D. Savoie, *Breaking the Bargain: Public Servants, Ministers, and Parliament* (Toronto UTP, 2003) [read chapters 1, 6-7, 10]

**Chapter 1**

* Book explores territory between elected and permanent government officials
* The **traditional bargain:** civil service in Westminster parliamentary system has not constitutional personality or responsibility distinct from government of the day – Ministers have final say, as they are ultimately accountable to Parliament and to the public
  + Doctrine of Ministerial responsibility
  + Under the absence of formal rules (in constitution or elsewhere), politicians and public servants struck a ‘bargain’ or an understanding over their respective duties – in this understanding, public servants exchanged overt partisanship, some political rights, and a public profile in return for a permanent career (or at least indefinite tenure), anonymity, selection by merit, etc, such that they did not have to pay close attention to their own material well-being
* Problems with the bargain: some view the singling out of the federal (and other) bureaucracy in this way to be without reason/merit. Some politicians believe that bureaucrats have come to dominate the policy-making process without being accountable for their actions. The traditional bargain becoming unglued.
  + Ministerial responsibility has been tossed aside when convenient – Ministers won’t necessarily protect the civil service
  + Assumptions of an apolitical civil service have been long challenged
  + Politicians may applaud NPM but they have not readily embraced it (in reality)
* NPM as described by Savoie:
  + Movement focuses on empowering ‘customers,’ ‘consumers’ and ‘clients’ – who, unlike citizens, will force bureaucrats to deal directly with their complaints and showcase weak points in the government policy/administration
  + NPM’s goal is to break down formal systems of control and instill a new ‘bias for action’ in govt bureaucracies while ensuring a leaner, more frugal govt
* Book tests several hypotheses (too many!)

**Chapter 6: Looking Elsewhere for Policy Advice**

* Political leaders have come to the conclusion that the civil service lacks the ability/willingness to provide sound and unbiased policy advice, that it has its own agenda, and that they could never secure the kind of advice wanted to ensure that public sector could/would actually change course = so they **look elsewhere**
* **New model** – forces career officials to look outside their departments to shape new policy measures, the process now much more “porous” and involves many actors. Places/people that information comes from includes:
  + Public-opinion surveys
  + Think-tanks, research institutes, consultants, lobbyists
  + E-government (a more informed public)
* Conclusion: policy making began to ‘leak’ under Trudeau – moving from line departments to other places. From the 1980s, politicians have made it clear that they want “doers and fixers in govt, not thinkers, and that they and their partisan advisors would deal with policy.” New model has replaced old, and in its wake left a badly bruised public service (low morale, etc)

**Chapter 7: Deputy Ministers and Management**

* Deputy Ministers – who are they?
  + “The DM is one of the most important players in Canada’s political system” (Bourgault and Dion, 1991) yet they maintain a very low profile publicly.
  + They occupy a strange place in the bureaucracy – half in the political world, and half in the bureaucratic world
* DMs readily acknowledge that the nature of their jobs has changed in recent years
* PCO document outlining the role of the DM suggests 3 main categories of the job:

1. Supporting the collective management responsibilities of the govt;
2. Providing policy advice to the minister and the government; and
3. Managing the internal operations of the department on behalf of the minister

* Their role has changed significantly with the broken bargain, and with NPM more generally

**Chapter 10: Redefining Accountability**

* Boundaries in Cdn politics and administration have been assaulted from all directions in recent years, through access-to-information legislation, E-government, the media, increasing numbers of partisan staffers, new-public management more generally, etc.
* Savoie raises a number of prescriptions for possible change – finishing with *Looking to Canadians* – in which he suggests that ultimately it is Cdns themselves who must make their political and administrative institutions work better and impose requirements for how the political and policy spaces now emerging should operate