

Book Reviews

liar way, also owed much to Hughes. His resistance to and suspicion of British control over Canadian forces is well-known; he was undoubtedly, if inconsistently, a nationalist, but Hughes's role was in part unwitting. Morton shows that the only way for the Canadian government to clean up the shambles Hughes had made, and to assert a proper degree of control over forces overseas, was to take over his English empire and put not a soldier, but a politician vested with the full authority of a minister, at its head. The first Overseas Minister was Sir George Perley, who combined the job with that of High Commissioner. He and his successor, the able businessman Sir Edward Kemp, together with Sir Richard Turner, GOC Canadians, built the organization that established a genuinely autonomous presence for Canada in Britain, and contributed to the achievements of the Canadian Corps on the Western Front in 1918.

Argyll House, in the post-1918 years, had an evil reputation among returned soldiers and with the Canadian public. It was perceived as a haven for "bombproof" officers, as the home of pampered and unfeeling military bureaucrats. Another merit of Professor Morton's history is to show that that reputation was largely undeserved. In law, finance, supply, training, personnel policy and even the difficult and strife-ridden task of demobilization, the Overseas Ministry did a capable if unspectacular job. As builders of military autonomy, Perley, Kemp and Turner were the unsung heroes of Canada's movement towards sovereignty during the First World War.

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A constellation of governors

by John A. Munro

The Ottawa Men: The Civil Service Mandarins, 1935-1957 by J.L. Granatstein. Toronto: Oxford University Press, 1982, 333 pages, \$24.95 cloth, \$14.95 paper.

The Ottawa Men, through the effective joining of vignette and policy study, traces the professionalization and, ultimately, the politicization of Canada's civil service during the twenty-two year Liberal ascendancy, 1935-1957. Professor Granatstein is to be commended. This is an important book, long overdue, well written and, I hope, seminal.

What Granatstein does is to fit together provocatively a puzzle, the pieces of which have been familiar in some degree to students of the era. For example, long since has there been a general understanding of the importance of External Affairs' O.D. Skelton and Finance's Clifford Clark to the shaping of modern Canada's public service. Less clear had been the role of Graham Towers, first Governor of the Bank of Canada. That these three constituted a founding triumvirate perhaps will surprise few. One may suggest, however, that most readers will find instructive

Granatstein's detailed examination and assessment of their personal and professional lives, for from this centre spread the web of interlocking relationships to create a Canadian mandarin.

Although Granatstein suggests that his categorization of mandarin civil servants is in some part arbitrary, this reviewer would not quarrel with its representation. Included in addition to the three founders are: Loring Christie, Hume Wrong, L.B. Pearson, Norman Robertson and Escott Reid in External Affairs; W.A. Mackintosh, R.B. Bryce and A.F.W. Plumptre in Finance; Louis Rasminsky at the Bank; Dana Wilgress in Trade and Commerce; Arnold Heeney in the PMO/PCO. I have separated from the author's list Mitchell Sharp in Finance and Donald Gordon, Alex Shelton and John Deutsch at the Bank, not because I disagree with their inclusion, but because Granatstein treats them so fleetingly. Jack Pickersgill, whose career in the PMO/PCO is given the detail it deserves, I would further separate because, as usual, he is in a class by himself, even when viewed as a logical, if lamentable, extension of the whole.

O.D. Skelton as Under-Secretary of State for External Affairs was of the classic mandarin in mold — the often brilliant, generalist, senior civil servant who could demonstrate his worth both to W.L. Mackenzie King and R.B. Bennett. The same might be said for Christie (who had served Borden and Meighen), Wrong, Pearson, Robertson and Wilgress. Clark and Plumptre, although economists, were of the same pattern. To their ranks, as opportunity allowed or circumstance demanded, were recruited the rest, the brightest and the best, the cream of Canada's universities filtered through foreign graduate schools.

These men established the pattern, set the standards which, by the end of the Second World War, had wrought for Canada a civil service, internationally recognized as second to none. Their relative preeminence at United Nations Conferences to create a new international political and economic order not only ensured Canada's voice, but enhanced it, allowing, one might suggest, the myth of middle power to mantle the weaknesses inherent in our domestic economy and political structure. Granatstein is particularly skilled in establishing the relative importance and significance of the economist mandarins, and I, at least, was very impressed by his treatment of Mackintosh and Rasminsky. He is equally adept with Skelton, Wrong and Robertson (the latter, the subject of an earlier Granatstein book).

His insights into Arnold Heeney as Clerk of the Privy Council, however, bear closest to what may well prove this volume's most important point. If the civil service mandarins rescued Canada from the democratic chaos of the King government in the early days of World War II, which no doubt they did, this was at the price of creating a bureaucratic structure on which their political masters became increasingly dependent. Mandarin policies gradually became Liberal policies. The political defence of government policies by senior bureaucratic policy advisers followed as the natural (acceptable?) concomitant to the tendering of policy or program advice. The Establishment Party became a reality. Its nemesis was not John Diefenbaker, but Jack Pickersgill, who brought into disrepute that structure so carefully built by the founding mandarins. For Pickersgill could only serve the Liberal Party. His election in Smallwood's Newfoundland fief and entry into the St.