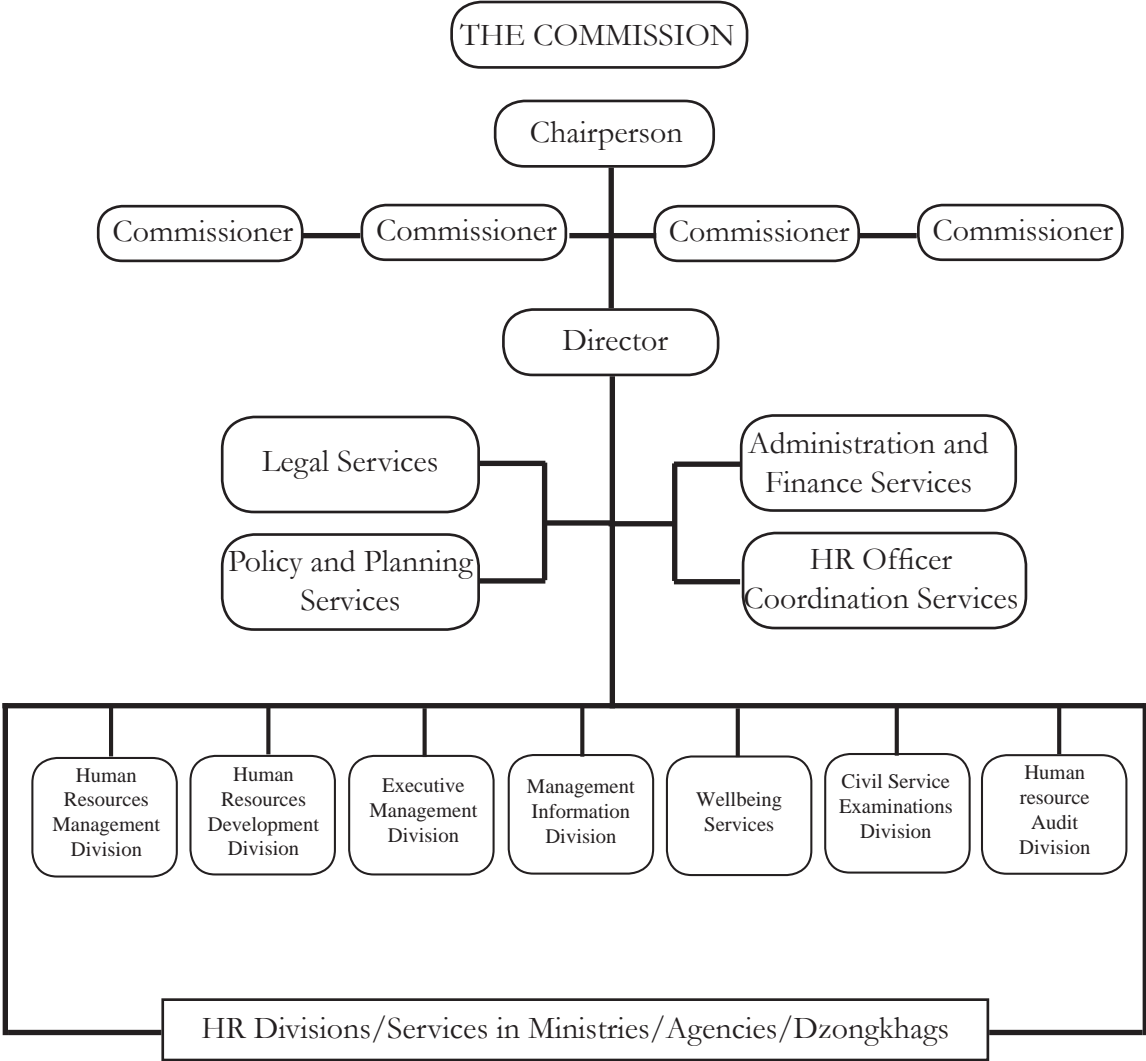
In keeping with the provisions of the Constitution for a minimum of two and a maximum of seven members in the National Assembly for each Dzongkhag, on the basis of population, the Chief Election Commissioner must finalize the constituencies for the election of National Assembly members. Towards this end, the Office of the Election Commission must review and finalize the boundaries of the Dzongkhags and Geogs together with the concerned ministries and departments.

The Office of the Election Commission must also finalize the electoral rolls and election schedules as well as make full preparations for the supervision, direction, control and conduct of elections to Parliament and local Government. The Election Commission must conduct training and familiarization for the people in the electoral process during the next two years in 2006 and 2007 so that the first general elections in the country can be carried out successfully in the year 2008.

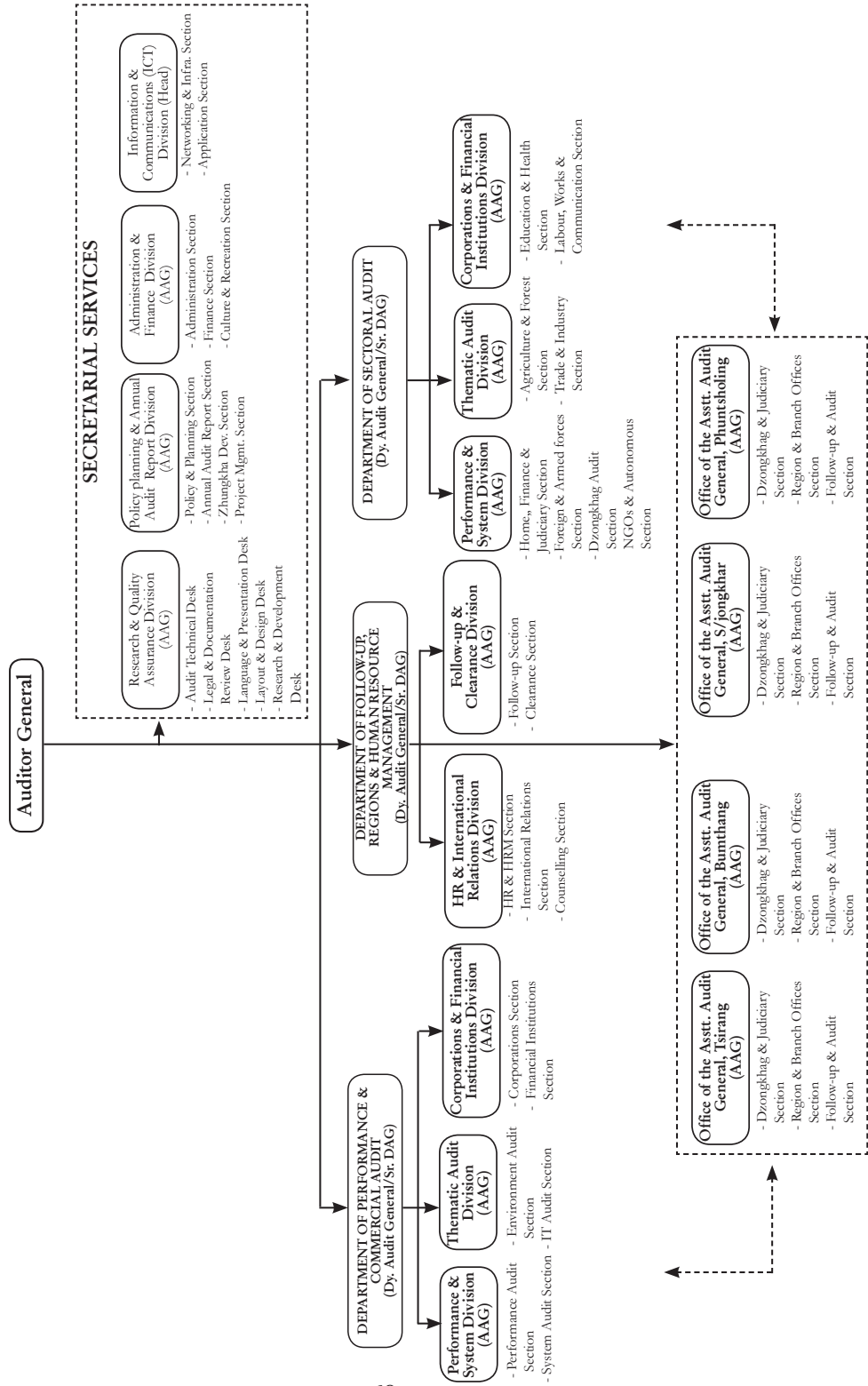
*Issued on the 30<sup>th</sup> Day of the 10<sup>th</sup> Month of the Wood Bird Year corresponding to 31<sup>st</sup> December, 2005.*  
*Druk Gyalpo*

### 3. The Royal Civil Service Commission

Organizational Structure and Staffing Reference: [www.rcsc.gov.bt](http://www.rcsc.gov.bt)



## 4. Royal Audit Authority Organizational Structure and Staffing



## Chapter Five

### Local Government

#### Rationale

This chapter was chosen for the following reasons:

First, it talks about the historical process or the evolution of local governments in the country starting right from the 17<sup>th</sup> century with the division of the country into various provinces. The chapter describes the formation of government and the system of rule as existed under Zhabdrung Nawang Namgyal.

Second, it talks about the changes that the system of governance underwent especially under the rule of the fourth King Jigme Singye Wangchuck and the need that the King felt to introduce the *Gewog Yargye Tshogchung* and the *Dzongkhag Yargye Tshogdu* in 1981 and 1991 respectively.

Third, it talks not only about the transformation in the governing system but also the need that was felt to transform the system. The need to decentralize the functioning of the government was basically because the King wanted people to participate in and contribute to the process of development. Till the formation of *Gewog Yargye Tshogchung* and *Dzongkhag Yargye Tshogdu* it was the sole responsibility of the government to cater to the needs of the people through implementation and undertaking of various plans and projects. The establishments of the local governments thus emphasize the role of the individual people of the villages rather than the role of the government to determine the kind of progress that is sensible to the people. People are now compelled to play an active role in the development process.

Fourth, the dramatic shift from a hereditary monarchy towards a Parliamentary democratic form of government poses us a challenge to understand this shift in governance. Thus through this chapter the students will be able to fully understand not just the evolution of the local governments but also the reasons behind their introduction in our system and the important responsibilities our local leaders shoulder and play in achieving an equitable and a balanced development of our villages, gewogs and towns. The political maturity of the people can be further promoted and speeded up through their participation in the election process of local leaders having understood their important roles.

Fifth, the *Thromde Tshogde* also plays important roles in the municipalities and towns and through the chapter the students will be able to gauge the roles and responsibilities of the municipal leaders and their contribution in developing them.

**The chapter will be covered in three lessons.**

- Lesson one will cover *Gewog Tshogde*.
- Lesson two will cover *Dzongkhag Tshogde*.
- Lesson three will cover *Thromde Tshogde*.

## **Gewog Tshogde**

**Learning objectives:** By the end of the lesson students will be able to:

- Speak on the historical process of the formation of local government.
- Write about the members, eligibility criteria, and terms of office, responsibilities and powers and the removal procedures of the gewog members.
- Discuss the *Gewog tshogde* meeting procedures.

**Teaching-Learning Method:** Group discussion

### **Activity 1** (Knowledge)

The teacher will present a brief background on the historical formation of the local government in Bhutan.

### **Activity 2** (Knowledge, Comprehension)

The teacher will divide the students into four groups. Each group will comprise ten students (assuming the total strength is 40 students in a class. The group will have both male and female members) and every group will be given a topic to be read individually, followed by group discussion and then prepare for class presentation. The teacher can guide them to follow the correct procedure. The title for reading and presentation by every group is as follows:

- Group 1 topic- Membership, eligibility criteria and tenure.
- Group 2 topic- Responsibilities and powers of the gewog members.
- Group 3 topic- *Gewog Tshogde* meeting procedures.
- Group 4- Powers and functions -Administrative, Financial and Regulatory.

### **Activity 3** (Evaluation)

At the end of the presentation by the group leaders the teacher asks the following questions randomly to check their understanding.

1. Write a paragraph on the formation of local government in Bhutan?
2. In your own words write down the need for the formation of local government.
3. Who are the members of the *Gewog Tshogde* and what are the eligibility criteria?
4. What are the responsibilities of the *Gewog Tshogde* members? Specify for each member their responsibilities, powers and functions that they carry out.
5. Explain the removal process of any one member of the *Gewog Tshogde*.

#### Activity 4

Tell the students to read the next lesson on *Dzongkhag Tshogde* as a member will be invited to be the guest speaker in the next class. They will also prepare questions to ask the guest speaker.

Note: The teacher should in advance look for a suitable member of the Dzongkhag Tshogdu and extend him an invitation to talk to the students on the following issues:

- Members of the *Dzongkhag Tshogdu*.
- Eligibility criteria to become a member.
- Tenure of the members.
- Powers and functions of the *Dzongkhag Tshogdu* Chairman.
- Powers and functions of *Dzongkhag Tshogdu*.
- Meeting procedures of the *Dzongkhag Tshogdu*.

The teacher should also brief the speaker on the level of students that he or she would be talking to and specify the duration of the talk. He should also be prepared to answer any questions that the students might ask.

OR

The alternative activity that a teacher can design besides the one given above is as given below:

**Teaching Learning Method:** Inquiry

**Activity 1** (Knowledge)

The teacher will inform the students to go through the lesson individually. As they read the text the students should note down important points in their note books. The teacher will also tell them that at the end of the allotted time for reading they will be asked to throw questions to the teachers on things that they were not clear and need further clarification.

**Activity 2** (Knowledge, Comprehension)

The students will read the assigned topics assigned on their own. In the meantime, the teacher can guide and monitor the students.

**Activity 3** (Evaluation)

At the end of the reading, the students will ask questions in order to clarify points. The teacher will provide them with answers and make sure that the students are clear of their doubts.

**Dzongkhag Tshogdu**

**Learning objectives:** By the end of the lesson students will be able to:

- Discuss the members, eligibility criteria, term of office, responsibilities and powers.
- Speak on the *Dzongkhag Tshogdu* meeting procedures.



**Teaching-Learning Method:** (Guest speaker)

**Activity 1** (Knowledge)

The teacher will welcome and introduce the guest speaker and present a brief background about the guest speaker. The teacher will then pass on the class to the guest speaker.

**Activity 2** (Knowledge, Comprehension)

The Guest speaker will then deliver a lecture on the *Dzongkhag Tshogdu* on the following points:

- Composition of the *Dzongkhag Tshogdu*.
- Eligibility criteria.
- Term of office.
- Responsibilities and powers of the members.
- Explain the meeting procedures.

**Activity 3** (Comprehension, Analysis and Evaluation)

At the end of the lecture by the guest speaker, the teacher will thank the guest speaker and then invite questions from the students to check the students understanding of the formation of the *Dzongkhag Tshogdu*, the composition of the members, their eligibility criteria and tenure, powers and function and meeting procedures. This will give the students an opportunity to clarify doubts and any other issues that they were not clear with.

This will be followed by a summarization of the lesson by the teacher and thank the guest speaker.

**OR**

The alternative learning procedure that a teacher can follow is as given below:

**Teaching-Learning Method:** Lecture and questioning

**Activity 1** (Knowledge and Comprehension)

Since this lesson will be dealt purely through a lecture method, the teacher is warned to be fully prepared to ensure that the lesson is delivered effectively. The teacher will before moving into the main lesson try and recall the previous lesson on *Gevog Tshogde*. From there he will move on to the lesson on *Dzongkhag Tshogdu* by informing the students that the lesson will be based on a lecture method.

**Activity 2**

The teacher will introduce the lesson and start talking on the *Dzongkhag Tshogdu*, including the composition, tenure, responsibilities and powers and the meeting procedures.

### Activity 3 (Analysis, Evaluation and Application)

Once the teachers gives the students a clear lecture on the *Dzongkhag Tshogdu*, he will then try and test out the students understanding of the lesson. To find out whether the students have understood the lesson he can throw questions to individual students. At the end of the questions he will try and tell them to write down the following in their note books:

- The formation of *Dzongkhag Tshogdu*.
- Composition, eligibility criteria and tenure of *Dzongkhag Tshogdu* members.
- Powers, responsibilities and meeting procedures.

OR

### Teaching-Learning Method: Press conference

#### Activity 1 (Outside regular class)

- a) Circulate a class list with blank space against the names for students to indicate their roles as per the section on *Dzongkhag Tshogdu*. (Eg, Chairperson, *Dzongdag*, *Mangmi*, *Chimi*, Sector Heads, reporters from BBS, BBS TV, BBS radio, FM90, Bhutan Times, Bhutan Observer, *Kuensel* and school news letter). Prepare role tags.
- b) Assign students to read the section on *Dzongkhag Tshogdu* and list questions of the kind a reporter would ask. Paste sample questions on the class bulletin board.
  - Recently, there has been a rise in *chorten* robberies in our Dzongkhag. We know the function of the *Dzongkhag Tshogde* is to protect sites of historical and cultural interests. Will there be any discussion on this in the upcoming *Dzongkhag Tshogdu* session?
  - The price of eggs has not dropped even after the ban on import of eggs has been lifted. Is anything being done by *Dzongkhag Tshogde*?
  - How will you justify the approval given for a night club to operate in the middle of the residential area?
  - We would like to know the rationale behind allowing the establishment of a slaughter house very close to the water source in *Thromang* village.

Students have to list similar questions on all aspects of *Dzongkhag Tshogdu*.

#### Activity 2

To be done in a big room or in the multi-purpose hall moderated by the *Dzongdag*.

*Dzongkhag Thogdu* members and reporters are seated with their role tags and in designated spots as per special seating arrangements. The conference begins with the reporters taking turns to ask questions. Reporters to limit questions to assigned aspects of the *Dzongkhag Tshogdu* assigned to them.

### Activity 3

Write profiles of *mangmi* and *Dzongkhab Tshogdu* and make a pie chart of *Dzongkhab Tshodu* membership with tenures. Write news items on election of the next deputy chairman, tour of the chairperson, chorten robbery etc. Write down the response on the interview carried out with *Dzongdag*.

### Thromde Tshogde

**Learning objectives:** By the end of the lesson students will be able to:

- Write about the composition of the members of *Thromde Tshogde*.
- Talk on the relationship between *Thromde Tshogde*, *Gewog Tshogde* and *Dzongkhab Tshogdu*.

**Teaching-Learning Method:** Independent reading

#### Activity 1

The teacher will inform the students that the lesson on *Thromde Tshogde* will be covered through individual reading. The teacher will also instruct the class to note down the important points as they read. The reading session will be followed by a question answer session.

#### Activity 2 (Knowledge and Comprehension)

The students will start reading the lesson individually and as they read will also take down notes of the important points.

#### Activity 3 (Recall, Analysis and Evaluation)

At the end of the student's individual reading, the teacher tests their understanding of the lesson with a question-answer session. The question will be directed to individual students in the class. After the question answer session, the teacher will sum up the lesson as well as the chapter on Local Government.

OR

The teacher can try out this alternative learning procedure.

**Teaching-Learning Method:** Open discussion

#### Activity 1 (Knowledge, Synthesis, Analysis)

The teacher will inform the students that having learnt the composition, eligibility criteria, powers and functions and meeting procedures of the *Gewog Thromde* and *Dzongkhab Tshogdu*, they will today look into *Thromde Tshogde* as the last aspect of the Local government. For this the teacher will tell the students that they will try and do it on their own without referring the text. The teacher after introducing the lesson will then write down the broad themes for

discussion on the board such as: Justification or the need for establishment of *Thromde Tshogde*, membership and relationship with other two local governments.

The teacher after giving clear instructions will then let every student in the class share their thought, which will be written on the board. The students will also write down the points listed on the board in their note books. At the end, the teacher will invite students to look at the given points on the board and then those points that they feel unsuitable should be slashed.

### **Activity 2** (Synthesis and Analysis)

Students will then read the text and then compare the points listed on the board with those given in the text. Whatever additional points that the students came up with will be shared with the colleagues.

### **Activity 3** (Knowledge)

The teacher will then at the end of the lesson summarize the main points on *Thromde Tshogde*.

## **Supplementary Information for Teachers**

### **Local Self Government**

No state can control or regulate the whole of its vast and many kinds of activities from one common centre. For administrative purposes, it must be organized into a number of smaller units or divisions. For, while there are certain great interests which are the common concern of all citizens, there are some others, equally important for the welfare of those who share them in their daily life. The people of a particular area or a locality can be best administered by their elected representatives who are familiar with local needs and conditions. The bodies so elected which administer the work of a particular locality or area are called Local Governments.

Local Self Government is that institution which is constituted to look into local problems and to provide basic amenities to the citizens of a village or a town or a city. In fact, it is the lowest unit of a governing machinery of a State charged with the responsibility of the welfare of the citizens of that unit which it serves. Sometimes a distinction is made Local Government and a Local Self Government. The word self is very important in this respect which makes all the difference. When the administration of a locality is run by the local people themselves it is called a Local Self Government and when such an administration is run by the officials appointed by the Government it is called the Local Government.

## Importance of the Local Self Government

The Local Self Government plays a very important role in a democratic country. It serves the following purposes:

Firstly, it serves as a training centre for the leadership of the country. Most of the legislators begin their career as members of the local bodies and gain the required experience to rise to the national status.

Second, it is the local people who can best know their own problems which are often peculiar to the areas concerned. These problems are easily and more efficiently solved by the Local Self Government of the place concerned.

Third, it brings the people and administration close to each other. Such a contact is very vital for the success of democracy.

Fourth, it relieves the State and the Central Governments of the responsibility to look into petty local problems so that they can concern themselves with more important matters.

Fifth, they bring the people and the administration close to each other. Each person sees for himself how the local tasks are performed by the local body. He evaluates the performance of the elected representatives. The local self government facilitates active participation of local people in the administration, and thus enlists their cooperation and support.

## Types of Local Self Government in India Gram Sabha

Local self governments are broadly divided into two types: Rural Local Self Government and Urban Local Self Government. At the village level they have the *Gram Sabha*. A Gram Sabha is constituted in every village with a population of not less than 1500 people. All adult citizens of the village are members of the *Gram Sabha*. They choose a headman from among themselves called as *Sarpanch*. The decisions in the *Gram Sabha* are taken by a majority vote. The *Gram Sabhas* also have a Secretary.

## Functions of the Gram Sabha

- 1) It gets civil amenities like drinking water, electricity, primary health services, primary education etc., for the people from the State Government.
- 2) It plans the construction of houses, lanes and drains that are done with technical and financial aid from the State.
- 3) It manages the common property of the village and maintains it. The common property may include the village well for drinking water, pools and tanks for irrigation, meadows and common village lands and trees.

- 4) It arranges and regulates village animal fairs or other fairs individually or in cooperation with the neighbouring villages.
- 5) It strives for the availability of irrigational facilities in the form of canal water or tube wells or water reservoirs.
- 6) It settles petty disputes between the citizens of the village. It also has the power to decide small cases of criminal nature like stealing. The decisions of the Gram Sabha in such matters are considered to be final and there can be no appeal against these decisions in any court of law.

### **Sources of Income**

The *Gram Sabhas* has very meagre sources of income. They get very little by way of taxes and the expenses are met by the State Government. They get income from house tax, nominal tax on hawkers, share of the fair tax, some money received from the sale proceeds of trees and money from the fishermen in lieu of the fishing rights given in the village pools if any.

### **The Gram Panchayat**

The *Gram Panchayat* acts as the executive of the *Gram Sabha*. The members of the *Gram Panchayat* are elected by the members of the *Gram Sabha*. A small committee is constituted with about 7 to 15 members and they constitute the village *Panchayat*. Their term of office used to range from three to five years. But now it has been fixed for five years. The Head is known as the *Sarpanch* and he can be removed from office if two third *Panchas* vote against him.

The *Panchayat* normally meets once a month. In case of emergencies a meeting can be called. Decisions are taken by a majority vote. In case of a tie the *Sarpanch* can also use his casting vote.

### **Qualification**

To be a village *Panchayat*, a candidate should possess the following qualifications:

- 1) He should be a resident of the village concerned and his name should be in the voters list of the village.
- 2) He should be twenty five years old.
- 3) He should be mentally and physically sound.
- 4) He should not be a proclaimed offender.

## Office Bearers

The *Gram Panchayat* elects a *Sarpanch* and a *Vice-Sarpanch* from its members. A treasurer may also be appointed if the *Panchayat* is large and much accounts have to be maintained.

## Functions

- 1) Provides civic amenities to the village.
- 2) Opens schools.
- 3) Looks after the cleanliness of the village.
- 4) Gets a Primary Health Centre.
- 5) Gets metalled roads built from the village to the nearest road leading to a market place with the help of the Public Works Department of the district.
- 6) It arranges for sufficient irrigational facilities, improved seeds, insecticides, chemical manures, improved implements and other such facilities with the help of the Block Development Officer of the area for the uplift of agriculture.
- 7) Maintains and manages the common property of the village.
- 8) Also decides petty civil and criminal cases.

## Panchayat Samiti

This is the community at the block level. It is the *Panchayat* of the *Panchayats*. It covers fifty to one hundred *Panchayats* within a particular area.

## Composition

The Panchayat Samiti or the Community Block has the following members:

- 1) Sarpanch of all the Panchayats within the area.
- 2) Elected members of the State Legislature, if any belonging to that area.
- 3) Members of the Union Parliament, if any, belonging to the area.
- 4) The Block Development Officer of that Circle.

## Office Bearers

A *Panchayat Samiti* or the Community Block elects its own Chairman from amongst its own members. The Secretary of the *Panchayat Samiti* is a whole time paid person.

## Functions

The duties of the *Panchayat Samiti* are primarily those of coordination between the working of various *Panchayat* under it. The villages are often at short distances from one another and most of their problems are common and inter-connected. The Panchayatt Samitis are responsible for such the solution of such problems.

- 1) Problem regarding Roads and Transport – Roads and other means of transport to the nearest town or market place have to pass through fields and areas of different villages.

As farmers are very particular about their land, problems come up regarding the course of a road. The *Panchayats* solve such difficulties and make arrangements that the roads built should be beneficial to the maximum number of villages.

- 2) Means of Irrigation – Passage of electric lines through fields of one village or the other to energise tube wells as well as small and big canals and building of water reservoirs, wherever necessary often pose problems. The *Panchayat* coordinates all such efforts.
- 3) Educational Institutions – The *Panchayat* make arrangements for higher educational institutions at a place where they could cater to the needs of maximum number of villages.
- 4) Health Services – The *Panchayat* arranges the health services for a group of villages so that all could be benefited by it.
- 5) Agriculture – With the help of Block Development Officer, the *Panchayat* draws plans for the uplift of agriculture in the area. Supply of improved seeds, fertilizers and insecticides, improved implements, irrigational facilities etc., are arranged with the help of the State Government.

### **Zila Parishad**

The *Zila Parishad* is the highest local body in the Rural Local Self Government. It consists of the following members:

- i) Deputy Commissioner of the district.
- ii) Heads of all Government Departments in the district.
- iii) All Block Development Officers in the district.
- iv) Chairmen of all the Area Panchayats in the district.
- v) All the MPs and MLAs belonging to the district.

### **Office bearers**

The *Zila Parishad* has a Chairman and a Deputy Chairman elected from its members. They also have a Secretary.

### **Functions**

The foremost duty of a District Board is to see that the Rural Local Self Government, within its jurisdiction, works properly. Other duties are to coordinate the work of the *Panchayats*, suggest ways and means to the *Gram Panchayats* to work in a more purposeful manner, scrutinize budgets, draw up plans and execute them properly.

### **Administration of a district**

The district is charge of a Collector or a Deputy Commissioner. He belongs to the cadre of the Indian Administrative Services and is appointed by the State Government. He is assisted by numerous officers.



## **Functions**

He performs the following functions:

- 1) Maintains peace and order in the district.
- 2) Supervises the administration of the district jails.
- 3) Makes land settlements and collects land revenue.
- 4) Provide civic amenities and services.
- 5) Draws up plans for the general development of the district and to coordinate the work at different levels.
- 6) Evaluate the work of the *Panchayat Raj* and other local bodies.

## **Urban Local Self Government**

Self-governing institutions which manage the local administration of cities and towns are called 'Urban Local Self Government' bodies. They include the Municipalities, Municipal Corporations, Town Area Committees, Cantonment Boards and Port Trusts.

## **Municipal Corporations**

They are set up in bigger towns and cities. The Chairman of the Corporation is known as the 'Mayor'. The General Council of the Corporation consists of those members who are directly elected by the people of the city on the basis of adult franchise through a secret ballot. The members of the General Council are called Councillors and are elected for a term of either three or five years.

## **The Municipal Commissioner**

The Municipal Commissioner of a Corporation in a State is appointed by the State Government. The Municipal Commissioner of a Corporation in a Union Territory is appointed by the Central Government. The Commissioner is the Chief Executive Officer of the Corporation. The General Council of the Corporation is the legislative body.

## **Mayor**

The head of the Municipal Corporation is known as the Mayor who is elected by the members of the Corporation. A Deputy Mayor is also elected in the same manner. Their normal term is of one year but can be reelected. The Mayor is known as the First Citizen of the city.

## **Functions of the Municipal Corporation**

The functions are:

- 1) Looking after public health and medical care.
- 2) Promotion of Education and Sports.
- 3) Public Works.
- 4) Public Conveniences.
- 5) Safety, sanitation and garbage disposal.

- 6) Miscellaneous functions.
- 7) Transport.
- 8) Cultural activities.
- 9) Recreational facilities.
- 10) Welfare activities.

### **Sources of Income of Municipal Corporations**

- 1) Income from taxes.
- 2) Grants-in-aid.
- 3) Other fees and Rates.
- 4) Income from Enterprise.

## Chapter Six

### Gross National Happiness and Good Governance

#### **Rationale:**

Bhutan, being a developing country, is at present on its peak of development activities. Therefore, these developments may or may not be at the expense of our age-old culture and tradition, which promotes our spiritual heritage though it leads to materialistic developments. Therefore this philosophy, Gross National Happiness thought by our third King Jigme Dorji Wangchuck and implemented by our fourth King Jigme Singye Wangchuck guides us and it acts as a reminder to strike a balance between spiritual and material development. Hence it is important to make our students understand the motive behind this philosophy, Gross National Happiness – in contrast to Gross National Product - as an ultimate aim.

Second, the four pillars of Gross National Happiness explains how they lead to its realisation. This chapter also explains that Gross National Happiness has not remained as a theory but has become practical in its implementation.

Third, the topic on Good Governance makes the students to see how the features of Good Governance are related to the features of our Constitution. It enables the students to understand that Good Governance is an ultimate way to Gross National Happiness within the Constitution.

**Objectives:** At the end of the chapter students will be able to:

- discuss the concept of Gross National Happiness.
- explain the pillars of Good Governance.
- talk about Good Governance as the main pillar of Gross National Happiness.

This chapter is divided into three lessons.

#### **Lesson 1**

- Introduction to Gross National Happiness.
- Pillars of Gross National Happiness.

**Objectives:** By the end of the lesson students will be able to:

1. Explain the concept of Gross National Happiness.
2. List down the pillars of Gross National Happiness.
3. Explain the efforts that the government has put in for the promotion of these four pillars.
4. Relate the importance of Good Governance to the promotion of other three pillars of GNH.

## Teaching Learning Method

**Activity 1:** Class seminar (Knowledge, Comprehension, Analysis, Synthesis and Evaluation.)

- Divide the class into four groups, A,B, C and D. Ask each group to appoint their leader to coordinate their work and to present at the end.
- Assign (or let them do lucky dip) one pillar of Gross National Happiness to each group.
- Groups read their assigned portion, discuss and write on the importance of it and the steps taken to promote it.
- The teacher informs students that after each presentation the other three groups have to ask minimum of four questions each.
- The group leaders present their work to the class followed by questions from other groups. Any member from that particular group can respond to the questions.
- The teacher responds if none of the members is able to answer.

**Activity 2:** Question- answer session (Knowledge and Comprehension)

- The teacher supplements on each pillar and their importance. Students take down notes.
- The teacher randomly asks questions to students to check their understanding.
- If one student is not able to answer, opportunity should be given to other students to answer.

**Follow-up:** the teacher can provide questions to be done as home work.

- Note: The teacher informs students that a guest speaker would be invited for the next lesson-Good Governance and the pillars of Good Governance. Students are informed to read the topic and prepare questions to ask the guest speaker. Teacher provides guidance to students to prepare questions which are relevant to the topic.

OR

## Teaching Learning Method

**Activity 1:** Lecture method (Knowledge and Comprehension)

- The teacher explains the concept of Gross National Happiness and its four pillars.
- The teacher asks questions to check their understanding.

**Activity 2:** Think-group-share (Analysis, Synthesis and Evaluation)

- Divide the class into groups.
- Assign one topic to each group.

- Students have to discuss and write the relationship between the pillar that is assigned to them and Gross National Happiness. They also have to write about the consequences of not promoting that pillar.
- After the discussion, the group leader presents to the class and later put up on the wall.

**Follow-up:**

- The teacher asks questions to check their understanding.

**OR**

**Teaching Learning Method** ( This activity is designed by Yeshe, Mendrelgang Middle Secondary School, Tsiwang during the Workshop at Shaba MSS in January 2007).

**Activity 1:** Questionnaire ( Analysis, Synthesis and Evaluation)

- Provide questionnaire as below:

<p>Questions</p> <p>1. Are all the people of our country happy?</p> <p>Ans.....</p> <p>2. Are you happy? Yes or No. If yes, skip question no 4 and if No, skip question no. 3.</p> <p>Ans.....</p> <p>3. Write one main reason that makes you happy.</p> <p>Ans.....</p> <p>4. Write one main reason that makes you unhappy.</p> <p>Ans.....</p>
--

- The teacher reads their answers for question no. 3 and 4 and fills in the table drawn on the board or on a chart as given below:

Are you happy?	Sustainable and Equitable economic development	Conervation of environment	Preservation and Promotion of culture	Good Governance
Yes	I			
No	II			

- The teacher prepares the table and explains to the students as to what and where to fill in as explained below:
- If the answer is ‘Yes’ and the reason, because we get free education than fill in the box marked ‘I’ because it is related with economic development.
- If the answer is ‘No’ and the reason, because education has become expensive and we don’t get good jobs, then fill in the box marked ‘II’ as it is related with economic development.
- Similarly, the teacher can fill the table by looking at the answers provided for question no. 3 and 4.

•

**Activity 2:** Debate (Analysis, Synthesis and Evaluation)

- Divide class into four groups as per their responses to the four pillars of Gross National Happiness.
- Further divide each group into two, viz, those who say ‘Yes’ and those who say ‘No’. In total there will be eight groups. Four groups will be for the motion and four groups will be against the motion. They will debate only on the pillar that they have responded to.
- Allow some time for the students to prepare. Allow them to refer their text book to look for points.
- The teacher acts as Chairperson and conducts the debate.
- When two groups are debating other students have to frame questions to be asked later.

**Follow-up:** (Knowledge and comprehension)

- The teacher explains the concept of GNH and the four pillars of GNH with reference to their points and from the text.
- The teacher asks questions to check their understanding.

## Lesson 2

- Good Governance.
- Pillars of Good Governance.

**Objectives:** At the end of the lesson, students will be able to:

1. Explain the concept of Good Governance.
2. List down the pillars of Good Governance.
3. Explain how the pillars of Good Governance can be promoted.
4. Explain how Royal Audit Authority and Anti-Corruption Commission form a part of Good Governance.

### Teaching Learning Method

#### Activity 1: Guest speaker

- The teacher arranges for a guest speaker (preferably one of the intellectuals of the locality)
- The teacher welcomes the guest speaker and introduces him to the students.
- Students are instructed to ask questions after the talk has been given by the guest.
- The teacher can prompt students to come up with varieties of questions.
- Students write the answers simultaneously.
- The teacher supplements on students' questions.
- Thank the guest speaker.

#### Activity 2

- After the guest speaker leaves, teacher and students organise the gathered information.
- They arrange the information in a coherent manner.
- Compare the gathered information with that of the information given in the text.
- Ask the students to make notes of their findings.

Follow-up: The teacher asks questions to check their understanding.

OR

### Teaching Learning Method

#### Activity 1: Debate (Knowledge, Comprehension, Analysis and Evaluation)

- The teacher writes five points on the board:
  - i. Human resource development.
  - ii. Professionalism.
  - iii. Motivation.
  - iv. Transparency.
  - v. Accountability.

- The teacher explains each point with relevant examples linking it to Good Governance.
- Divide class into five groups.
- Assign one topic to each group.
- They debate that the topic assigned to them is the most important in the promotion of Good Governance and can do away with the other components. They provide examples to support their statements.
- They are given some time to discuss and prepare their points.
- The teacher arranges to carry out the debate.

**Activity 2:** (Knowledge and Comprehension)

- After the debate, the teacher sums up by linking all the points and emphasising on the important points.
- Teacher asks questions to check their understanding.

**Follow up:**

- Students write about the significance of the pillars of Good Governance referring to the debate conducted in the class.

**Lesson 3**

- Features of Good Governance

**Objectives:** By the end of the lesson, students will be able to:

1. List down the characteristics of Good Governance.
2. Relate the features of Good Governance with that of the Constitution.
3. Explain the role of Good Governance in achieving Gross National Happiness.

**Teaching Learning Method:** Reflecting and adding to the list

**Activity 1:** (Knowledge, Comprehension, Analysis, Synthesis and Evaluation)

- Divide students into six groups.
- Assign one feature of Good Governance to each group.
- Students read all the features as they have to write comments on other features as well.
- Groups have to read, reflect and write about the feature assigned to them. They have to write in simple language.
- Each feature written on a paper has to be passed to all the groups.
- Each group reads and adds comments to the list on whatever has been missed out.
- After all the features have been passed around and commented on, it comes back to its original group.
- The groups compile and present.



**Activity 2:**

- The teacher sums up the lesson emphasising on the features of Good Governance in achieving Gross National Happiness.
- The teacher asks questions to check their understanding.
- The teacher clarifies and explains if necessary.

OR

**Teaching Learning Method:** Group Discussion**Activity 1:** (Comprehension, knowledge, analysis and evaluation)

- The teacher explains the seven features of Good Governance in context with the Constitution.
- Divide class into seven groups.
- Allot one feature to each group.
- Students discuss in their group and then write down what they understand of that feature of Good Governance allotted to them and its significance.

**Activity 2:** (Knowledge and Comprehension)

- Students present their work to the class and later paste in the class.
- Students ask questions to any groups for clarification.
- The teacher supplements if necessary.

## Follow-up:

- The teacher asks various questions based on Bloom's Taxonomy to the students to make sure that they are clear of what was discussed and presented to the class.

## Supplementary information for teachers.

### Operationalising Gross National Happiness

February 21, 2004 - The first major international seminar which drew more than 80 participants from across the globe to discuss the depth and profundity of the concept of Gross National Happiness (GNH) agreed that GNH combines spirituality with secular science of technology and that the global community should protect and enhance it.

Senior professors, research fellows, journalists, lawyers, medical professionals, Buddhist monks, managers, environmentalists, economists, social activists, financiers, and academicians made 15 minute oral presentations of about 45 papers during the seminar from February 18 - 20 which was attended by more than 300 people, mostly young students, graduates and civil servants. The presentations were cablecast in two separate rooms for people who could not fit in the main hall.

Although the concept of GNH was first pronounced by His Majesty the King in his speeches soon after acceding to the throne in 1972, it was, however, only in the last two decades that the concept was formally incorporated as a guiding principle in development policies and plans,” said the president of the Centre for Bhutan Studies and prime minister Lyonpo Jigmi Y Thinley inaugurating the seminar.

While conventional development models stress economic growth as the ultimate objective, the concept of GNH is based on the premise that true development of human society takes place when material and spiritual development occur side by side to complement and reinforce each other,” he said. “The four pillars of GNH are the promotion of equitable and sustainable socio-economic development, preservation and promotion of cultural values, conservation of the natural environment, and establishment of good governance.

The concept of GNH was first mentioned to the international community in the autumn of 1998 at the Asia-Pacific Millennium Summit in Seoul. This was followed by a bilateral seminar “GNH - as challenged by the concept of decent society” held in January 2001 in Zeist, the Netherlands, co-hosted by the Centre for Bhutan Studies. More recently, the SAARC economic and planning ministers adopted the concept of GNH and its four pillars among the principles and strategies for the eradication of poverty in South Asia.

Putting GNH in an historical perspective Mark Mancall, a Professor of modern history at Stanford University, USA, referred to the arrival of Zhabdrung and the subsequent establishment of a “diarchic” regime where the political and the religious domains were intensely incorporated with each other. This incorporation of Buddhism and politics, he said, continued to the present time.

Comparing GNH to the western conservative, liberal and socialist ideologies, Professor Mancall said that GNH is an ideology, a programme of social and economic change and development. “If GNH is an ideology, the Bhutanese State is and must be the ‘subject,’ the primary actor in the programme of change that we call GNH,” said the Professor.

Some papers persuaded on why Bhutan should be cautious in joining World Trade Organization and hinted that the unchecked onslaught of globalisation could choke the concept of GNH. Others argued that GNH revived the forgotten element of Adam Smith school of thought, ‘compassion’ as an intricate element of market economy.

Still others said that happiness is primarily subjective and usually confined to an individual.

Some papers explained economic techniques of measuring GNH. A paper by Dr Prabhat Pankaj and Tshering Dorji, lecturers at Sherubtse college in Kanglung presented their findings of the field survey of 612 individuals which used econometric technique to measure happiness. “Our study found out that the rural people are slightly happier than the urban ones and that cultural participation and identity have emerged as the strongest variable influencing happiness both in rural and urban areas,” said Dr Pankaj. “We also found that religious people tend to be happier.”

People who attended the seminar found the presentations and discussions exciting and enriching. “It was a very rewarding experience, the papers were all well researched and the presenters gave fresh ideas about specific concept and indicators of happiness,” said Yeshey Lhendup, a civil servant with the National Assembly.

An IT expert working with Sherubtse college thought that discussions often revolved on abstract orbits. “The world is a complex tapestry with all colours and what some papers did was painted it just black and white,” said Graeme Foster.

His Royal Highness the Crown Prince Dasho Jigme Khesar Namgyal Wangchuck, who graced the closing of the seminar, said that even if the philosophy of GNH is inherently Bhutanese, its ideas may have a positive relevance to any nation, community or peoples.

I feel that there must be some convergence among nations on the idea of what the primary objective of development and progress should be - something that GNH seeks to bring about,” he said. “There cannot be enduring peace, prosperity, equality and brotherhood in this world, if our aims are so separate and divergent especially as the world shrinks to a global village.

For Frank Bracho, former ambassador of Venezuela to India, who presented a paper on happiness as the greatest human wealth, the seminar has given the world a basis to work on. “The concept has an profound motive of coming out with helpful solutions to problems that scourge the world today.

Organised by the centre for Bhutan studies (CBS) the seminar was assisted by the sustainable development secretariat, Bhutan programme office of save the children federation (USA), the UNDP, the world food programme and the Nike foundation. (By Gopilal Acharya, [gopiacharya@kuensel.com.bt](mailto:gopiacharya@kuensel.com.bt), Thimphu Bhutan, Reference: Retrieved from <http://www.travelbhutan.tripod.com/druk.html> on 11.01.07)

## Understanding the Concept of Governance

The concept of “governance” is not new. However, it means different things to different people. Therefore, we have to get our focus right. The actual meaning of the concept depends on the level of governance we are talking about, the goals to be achieved and the approach being followed.

The concept has been around in both political and academic discourse for a long time, referring in a generic sense to the task of running a government, or any other appropriate entity for that matter. In this regard, the general definition provided by Webster’s Third New International Dictionary (1986:982) is of some assistance, indicating only that governance is a synonym for government, or “the act or process of governing, specifically authoritative direction and control”. This interpretation specifically focuses on the effectiveness of the executive branch of government.

The working definition used by the British Council, however, emphasises that “governance” is a broader notion than government (and for that matter also related concepts like the state, good government and regime), and goes on to state: “Governance involves interaction between the formal institutions and those in civil society. Governance refers to a process whereby elements in society wield power, authority and influence and enact policies and decisions concerning public life and social upliftment.”

“Governance”, therefore, not only encompasses but transcends the collective meaning of related concepts like the state, government, regime and good government. Many of the elements and principles underlying “good government” have become an integral part of the meaning of “governance”. John Healey and Mark Robinson define “good government” as follows: “It implies a high level of organisational effectiveness in relation to policy-formulation and the policies actually pursued, especially in the conduct of economic policy and its contribution to growth, stability and popular welfare. Good government also implies accountability, transparency, participation, openness and the rule of law. It does not necessarily presuppose a value judgment, for example, a healthy respect for civil and political liberties, although good government tends to be a prerequisite for political legitimacy”.

We can apply our minds to the definition of ‘governance’ provided by the World Bank in *Governance: The World Banks Experience*, as it has special relevance for the developing world:

“Good governance is epitomized by predictable, open and enlightened policy-making, a bureaucracy imbued with professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs. Poor governance (on the other hand) is characterized by arbitrary policy making, unaccountable bureaucracies, unenforced or unjust legal systems, the abuse of executive power, a civil society unengaged in public life, and widespread corruption.”

The World Bank’s focus on governance reflects the worldwide thrust toward political and economic liberalisation. Such a governance approach highlights issues of greater state responsiveness and accountability, and the impact of these factors on political stability and economic development. In its 1989 report, *From Crisis to Sustainable Growth*, the World Bank expressed this notion as follows:

“Efforts to create an enabling environment and to build capacities will be wasted if the political context is not favourable. Ultimately, better governance requires political renewal. This means a concerted attack on corruption from the highest to lowest level. This can be done by setting a good example, by strengthening accountability, by encouraging public debate, and by nurturing a free press. It also means ... fostering grassroots and non-governmental organisations such as farmers’ associations, co-operatives, and women’s groups”.

Apart from the World Bank’s emphasis on governance, it is also necessary to refer to academic literature on governance, which mostly originates from scholars working with international development and donor agencies. The majority of these scholars have concentrated almost exclusively on the issue of political legitimacy, which is the dependent variable produced by effective governance. Governance, as defined here, is “the conscious management of regime structures, with a view to enhancing the public realm”.

The contribution of Goran Hyden to bring greater clarity to the concept of governance needs special attention. He elevates governance to an “umbrella concept to define an approach to comparative politics,” an approach that fills analytical gaps left by others. Using a governance approach, he emphasises “the creative potential of politics, especially with the ability of leaders to rise above the existing structure of the ordinary, to change the rules of the game and to inspire others to partake in efforts to move society forward in new and productive directions”.

His views boil down to the following:

- Governance is a conceptual approach that, when fully elaborated, can frame a comparative analysis of macro-politics.
- Governance concerns “big” questions of a “constitutional” nature that establish the rules of political conduct.

- Governance involves creative intervention by political actors to change structures that inhibit the expression of human potential.
- Governance is a rational concept, emphasising the nature of interactions between state and social actors, and among social actors themselves.
- Governance refers to particular types of relationships among political actors: that is, those which are socially sanctioned rather than arbitrary.

To conclude, it is clear that the concept of governance has over the years gained momentum and a wider meaning. Apart from being an instrument of public affairs management, or a gauge of political development, governance has become a useful mechanism to enhance the legitimacy of the public realm. It has also become an analytical framework or approach to comparative politics.

*(Source: “Governance Barometer: Policy guidelines for good governance” [Website of South Africa’s National Party](#)*

*. Retrieved from <http://www.gdrc.org/u-gov/governance-understand.html> on January 13, 2007.)*