

# SCHOOL OF GOVERNMENT POLITICAL SCIENCE AND INTERNATIONAL RELATIONS PROGRAMME, SCHOOL OF HISTORY, PHILOSOPHY, POLITICAL SCIENCE AND INTERNATIONAL RELATIONS

# PUBL 304/POLS 381 CABINET GOVERNMENT

Trimester 1, 2013

# **COURSE OUTLINE**

#### **Names and Contact Details**

**Course Co-ordinator:** Dr Chris Eichbaum

**Room:** Rutherford House Level 8, Room 811

**Phone:** (04) 463 5675

**Email:** Chris.Eichbaum@vuw.ac.nz

**Administrator:** Kerry Pert

**Room:** Rutherford House Level 8, Room 821

**Phone:** (04) 463 6599

Email: Kerry.Pert@vic.ac.nz

#### **Trimester Dates**

Teaching Period: Monday 4 March – Friday 7 June Study Period: Monday 10 June – Thursday 13 June

Examination Period: Friday 14 June – Wednesday 3 July (inclusive)

#### Withdrawal from Course

- 1. Your fees will be refunded if you withdraw from this course on or before Friday 15 March 2012.
- 2. The standard last date for withdrawal from this course is Friday 17 May After this date, students forced to withdraw by circumstances beyond their control must apply for permission on an 'Application for Associate Dean's Permission to Withdraw Late' including supporting documentation. The application form is available from either of the Faculty's Student Customer Service Desks.

#### **Class Times and Room Numbers**

**Lecture timetable:** Mondays, 2.10 – 4.00 pm, Alan MacDiarmid Building, LT 105

# **Group Work**

This course may include a group work component. If group work is included in the assessment mix it is expected that students will allocate no less than eight (8) hours to the group work, inclusive of research and meeting times. The assessment criteria for the group work component will be discussed with the class, before being confirmed and posted on Blackboard.

# **Expected Workload**

In accordance with Faculty Guidelines, this course has been constructed on the assumption that students will devote approximately 17 hours per week to reading, writing, and researching material for this course (20 point course = 200 hours of work over a 12 week trimester). This includes 2 hours of lectures per week.

# **Course Learning Objectives**

The aim of the course is to study political executives in democratic states – particularly New Zealand, Australia, and other that fall within the 'Westminster' family and theories of executive/legislative relationships. In other words, we are interested in analyzing power at the top levels of politics, concentrating mainly on cabinet government. We study the people involved (ministers and prime ministers, public/civil servants, political advisors), their resources (from political authority to staffing and advice), their accountability to parliaments and voters, and their policy capacity. We also examine emerging issues in New Zealand's system of cabinet government and some of the challenges of governance.

Students completing this course will, in the main, be enrolled in BA and/or BCom degrees. There is a set of learning and teaching major attributes for students completing a BCom major in Public Policy, and these major attributes (MA) are noted below.

Having completed the course you will be able to:

- explain the main features of the institution of cabinet government (MA [Major Attribute] 2);
- contrast parliamentary and presidential systems of executive government (MA 2);
- compare and contrast features of cabinet government in different countries (MA 2, MA 7); and
- assess the relevance of the 'Westminster 'model' in the context of an analysis of cabinet government (MA 2, MA 7).

You will also be able to demonstrate:

- an in-depth knowledge of the subjects you select for your essays and groupwork; and
- the capacity to analyse the material critically.

Major Attributes: PUBL majors will be able to					
MA1	Judge the defining features of good policy analysis and advice and				
	appraise how they are best produced				
MA2	Demonstrate an understanding of the influence of political ideas ar				
	philosophies, and of constitutional and political institutions on publi				
	policy				
MA3	Demonstrate an understanding of the contribution of quantitative at				
	qualitative methods in policy analysis				
MA4	Identify the nature and respective roles of state and civil society in the				
	development, implementation and evaluation of public policy, and				
	demonstrate an understanding of the distinction between government				
	and governance				
MA5	Appraise different disciplinary contributions to the development,				
	implementation and evaluation of public policy				
MA6	Judge the relevance and importance of evidence in policymaking				
MA7	Apply the comparative method to policy analysis, and identify				
	insights that might be drawn from other policy jurisdictions				
MA8	Judge and articulate the relevant criteria that might be used in				
	assessing the advantages and disadvantages of particular policy				
3.5.1.0	options				
MA9	Analyse complex policy issues from multiple perspectives and				
3.5.4.10	identify opportunities for innovation				
MA10	Express ideas succinctly and persuasively both in written form and				
3.5.4.1.1	orally				
MA11	Construct and articulate rationales for public policy intervention				
MA12					
3.5.4.6	accountability in the study and practice of public policy				
MA13	Interpret the significance of the Treaty of Waitangi (Te Tiriti o				
	Waitangi) in the study and practice of public policy in New Zealand				

#### **Course Content**

# A detailed lecture schedule will be distributed in the first week of classes.

It is anticipated that the course will include an opportunity to visit the Cabinet Office, a presentation from (and opportunity to engage with) an individual with experience as a Cabinet Minister, and others who have worked within the Executive branch of New Zealand government. Given that the course may also include short presentations relating to group work undertaken, the sequencing of particular topics will depend on the final size of the class. The particular mix of topics will also reflect the balance of interests in the class, and will be responsive to contemporary issues in politics, public policy and governance. It is anticipated that some or all of the following topics will be covered:

- Frameworks for analyzing Cabinet Government
- Cabinet and the core executive
- Parliamentary and presidential core executives compared; different types of parliamentary government; parties, elections and cabinet government

- Constitutions and Cabinet Government; the doctrine of the separation of powers; 'fused' powers in systems of parliamentary government
- The Westminster model: Cabinet Government in Britain, Australia and New Zealand; government formation in systems of parliamentary government (including under the MMP system in New Zealand)
- Accountability and collective and individual cabinet responsibility
- Relationships between ministers and administrative heads of department/Chief Executives
- Prime Ministers and their cabinets
- Political staff and Cabinet Government
- Cabinet capacity and effectiveness; learning from case-studies of policy failures
- Government, governance, and the future of Cabinet Government

# **Readings**

Readings will be placed on Blackboard and/or distributed in class.

Please note that you are also expected to be familiar with the New Zealand *Cabinet Manual* (2008), available on line at: http://www.cabinetmanual.cabinetoffice.govt.nz/

# **Reading List**

Note that there is a great deal of official information on the internet. For example, the Political Science and International Relations Programme website (accessed through the VUW website) contains links to research tools, including government information around the world and the New Zealand government online information.

## Journals:

Parliamentary Affairs, Public Administration and Government and Opposition, are especially useful for material on Britain. New Zealand's Public Sector and Political Science are essential sources. See also the Institute for Governance and Policy Studies publication, Policy Quarterly at: http://igps.victoria.ac.nz/publications/publications/list/10

#### Other textbooks:

There is a range of textbooks on the political systems of Australia and the UK in the library, many on Level 3.

Biographies and autobiographies provide rich sources of information, especially on political leaders.

#### **COMPARATIVE WORKS: General**

- Blondel, J., 'Cabinets and Ministers: A Comparative Perspective', in I. Marsh (ed.), *Governing in the 1990s: An Agenda for the Decade* (Melbourne, Longman Cheshire, 1993).
- Blondel, J. and F. Muller-Rommel (eds.), *Cabinets in Western Europe* (Houndmills, Macmillan, 1988).
- Davis, R. H., Women and Power in Parliamentary Democracies: Cabinet Appointments in Western Europe, 1968-1992, (Lincoln and London, University of Nebraska Press, 1997).
- Helms, L., *Presidents, Prime Ministers and Chancellors: Executive Leadership in Western Democracies* (Houndmills, Palgrave/Macmillan, 2005).
- Laver, M. and K. A. Shepsle, *Cabinet Ministers and Parliamentary Government* (Cambridge, University of Cambridge Press, 1994).
- Lijphart, A., Democracies: Patterns of Majoritarian and Consensus Government in Twenty-One Countries (New Haven, Yale University Press, 1984).
- Lijphart, A., 'Democratic Political Systems: Types, Cases, Causes, and Consequences', *Journal of Theoretical Politics*, Vol. 1 (1989), pp. 33 48.
- Lijphart, A. (ed.), *Parliamentary Versus Presidential Government* (Oxford, Oxford University Press, 1992).
- Mackie, T. T. and B. W. Hogwood (eds.), *Unlocking the Cabinet: Cabinet Structures in Comparative Perspective*, (Sage, London, 1985).
- McAllister, I., 'Leaders', in L. LeDuc, R. G. Niemi and P. Norris (eds.), *Comparing Democracies: Elections and Voting in Global Perspective* (London, Sage, 1996), pp. 280 298.
- Patapan, H., J. Wanna and P. Weller (eds.), *Westminster Legacies. Democracy and Responsible Government in Asia and the Pacific* (Sydney, University of New South Wales Press, 2005).
- Peters, B. G., R. A. W. Rhodes and V. Wright, *Administering the Summit: Administration of the Core Executive in Developed Countries* (Houndmills, Basingstoke and London, Macmillan, 2000).
- Peters, B. G. and A. Barker (eds.), *Advising West European Governments: Inquiries, Expertise and Public Policy* (Edinburgh, Edinburgh University Press, 1993).
- Strom, K., *Minority Government and Majority Rule* (Cambridge, Cambridge University Press, 1990).
- Weller, P., 'Prime Ministers, Political Leadership and Cabinet Government', *Australian Journal of Public Administration*, Vol. 50 (1991), pp. 131 144.
- Weller, P., First Among Equals: Prime Ministers in Westminster Systems (Sydney, Allen and Unwin, 1985).
- Weller, P., 'Party Rules and the Dismissal of Prime Ministers: Comparative Perspectives from Britain, Canada and Australia', *Parliamentary Affairs*, Vol. 47 (1994), pp. 133 143.
- Weller, P., H. Bakvis and R. A. W. Rhodes, *The Hollow Crown: Countervailing Trends in Core Executives* (Houndmills, Basingstoke, Macmillan, 1997).

# **COMPARATIVE WORKS: Accountability**

Barberis, P., 'The New Public Management and a New Accountability', *Public Administration*, Vol. 76 (1998), pp. 451 – 470.

- LeDuc, L., 'Elections and Democratic Governance', in L. LeDuc, R. G. Niemi and P. Norris (eds.), *Comparing Democracies: Elections and Voting in Global Perspective* (London, Sage, 1996), pp. 342 363.
- McDonald, A. and G. Terrill (eds.), *Open Government: Freedom of Information and Privacy*, (Houndmills, Basingstoke and London, Macmillan, 1998).
- Peters, B. G. and D. J. Savoie (eds.), *Governance in a Changing Environment* (Montreal, Canadian Centre for Management Development, 1993).
- Reid, W., 'Changing Notions of Accountability', *Public Administration*, Vol. 70 (1992).
- Stone, B., 'Administrative Accountability in the "Westminster" Democracies: Towards a New Conceptual Framework', *Governance*, Vol. 8 (1995), pp. 505 526.
- Weaver, R. K. and B. A. Rockman (eds.), *Do Institutions Matter? Government Capabilities in the United States and Abroad* (Washington, The Brookings Institution, 1993).

# **COMPARATIVE WORKS: Legislatures and the Executive**

- Baldwin, N. D. J. (ed.), *Executive Leadership and Legislative Assemblies* (London and New York, Routledge, 2006).
- Copeland, G. and S. Patterson (eds.), *Parliaments in the Modern World: Changing Institutions* (Ann Arbor, University of Michigan Press, 1994).
- Doring, H. (ed.), *Parliaments and Majority Rule in Western Europe* (New York, St Martin's Press, 1996).
- Longley, L. and R. H. Davidson (eds.), *The New Roles of Parliamentary Committees* (London, Frank Cass, 1998).
- Norton, P. (ed.), Legislatures (Oxford, Oxford University Press, 1990).
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- Brady, C., 'Collective Responsibility of the Cabinet: An Ethical, Constitutional or Managerial Tool?', *Parliamentary Affairs*, Vol. 52, No. 2 (April, 1999), pp. 214 229.
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- Dowding, K. and W. Kang, 'Ministerial Resignations 1945-97', *Public Administration*, Vol. 47 (1994), pp. 669 686.
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- Hennessy, P., 'The Blair Style of Government', *Government and Opposition*, Vol. 33, No. 1 (1998).
- Hogg, S. and J. Hill, Too Close to Call: Power and Politics John Major in No. 10 (1995).
- James, S., British Cabinet Government, 2<sup>nd</sup> edn. (London, Routledge, 1999).
- James, S., 'The Idea Brokers: The Impact of Think Tanks on British Government', *Public Administration*, Vol. 71 (1993), pp. 491 506.
- James, S., 'The Cabinet System since 1945: Fragmentation and Integration', *Parliamentary Affairs*, Vol. 47 (1994), pp. 613 629.
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- Kavanagh, D. and A. Seldon, *The Powers behind the Prime Minister: The Hidden Influence of No. 10* (London, Harper Collins, 1999).
- Lee, J. M., G. W. Jones and J. Burnham, *At the Centre of Whitehall: Advising the Prime Minister and Cabinet* (Houndmills, Macmillan, 1998).
- Lawson, N., 'Cabinet Government in the Thatcher Years', *Contemporary Record* 8 (1994), pp. 440 447.
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- Marshall, G., 'Cabinet Government and the Westland Affair', *Public Law*, Vol. 184 (1986).
- Marshall, G. (ed.), *Ministerial Responsibility* (Oxford, Oxford University Press, 1989).
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- Shell, D. and R. Hodder-Williams (eds.), *Churchill to Major: The British Prime Ministership since 1945* (London, Hurst and Company, 1995).
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- Woodhouse, D., *Ministers and Parliamentary Accountability in Theory and Practice* (Oxford, Clarendon Press, 1994).

#### **NEW ZEALAND**

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- Boston, J., J. Martin, J. Pallot, and P. Walsh, *Reshaping the State: New Zealand's Bureaucratic Revolution* (Auckland, Oxford University Press, 1991).
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- Gregory, R., 'A New Zealand Tragedy', Governance, Vol. 11 (1998), pp. 231 240.
- Gregory, R., 'Political Responsibility for Bureaucratic Incompetence: Tragedy at Cave Creek', *Public Administration*, Vol. 76, (1998), pp. 519 538.
- Hayward, M., 'Prime Minister: Power', in R. Miller (ed.), *New Zealand Government and Politics*, 4<sup>th</sup> edn., (Auckland, Oxford University Press, 2006), pp. 225 235.
- Henderson, J., 'Labour's Modern Prime Ministers and the Party: A Study of Contrasting Political Styles', in M. Clark (ed.), *The Labour Party after 75 Years*, Occasional Publication No. 4 (Department of Politics, Victoria University of Wellington, 1992), pp. 98 117.
- James, C., The Tie that Binds. The Relationship Between Ministers and Chief Executives (Wellington, Institute of Policy Studies and Centre for Public Law, Victoria University of Wellington).
- James, C., *Under New Sail: MMP and Public Servants* (Wellington, Institute of Policy Studies, 1997).
- Joseph, P. A., Constitutional and Administrative Law in New Zealand (Sydney, The Law Book Co., 1993).
- Legal Research Foundation, *The Official Information Act* (Wellington, February 1997).
- Martin, J., Public Service and the Public Servant (Wellington, State Services Commission, 1991).

- McLeay, E. 'Buckle, Board, Team or Network? Understanding Cabinet', *New Zealand Journal of Public and International Law*, Vol. 4 (2006), pp. 37 54.
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- Mulgan, R., 'The Changing Electoral Mandate', in M. Holland and J. Boston (eds.), *The Fourth Labour Government* (Oxford, Oxford University Press, 1990), pp. 11 21.
- Mulgan, R., 'The Elective Dictatorship in New Zealand', in H. Gold (ed.), *New Zealand Politics in Perspective*, 3<sup>rd</sup> edn., (Auckland, Longman Paul, 1992), pp. 513 532.
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- Palmer, M., 'Towards an Economics of Comparative Political Organization: Examining Ministerial Responsibility', *Journal of Law, Economics and Organization*, Vol. 11 (1995), pp. 164 186.
- Richards, L., 'Fortress Cabinet', NZ Political Review, Autumn 2002, pp. 24 36.
- Roberts, J., Politicians, Public Servants and Public Enterprise: Restructuring the New Zealand Government Executive (Wellington, Victoria University for the Institute of Policy Studies, 1987).
- Shaw, R., 'Consultants and Advisers' in R. Miller (ed.), *New Zealand Government and Politics*, 4<sup>th</sup> edn., (Auckland, Oxford University Press, 2006), pp. 257 273.
- Schick, A., *The Spirit of Reform: Managing the New Zealand State Sector in a Time of Change* (State Services Commission, 1996). (See the reviews in *Public Sector* [March 1997]).
- State Services Commission, Working Under Proportional Representation: A Reference for the Public Service (Wellington, 1995).
- White, Nicola, 'Deconstructing Cabinet Collective Responsibility', *Policy Quarterly*, Vol. 1, No. 4 (2005), pp. 4 11 at: http://ips.ac.nz/publications/publications/show/172

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- Blewett, N., A Cabinet Diary: A Personal Record of the First Keating Government, (Wakefield Press, Adelaide, 1999).
- Button, J., As it Happened (Text Publishing, Melbourne, 1998)
- Davis, G., 'Executive Government: Cabinet and the Prime Minister', in J. Summers, D. Woodward, and A. Parkin (eds.), *Government, Politics, Power and Policy in Australia*, 7<sup>th</sup> edn., (Longman, NSW, 2002).
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- Tiernan, A and Weller, P., Learning to be a Minister: Heroic expectation, practical realities (Melbourne University Press, Melbourne 2010)
- Weller, P., Malcolm Fraser PM: A Study in Prime Ministerial Power in Australia, (Penguin, Melbourne, 1989).
- Weller, P., Cabinet Government in Australia, 1901-2006 (University of New South Wales Press, Sydney, 2007).
- Weller, P., 'Prime Ministers and Cabinet', in P. Weller (ed.), *Menzies to Keating: The Development of the Australian Prime Minister*, (University of Melbourne Press, Melbourne, 1992).

# **Assessment Requirements**

Assessment objectives:

- to write an essay involving the tasks of essay design, gathering material on specialised topics, analysing the material, and presenting arguments in literate and structured form:
- to contribute to the design and development of a wiki, testing your ability to contribute effectively in a group context, and to prepare/present material in an accessible, interesting and lively manner; and
- to write examination answers, testing your overall grasp of the content of the course and your ability to structure ideas quickly and to answer questions in brief, relevant essays.

The assessment for this course comprises:

Assessment Requirements						
Assignment	Type	Indicative length	<b>Due Date</b>	Percentage of Overall Mark		
Essay (topic to be advised at first class and posted on Blackboard)	Written	1500 words	Monday 8 April	20 percent		
*Wiki/essay/ presentation proposal	Written	500 words (max)	Monday 29 April	Mandatory Course Requirement		
*Wiki/essay/ presentation	Online/ written/ oral	3,000 words (TBC)	TBC	30 percent – share of marks to be confirmed		
Final Examination	Written	Three hours	TBA	50 percent		

<sup>\*</sup>To be confirmed following first class. Final confirmed assessment requirements and arrangements will be posted on Blackboard

If you have difficulties meeting the course requirements because of personal problems you should see Chris Eichbaum as soon as possible (and on every occasion, <u>before</u> the due date for the submission of a piece of work). Late essays will be accepted only when a medical certificate (or

other appropriate documentation) is provided. Essays that are submitted late for no acceptable reason may be penalized.

#### **Penalties**

- Extensions beyond the due dates for essays will be granted only to those who meet the University's aegrotat rules, i.e. a medical certificate, personal bereavement or critical personal circumstances beyond your control. If you are encountering difficulties of any kind let Chris Eichbaum know immediately.
- NB that requests for extensions must be received <u>before</u> the due date of an assignment
- Late essays must be handed in at School of Government reception (8<sup>th</sup> floor Rutherford House) during the office hours listed above.
- Essays not handed in by the due date or by the date of an agreed extension may have their mark out of 100 reduced by 5 percentage points for each day the essay was late.
- Essays handed in more than 5 days late after due date or after the date of an extension may not be accepted.

# Academic Integrity, Plagiarism, and the use of Turnitin

Plagiarism is presenting someone else's work as if it were your own, whether you mean to or not.

'Someone else's work' means anything that is not your own idea. Even if it is presented in your own style, you must still acknowledge your sources fully and appropriately. This includes:

- material from books, journals or any other printed source
- the work of other students or staff
- information from the Internet
- software programs and other electronic material
- designs and ideas
- the organisation or structuring of any such material.

Acknowledgement is required for *all* material in any work submitted for assessment unless it is a 'fact' that is well-known in the context (such as "Wellington is the capital of New Zealand") or your own ideas in your own words. Everything else that derives from one of the sources above and ends up in your work – whether it is directly quoted, paraphrased, or put into a table or figure, needs to be acknowledged with a reference that is sufficient for your reader to locate the original source.

Plagiarism undermines academic integrity simply because it is a form of lying, stealing and mistreating others. Plagiarism involves stealing other people's intellectual property and lying about whose work it is. This is why plagiarism is prohibited at Victoria.

If you are found guilty of plagiarism, you may be penalised under the Statute on Student Conduct. You should be aware of your obligations under the Statute, which can be downloaded from the policy website (<a href="www.victoria.ac.nz/home/about/policy/students.aspx">www.victoria.ac.nz/home/about/policy/students.aspx</a>). You could fail your course or even be suspended from the University.

Plagiarism is easy to detect. The University has systems in place to identify it.

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine <a href="http://www.turnitin.com">http://www.turnitin.com</a>. Turnitin is an on-line plagiarism prevention tool which compares submitted work with a very large database of existing material. At the discretion of the Head of School, handwritten work may be copy-typed by the School and subject

to checking by Turnitin. Turnitin will retain a copy of submitted materials on behalf of the University for detection of future plagiarism, but access to the full text of submissions will not be made available to any other party.

There is guidance available to students on how to avoid plagiarism by way of sound study skills and the proper and consistent use of a recognised referencing system. This guidance may be found at the following website <a href="http://www.victoria.ac.nz/home/study/plagiarism.aspx">http://www.victoria.ac.nz/home/study/plagiarism.aspx</a>

If in doubt seek the advice of your course coordinator.

Plagiarism is simply not worth the risk.

#### **Examinations**

Students who enrol in courses with examinations are obliged to attend an examination at the University at any time during the formal examination period. The final examination for this course will be scheduled at some time during the following period:

14 June – 3 July

# **Mandatory Course Requirements**

In addition to obtaining an overall course mark of 50 or better, students must ...

- Submit any proposals that may be required on or before the due dates;
- Submit pieces of assessment, in the required format, on or before the due dates;
- Complete the final examination paper.

Students who fail to satisfy the mandatory requirements for passing this course, other than the requirement to obtain a C grade overall, will not receive a graded result, and their records will show a "K" (fail due to not satisfying mandatory course requirements, even though the student's course requirements reached the level specified for a pass).

#### **Class Representative**

A class representative will be elected in the first class, and that person's name and contact details made available to VUWSA, the course coordinator and the class. The class representative provides a communication channel to liaise with the course coordinator on behalf of students.

# **Communication of Additional Information**

Blackboard will be used for the purposes of communicating with the class (and may be used for assessment purposes).

# Link to general information

For general information about course-related matters, go to http://www.victoria.ac.nz/vbs/studenthelp/general-course-information

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