## Contents

List of figures 1	tables and howes	vii
List of figures, t Foreword	aotes ana ooxes	ix
Acknowledgemen		xiii
	tions and acronyms	xvii
	and deronyms	
Introduction		
1	Auditing Democracy in Britain	3
	Introducing the Democratic Criteria	
2	Ancient and Modern	22
	The governing culture in Britain	
Part I	Elections and Mandates	
Introduction		41
3	The Other National Lottery	45
	The political effects of Westminster elections	
4	The Independence of Elections	79
	Government and outside influences on elections	
5	Sticking to the Manifesto	100
	Election mandates in action	
Part 2	The Core Executive	
Introduction		119
6	Does the Cabinet Really Govern?	123
	Cabinet government or quasi-presidential rule?	
7	Ministers and Mandarins	151
	The powers of ministers, bureaucrats and their departments	
8	Agents of Power	191
	The role of agencies and quangos in government	
9	Government Below the Centre	233
	Government at regional and local level	

10	Networks in Power  External influences working within government	271
11	The Rules of the Game Britain's informal and flexible executive	299
Part 3	Checks and Balances	
Introduction		333
12	Giving Account to Parliament  How ministerial responsibility works in practice	336
13	A Parliament Bound  Party constraints on scrutiny and accountability	370
14	Heckling the Steamroller  The imbalance of power between government and Parliament	404
15	The Rule of Law The limited role of the judiciary	440
Part 4	The Balance Sheet	
Findings	Good in Parts Measuring British democracy against Democratic Criteria	473
Conclusions	Tying Down Gulliver The absence of a written constitution	489
Appendix	The Democratic Audit	501
Table of cases Bibliography an Books and ar Official docur	d sources ticles	503 504 504 518
Index		523

Contents