

SCHOOL OF GOVERNMENT

PUBL 304/POLS 381
CABINET GOVERNMENT

Trimester One 2008

COURSE OUTLINE

Contact Details

Course Coordinator: Dr Chris Eichbaum
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Class Times and Room Numbers

Lecture timetable: Wednesday 10.00-11.50 Murphy LT102 (Kelburn)

Course Objectives

The aim of the course is to study the constitutional position of political executives in democratic states 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/chancellors), their resources (from political authority to staffing and advice), their accountability to parliaments and voters, and their policy capacity. Examples are drawn from countries such as New Zealand, Australia, and Britain. We also examine emerging issues in New Zealand's system of cabinet government.

Having completed the course you will be able to demonstrate:

- an understanding of the main features of cabinet government,
- an in-depth knowledge of the subjects you select for your essays and seminar presentation;
- the ability to analyse the material critically;
- knowledge of the relationships between different political structures, cabinet processes and policy outcomes;
- the capacity to explain and evaluate the central governmental policy systems of at least two countries.

Course Content

Note that changes may need to be made to this programme depending on the availability of those contributing, current political events etc.

Date	Topic	Readings
WEEK ONE <i>26 February</i>	Introduction to the course and to each other; constitutions and cabinet government; the doctrine of the separation of powers; ‘fused’ powers in systems of parliamentary government.	
WEEK TWO <i>5 March</i>	Parliamentary and presidential core executives compared; different types of parliamentary government; parties, elections, and cabinet government.	1. Verney (1992) 2. Weller (1997) 3. Blondel (1995)
WEEK THREE <i>12 March</i>	The Westminster model: cabinet government in Britain, Australia, and New Zealand; government formation in systems of parliamentary government	9. The Constitution Act 1986 6. Weller (2003) 14. & 15. Cabinet Office (2002 and 2006) 8. Rhodes and Weller (2005) http://www.number10.gov.uk/output/Page19.asp <i>Cabinet Manual</i> (2001), Chapter 4.
WEEK FOUR <i>19 March</i>	Accountability and collective and individual cabinet responsibility	7. Mulgan (2000) 10. McLeay (1995) 11. Gregory (1998) 19. Palmer and Palmer (2004) 24. Woodhouse (2004) <i>Cabinet Manual</i> (2001), Chs 2 and 3.

	<i>EASTER</i>	
WEEK FIVE <i>26 March</i>	No formal lecture class	
WEEK SIX <i>2 April</i>	TBC	
WEEK SEVEN <i>9 April</i>	Ministerial advice – politics meets administration (and who wins?)	20. Eichbaum and Shaw (2006) 22. Burch and Holliday (1999) 25. Tiernan (2006) 26. Walter (2006) http://www.cabinetoffice.gov.uk/propriety_and_ethics/special_advisers/code.asp
<i>MID – TRIMESTER BREAK</i>		
WEEK EIGHT <i>30 April</i>	TBC Visit to the Cabinet Office	
WEEK NINE <i>7 May</i>	Cabinet capacity and effectiveness; learning from cases-studies of policy disasters and failures. Seminar Presentations	5. Keating and Weller (2000) 16. Upton (1998) 18. Boston, Church and Bale (2003)
WEEK TEN <i>14 May</i>	Cabinet government and ethical issues and problems Seminar Presentations	27. Uhr (2004) http://www.cabinetoffice.gov.uk/propriety_and_ethics/ministers/ministerial_code/ http://arts.anu.edu.au/democraticaudit/categories/accountabfirm.htm
WEEK ELEVEN <i>21 May</i>	Cabinet Government in New Zealand : A perspective from the Ministry – Hon Steve Maharey Seminar Presentations	
WEEK TWELVE <i>28 May</i>	The future of Cabinet Government	13. Boston (1998)

Expected Workload

The expectation is that this course will require an investment of no less than 16 hours per week, inclusive of class time. It will be vital for students to read the material assigned for each weekly class in advance of the lecture and class discussion.

Readings

A book of readings has been prepared for this course (*PUBL 304/POLS 381 Cabinet Government Course Book*), and is available from the Student Notes Distribution Centre (Kelburn) at a cost of \$19.08 – you will need to purchase this in the first week of the trimester, and read the relevant material relating to particular lecture topics.

Please note that you are also expected to be familiar with the New Zealand *Cabinet Manual* (2001), available on line at:

<http://www.dpmc.govt.nz/cabinet/manual/index.html>

Assessment Requirements

Assessment objectives:

- to write essays, 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 development and delivery of an oral presentation, 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	DUE DATE	WEIGHT
1 st Essay (1500 words)	Thursday 20 March	20%
Group presentation	Scheduled for weeks 9-11 (topics to be finalised by 20 March)	15%
2 nd Essay (2,000 words)	Friday 22 May (proposals due 24 April)	25%
Final exam	Check schedule	40%

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, before 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.

Please note that you are required to submit your essays in hard-copy. Electronic submission of assignments will not be used with this course. Essays should either be given to Chris Eichbaum or, alternatively submitted to the School of Government office, 8th floor Rutherford House. Please use the School of Government Coversheet when you submit your essay. There is a copy at the end of this outline.

Essay 1 (20%)

The first essay (20%) is due on (or before) **Thursday 20 March**. This essay should be no more than 1500 words in length. The essay is on the following topic:

With particular reference to the institutions, processes, and conventions of Cabinet government in New Zealand, assess the extent to which, in terms of its adherence to Westminster principles and practices, New Zealand's status has moved from being 'more Westminster than Westminster' to that of an 'outlier'.

The Seminar Presentation (15%)

You are required, as a member of a group to develop and deliver a 20- minute seminar presentation on a topic to be finalised no later than **Thursday 20 March**. The presentation may take the form of PowerPoint slides or a poster. The dates of the presentations will be organised in class and will be arranged according to topic. You will be required to prepare a brief summary, suitable for distribution to the rest of the class (in the case of a PowerPoint presentation, copies of the slides will suffice). The summary prepared for distribution to the class will also be placed on Blackboard.

- Confine your presentation to no more than ten slides, including the title page but excluding illustrations or cartoons that require little explanation.
- Do not try to put all of your material on the slides. Rather, you should briefly summarise your main points, and discuss each of them more fully.
- You will be expected to pose a number of discussion questions at the end of the presentation, and to field and answer questions from the class.
- Your presentation will be assessed according to criteria distributed in class.
- A peer appraisal instrument will be used to assist the learning process whereby each member of a group will be asked to assess (on a confidential basis) the contribution of the other members of the group.

Essay 2 (25%)

The second essay (20%) is due on (or before) **Friday 22 May**. This essay should be no more than 2000 words in length. This is your opportunity to research and write about a topic of your choice, to suit your own interests. Please note, however, that your topic must first be submitted for approval by Chris Eichbaum **before 24 April**. Please submit the proposal in hard copy.

It must be no more than one page in length and must include:

- A provisional title;
- A statement of your main question;
- A brief description of how you intend approaching the topic, including which example or examples you intend using;
- A draft plan; and
- A list of references, including articles and books.

Final Examination (40%)

There will be a three-hour, closed-book examination. Details of the structure and content of the examination will be advised in class in advance of the examination. You should make yourself familiar with the University's rules about cases where illness, bereavement, or other exceptional circumstances prevent attendance or impair performance at an examination. Students who would benefit from special facilities at examination time because of medical or other reasons, should contact the relevant Faculty Examinations Officer, or a member of the Student Health or Counselling Services, 2-4 Wai-te-ata Road, as soon as possible.

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 before the due date of an assignment
- Late essays must be handed to Francine McGee in the School of Government office
- 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.

Mandatory Course Requirements

- Submission of the two essays on or before the due dates;
- Participation in one seminar presentation;

- Attendance of no fewer than eight of the Wednesday classes; and
- Writing the final examination paper.

Communication of Additional Information

Any additional information about the course will be posted on Blackboard. Please ensure that you check Blackboard on a regular basis for notices, and to access lectures notes and additional course information.

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 VUW Institute of Policy Studies publication *Policy Quarterly* at: <http://www.vuw.ac.nz/ips/publications/policy%20quarterly%20issue%201%202005.pdf>

Other text-books:

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 1990's. 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), 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), 280-98.
- Patapan, H., J. Wanna and P. Weller, *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), 131-44.
- 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), 133-43.
- 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), 451-70.
- 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), 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. 505-26.
- R. K. Weaver 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, MI, 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).
- Norton, P. (ed.), *Parliaments and Governments in Western Europe* (Frank Cass, London, 1998).

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- Brady, C., 'Collective Responsibility of the Cabinet: An Ethical, Constitutional or Managerial Tool?' *Parliamentary Affairs*, 52:2 (April, 1999), 214-229.
- Brazier, R., *Constitutional Practice*, 2nd edn. (Oxford University Press, New York, 1994)
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- Brivati, B. and Bale, T., *New Labour in Power* (Routledge, London, 1997).
- Burch, M. and I. Holliday, *The British Cabinet System* (Hemel Hempstead, Prentice Hall/Harvester Wheatsheaf, 1996).
- Denham, A. and M. Garnett, 'Influence Without Responsibility? Think Tanks in Britain', *Parliamentary Affairs*, 52:1 (1999), 46-57.
- Doig, A., 'The Resignation of Edwina Currie: A Word Too Far', *Parliamentary Affairs*, 42:3 (1989), 317-29.
- Dowding, K. and W. Kang, 'Ministerial Resignations 1945-97', *Public Administration*, 47 (1994), 669-686.
- Foster, C. D., 'Ministerial Overload and Effective Government', *Parliamentary Affairs*, 52:222 (April, 1999), 194-213.
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- Hennessy, P., *Cabinet* (Oxford, Basil Blackwell, 1986).
- Hennessy, P., 'The Blair Style of Government', *Government and Opposition*, 33:1 (1998).
- Hogg, S. and J. Hill, *Too Close to Call: Power and Politics – John Major in No. 10* (1995)
- James, S., *British Cabinet Government*, 2nd edn. (London, Routledge, 1999).
- James, S., 'The Idea Brokers: The Impact of Think Tanks on British Government.', *Public Administration*, 71 (1993), 491-506.
- James, S., 'The Cabinet System since 1945: Fragmentation and Integration', *Parliamentary Affairs*, Vol. 47 (1994), 613-29.
- Judge, D., *The Parliamentary State* (London, Sage, 1993).
- 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), 440-7.
- Marsh, D. and R. A. W. Rhodes, *Policy Networks in British Government*, (Oxford, Clarendon Press, 1992).
- Marshall, G., 'Cabinet Government and the Westland Affair', *Public Law*, 184 (1986).
- Marshall, G. (ed.), *Ministerial Responsibility* (Oxford, Oxford University Press, 1989).

- Marshall, G., 'The Evolving Practice of Parliamentary Accountability: Writing Down the Rules', *Parliamentary Affairs*, Vol. 44 (1991), pp. 460–69.
- Rhodes, R., 'The Hollowing Out of the State: The Changing Nature of the Public Service in Britain', *Political Quarterly*, Vol. 65 (1994), pp. 138–51.
- Rhodes, R. and P. Dunleavy, *Prime Minister, Cabinet and Core Executive* (New York, St. Martin's Press, 1995).
- Seldon, A. (ed.), *The Blair Effect: The Blair Government 1997 – 2001* (London, Little, Brown, 2001).
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- Smith, M. J., *The Core Executive in Britain* (Houndmills, Basingstoke and London, Macmillan, 1999).
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- Eichbaum, Chris and Richard Shaw, 'Why We Should all be Nicer to Ministerial Advisers', *Policy Quarterly*, Vol. 1 (2005), 18-25. At: <http://www.vuw.ac.nz/ips/publications/policy%20quarterly%20issue%201%202005.pdf>

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- Gregory, R., 'A New Zealand Tragedy', *Governance*, Vol. 11 (1998), 231-40.
- Gregory, R., 'Political Responsibility for Bureaucratic Incompetence: Tragedy at Cave Creek', *Public Administration*, Vol. 76, (1998), 519-538.
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- 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).
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- Joseph, P. A., *Constitutional and Administrative Law in New Zealand* (Sydney, The Law Book Co., 1993).
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<http://www.vuw.ac.nz/ips/publications/policy%20quarterly%20issue%201%202005.pdf>

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- Weller, P., *Malcolm Fraser PM: A Study in Prime Ministerial Power in Australia*, (Penguin, Melbourne, 1989)
- 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)

Faculty of Commerce and Administration Offices

Railway West Wing (RWW) - FCA Student and Academic Services Office

The Faculty's Student and Academic Services Office is located on the ground and first floors of the Railway West Wing. The ground floor counter is the first point of contact for general enquiries and FCA forms. Student Administration Advisers are available to discuss course status and give further advice about FCA qualifications. To check for opening hours call the Student and Academic Services Office on (04) 463 5376.

Easterfield (EA) - FCA/Education/Law Kelburn Office

The Kelburn Campus Office for the Faculties of Commerce and Administration, Education and Law is situated in the Easterfield Building on the ground floor (EA005). This counter is the first point of contact for :

- Duty tutors for student contact and advice.
- Information concerning administrative and academic matters.
- Forms for FCA Student and Academic Services (e.g. application for academic transcripts, requests for degree audit, COP requests).
- Examinations-related information during the examination period.

To check for opening hours call the Student and Academic Services Office on (04) 463 5376.

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General University Policies and Statutes

Students should familiarise themselves with the University's policies and statutes, particularly the Assessment Statute, the Personal Courses of Study Statute, the Statute on Student Conduct and any statutes relating to the particular qualifications being studied; see the Victoria University Calendar or go to www.victoria.ac.nz/home/about/policy/default.aspx

For information on the following topics, go to the Faculty's website www.victoria.ac.nz/fca under Important Information for Students:

- Academic Grievances
- Academic Integrity and Plagiarism
- Student and Staff Conduct
- Meeting the Needs of Students with Impairments
- Student Support

Manaaki Pihipihinga Programme

Manaaki Pihipihinga is an academic mentoring programme for undergraduate Māori and Pacific students in the Faculties of Commerce and Administration, and Humanities and Social Sciences. Sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade (back courtyard), Room 109D, and Room 210, Level 2, Railway West Wing. There is also a Pacific Support Coordinator who assists Pacific students by linking them to the services and support they need while studying at Victoria. Another feature of the programme is a support network for Postgraduate students with links to Postgraduate workshops and activities around Campus.

For further information, or to register with the programme, email manaaki-pihipihinga-programme@vuw.ac.nz or phone (04) 463 6015. To contact the Pacific Support Coordinator, email pacific-support-coord@vuw.ac.nz or phone (04) 463 5842.