General Certificate of Education

Government and Politics 5151/6151

GOV3   Features of a Representative Democracy

Mark Scheme

2008 examination – June series

Mark schemes are prepared by the Principal Examiner and considered, together with the relevant questions, by a panel of subject teachers. This mark scheme includes any amendments made at the standardisation meeting attended by all examiners and is the scheme which was used by them in this examination. The standardisation meeting ensures that the mark scheme covers the candidates' responses to questions and that every examiner understands and applies it in the same correct way. As preparation for the standardisation meeting each examiner analyses a number of candidates' scripts: alternative answers not already covered by the mark scheme are discussed at the meeting and legislated for. If, after this meeting, examiners encounter unusual answers which have not been discussed at the meeting they are required to refer these to the Principal Examiner.

It must be stressed that a mark scheme is a working document, in many cases further developed and expanded on the basis of candidates' reactions to a particular paper. Assumptions about future mark schemes on the basis of one year's document should be avoided; whilst the guiding principles of assessment remain constant, details will change, depending on the content of a particular examination paper.

Further copies of this Mark Scheme are available to download from the AQA Website: www.aqa.org.uk

CRITERIA FOR MARKING AS/A2
GOVERNMENT AND POLITICS

Introduction

AQA's revised Government and Politics specification has been designed to be objectives-led in that questions are set which address the assessment objectives published in the specification. The assessment objectives for A Level and AS are the same, but the weightings are different at AS and A2. Details of the weightings are given in paragraphs 7.2 and 8.4 of the specification.

The schemes of marking reflect these objectives. The mark scheme which follows is of the *levels of response* type showing that candidates are expected to demonstrate their mastery of the skills required in the context of their knowledge and understanding of Government and Politics. Mark schemes provide the necessary framework for examiners but they cannot cover all eventualities. Candidates should be given credit for partially complete answers. Where appropriate, candidates should be given credit for referring to recent and contemporary developments in Government and Politics.

Consistency of marking is of the essence in all public examinations. It is therefore of vital importance that assistant examiners apply the marking scheme as directed by the Principal Examiner in order to facilitate comparability with the marking of other options.

Before scrutinising and applying the detail of the specific mark scheme which follows, assistant examiners are required to familiarise themselves with the general principles of the mark scheme as contained in the Assessment Matrix.

Using a levels of response mark scheme

Good examining is about the **consistent** application of judgement. Mark schemes provide a framework within which examiners exercise their judgement. This is especially so in subjects like Government and Politics which in part rely upon analysis, evaluation, argument and explanation. With this in mind, examiners should use the Assessment Matrix alongside the detailed mark scheme for each question. The Assessment Matrix provides a framework ensuring a consistent, generic source from which the detailed mark schemes are derived. This supporting framework ensures a consistent approach within which candidates' responses are marked according to the level of demand and context of each question.

Examiners should initially make a decision about which Level any given response should be placed in. Having determined the appropriate Level the examiners must then choose the precise mark to be given within that Level. In making a decision about a specific mark to award, it is vitally important to think first of the mid-range within the Level, where that Level covers more than two marks. Comparison with other candidates' responses to the same question might then suggest whether the middle mark is unduly generous or severe.

In making decisions away from the middle of the Level, examiners should ask themselves questions relating to candidate attainment, including the quality of language. The more positive the answers, the higher should be the mark awarded. We want to avoid "bunching" of marks. Levels mark schemes can produce regression to the mean, which should be avoided. A candidate's script should be considered by asking "Is it:-
- precise in its use of factual information?
- appropriately detailed?
- factually accurate?
- appropriately balanced or markedly better in some areas than others?
- generally coherent in expression and cogent in development (as appropriate to the level awarded)?
- well presented as to general quality of language?"

The overall aim is to mark positively, giving credit for what candidates know, understand and can do.

AS GOVERNMENT AND POLITICS (GOV1, GOV2, GOV3)

GENERIC MARK SCHEME for part (a) questions (Total: 8 marks)

	Knowledge and Understanding: Recall, Select & Deploy	Skills: Analysis & Evaluation	Communication
	AO1	**AO2**	**AO3**
	Levels 3–4 (3 – 4 marks) The candidate successfully demonstrates accurate or generally accurate knowledge and understanding of political data, concept(s) or term(s). Where appropriate, the candidate is able to illustrate his/her answer with relevant evidence/example(s).	**Levels 3–4 (2 marks)** The candidate provides an appropriate analysis of political data, concept(s) or term(s) showing an awareness of differing viewpoints where appropriate.	**Levels 3–4 (2 marks)** The candidate communicates clearly and effectively using appropriate political vocabulary.
	Levels 1–2 (1 – 2 marks) The candidate demonstrates slight or basic knowledge and understanding of political data, concept(s) or term(s). The candidate may illustrate his/her answer with evidence/example(s) of limited relevance.	**Levels 1–2 (1 mark)** The candidate provides a superficial or partial analysis of political data, concept(s) or term(s).	**Levels 1–2 (1 mark)** The candidate communicates with limited clarity and effectiveness using a limited political vocabulary.

AS GOVERNMENT AND POLITICS (GOV1, GOV2, GOV3)

GENERIC MARK SCHEME for part (b) questions (Total: 22 marks)

	Knowledge and Understanding: Recall, Select & Deploy	Skills: Analysis & Evaluation	Communication
	AO1	AO2	AO3
	Level 4 **(10 – 11 marks)** The candidate successfully demonstrates accurate knowledge and understanding of political concepts/theories/ institutions and processes and the relationship between them, producing an answer that deploys relevant knowledge and understanding to address the requirements of the question and demonstrates significant contextual awareness. The candidate's answer includes relevant evidence and/or examples to substantiate and illustrate points made.	**Level 4** **(7 marks)** The candidate evaluates political institutions, processes and behaviour, applying appropriate concepts and theories. The candidate provides analysis which displays sound awareness of differing viewpoints and a clear recognition of issues. Parallels and connections are identified, together with valid and precise comparisons. The answer includes relevant and convincing interpretations or explanations.	**Level 4** **(4 marks)** The candidate communicates clear arguments and explanations using accurate political vocabulary. The candidate produces answers with a clear sense of direction leading towards a coherent conclusion.
	Level 3 **(7 – 9 marks)** The candidate demonstrates generally accurate knowledge and understanding of political concepts/theories/ institutions and processes and the relationship between them, producing an answer that addresses the requirements of the question and demonstrates adequate contextual awareness. The answer provides evidence backed up by clear examples to illustrate points made.	**Level 3** **(5 – 6 marks)** The candidate evaluates political institutions, processes and behaviour, applying some concepts or theories. The candidate provides clear arguments and explanations and demonstrates awareness of differing viewpoints and a recognition of issues. Parallels and connections are identified, together with some sound comparison.	**Level 3** **(3 marks)** The candidate communicates arguments and explanations using some political vocabulary. A conclusion is linked to the preceding discussion.

GENERIC MARK SCHEME for part (b) questions (continued)

	Knowledge and Understanding: Recall, Select & Deploy	Skills: Analysis & Evaluation	Communication
	AO1	**AO2**	**AO3**
	Level 2 (4 – 6 marks) The candidate demonstrates basic knowledge and understanding of political concepts/theories/ institutions and processes and some awareness of the relationship between them. He/she makes a limited attempt to address the requirements of the question. The candidate may demonstrate contextual awareness covering part of the question, and may produce limited evidence and/or few examples.	**Level 2 (3 – 4 marks)** The candidate offers a simplistic evaluation of political institutions, processes and behaviour and begins to construct arguments which contain basic explanation. The candidate shows some awareness of differing viewpoints. There is recognition of basic parallels or simplistic comparisons.	**Level 2 (2 marks)** The candidate attempts to develop an argument using basic political vocabulary. Where a conclusion is offered, its relationship to the preceding discussion may be modest or implicit.
	Level 1 (1 – 3 marks) The candidate demonstrates slight and/or incomplete knowledge and understanding of political concepts/theories/ institutions and processes and limited awareness of the relationship between them. The candidate makes a very limited attempt to address the requirements of the question. Only superficial awareness of the context of the question is evident and the few examples cited are often inaccurately reported or inappropriately used.	**Level 1 (1 – 2 marks)** The candidate makes a partial attempt to evaluate political institutions, processes and behaviour. Arguments offered are superficial. There is very limited awareness of parallels or comparisons.	**Level 1 (1 mark)** The answer relies upon narrative which is not fully coherent and which is expressed without using political vocabulary. A conclusion is either not offered or it is not related to the preceding material.

1 **Total for this question: 30 marks**

(a)   Briefly explain the term *legislative process* used in the extract.   *(8 marks)*

Accept law making process, enactment of bills or similar. For higher marks additional information, eg Assent of 'Commons, Lords and Monarch; procedures used in Parliament; different types of bills (eg Private Members', government bills; government domination of legislative programmes). For AO2 relevant analysis (eg legislative process dominated by government, more time for detailed discussion in Lords).

(b)   'Parliament as a whole still works effectively in influencing the government and holding it to account.' Discuss.   *(22 marks)*

AO1 From extract ability of Parliament to influence government and scrutiny stood test of time and from own knowledge procedures available for influencing government (debates, divisions; House of Lords) and holding to account (eg parliamentary questions, select committees). Knowledge also of party discipline and government domination (eg role of whips). Reward up to date knowledge (eg Lords reform).

AO2 Question provides scope for both supporting the extract (eg backbench rebellions, government defeats, opposition in Lords) and in challenging it (eg concentration of power in government; government use of patronage, extent of party discipline, limited influence of parliamentary questions, standing/select committees, rarity of government defeats). Analysis should include, and for higher marks must address, both 'influencing government' and 'holding it to account'. Also accept and reward relevant analysis of extra parliamentary influences (eg electoral system usually produces government majority; role of media, party influences, public opinion). Question is about Parliament so accept and reward relevant material on House of Lords. Monarch's role also relevant but highest marks possible without this. 'Still' and 'effectively' are discriminators and should be addressed for highest levels. These can be argued various ways. With 'still', for example, candidates may argue that, because of executive domination, Parliament does not still perform these roles (as well as arguably it once did?); alternatively, it might be argued that in some respects it does (eg helps shape public opinion). Likewise with 'effectively' it might be argued that Parliament is effective as it can bring ministers and governments down, the 'Lords can delay, etc; that it is not effective because party discipline protects government, etc; or that whether it is effective or not depends on variables such as issue, size of government majority; proximity of general election. Reward relevant use of concepts (eg executive dominance).

2   **Total for this question: 30 marks**

(a)   Explain the term *member state* used in the extract.   *(8 marks)*

At minimum accept state enjoying membership of European Union with basic additional information, eg number of states, example or similar. For higher marks additional relevant information (eg each state appoints one member of Commission; each state holds Presidency in turn; representation in European Parliament reflects population of states. For AO2 relevant analysis (eg implications of EU membership for state sovereignty, comparisons with Federal systems, human rights/democratic/economic requirements have to be met).

(b)   Discuss the extent to which policy-making procedures of the European Union are democratic.   *(22 marks)*

AO1 should demonstrate knowledge and understanding of composition and constitution of main institutions of EU (eg European Council, Council of Ministers, Commission, Parliament); of aspects relevant to 'democracy', eg voting in Council of Ministers, turnout and electoral systems used at European elections); and policy-making procedures of EU (eg co-decision). Accept and reward information about other institutions (eg Westminster Parliament, national governments) but highest marks possible without this.

AO2 Analysis should focus on democratic (eg growing influence of directly elected European Parliament) and undemocratic (eg limited influence of elected Parliaments; influence of unelected Commission) nature of EU policy making. Both aspects should be addressed for highest marks. 'Extent' is a discriminator and requires evaluation of both undemocratic and democratic influences. Focus is also on 'policy making' so for highest marks answers should focus on this (as opposed to other areas of democratic debate such as electoral system used for European elections, and debate about direct election of EU President.) Reward analysis which recognises both national (eg elected Westminster Parliament can scrutinise European legislation) and European (eg Qualified majority Voting in Council of Ministers protects minority national interests) perspectives of 'democratic'. Accept and reward answers which analyse changes in policy making procedures over time (eg growing influence of European Council) or between different types of issues. Accept and reward relevant discussion of referenda as process of European policy making (eg constitution) but highest marks possible without this. Also reward appropriate use of concepts (eg democratic deficits, supra-national) and parallels (eg with executive dominance at Westminster). Accept also answers that discuss 'democratic' in terms of the rights/abilities of different member states to influence policy-making within the institutions of the EU.

3   **Total for this question: *30 marks***

(a)   Explain the term *civil service neutrality* used in the extract.   *(8 marks)*

Accept civil servants must not let personal political views intrude when serving ministers/must serve governments of different parties, etc or similar. For higher marks extra information (eg special advisers not neutral). For AO2 relevant analysis (eg link between neutrality and other civil service characteristics).

(b)   'Ministers still decide policy mainly on the basis of the advice they are given by their civil servants.' Discuss.   *(22 marks)*

AO1 From extract increasing use of special advisers/task forces as alternative sources of policy advice. From own knowledge and understanding information about minister/civil service roles, characteristics, relationships and resources. Information also about policy making processes and networks within core executives and influences upon this (eg party, parliamentary, public opinion). Reward policy examples.

AO2 Analysis of role of ministers and civil servants in policy making in departments and core executive including analytical models (formal, bureaucratic, adversarial, Whitehall village etc.) Analysis also of other factors influencing ministerial decision making (eg party, pressure groups). 'Still' is a discriminator so reward analysis of changing influence of civil service policy advice over time (eg special advisers only since 1960s, task forces mainly since 1997, increasingly managerial role of civil servants). 'Mainly' is also a discriminator so reward evaluation of civil service advice relative to other sources (eg civil servants still massively outnumber special advisers). Both 'still' and 'mainly' must be addressed specifically for higher marks. Reward also analysis of why new forms of policy advice have developed (eg civil service generalist background less appropriate for increasingly complex and specialist policy environment; neutrality inhibits civil service's advice on PR and 'spin'). Possible to argue either in support of contention in stimulus (eg despite new developments civil service advice still main influence) or against (career civil service out of touch in fast changing policy environment so influence diminishing) or balanced (eg importance of civil service advice may vary according to issue, personality, electoral implications; civil service still dominant in other roles, eg policy implementation). Reward use of concepts (eg bureaucracy, legitimacy, mandate).

4   **Total for this question: 30 marks**

(a)   Explain the term *cabinet committees* used in the extract.   *(8 marks)*

Accept committees of Cabinet but level 1 only. For higher AO1 marks additional information such as examples (eg COBRA), typology (eg Miscs, ad hoc, standing) composition, significance in policy-making process. For AO2 relevance to Prime Ministerial/Cabinet government debate so long as this does not 'take over' the answer.

(b)   *'*Prime ministerial government is a myth.' Discuss.   *(22 marks)*

For AO1 accept relevant information about Prime Minister's powers (eg appoints/dismisses ministers; controls Cabinet agenda; determines committee membership/chairs; merges/disbands department; dissolution power; increased role of Cabinet/PM's Office; party leadership; media manipulation) and constraints on PM's powers (eg size of majority, phase in electoral cycle, popularity in polls/country, limitations on choice of Cabinet; dependence on ministerial colleagues/civil service/backbenchers). Reward relevant examples of prime ministerial power (eg Iraq) and limitations (eg 'lame duck' Blair post 1995).

For AO2 'myth' should be addressed specifically. It is possible to argue in support of or against the contention; to suggest that prime ministerial dominance varies with personality, issues/circumstances, absence/ presence of powerful rivals (eg Brown with Blair); that some PMs (eg Major) have had less control than others (eg Thatcher); and/or that power varies over time.

For higher level AO2 marks, however, there should be balanced discussion recognising arguments both for and against 'myth'. 'Prime ministerial/cabinet government' – type answers should be marked on their merits but for higher marks there should be a clear attempt to focus on the specific question asked (ie is prime ministerial government myth or reality?). Reward accurate use of concepts eg collective, collegiate, presidential as appropriate.