

Department of External Affairs as an institution, the work is also, inevitably, a short history of the development of Canadian foreign policy and the conduct of Canada's external relations up to 1946.

The book begins with a chapter on the very haphazard handling of external affairs from 1867 to 1909, when the Department of External Affairs was established. Except for the first three years, the responsible minister was always the Prime Minister. This arrangement had obvious advantages for the Department; but the author points out that it also had disadvantages. Successive Prime Ministers, lacking a proper secretariat of their own, relied on External Affairs for administrative support, and assigned to it tasks that had nothing to do with external relations.

John Hilliker, Head of the Historical Section of the Academic Relations Division, External Affairs and International Trade Canada (the current designation of what was so long known as the Department of External Affairs), sets down the facts about such mundane matters as the recruitment of personnel, salaries, assignment of responsibilities, the opening of diplomatic missions, accommodation in Ottawa and abroad. This is all very interesting; but even more interesting are his descriptions of people, their interaction, and their influence on policy.

The first notable personality was Sir Joseph Pope, who successfully promoted the idea of having a Department of External Affairs which would provide for the orderly handling of papers on international matters. As the first Under Secretary, content with Canada's colonial status, he had no interest in developing a foreign service or an independent foreign policy. When he retired in 1925 there were in the Department only three officers, including himself, dealing with external affairs.

Much of the book is concerned with the regime of Dr. O.D. Skelton, Under Secretary from 1925 until his death in 1941, the period of transition from Empire to Commonwealth. Hilliker describes Skelton's efforts to recruit "the best brains" to staff a proper foreign ministry and an independent foreign service – efforts that were frequently frustrated, but were ultimately successful in bringing together a small group of talented generalists who formed the core of what became a first class service.

Others who figure prominently in the book were Loring Christie, adviser to Sir Robert Borden, close collaborator of Skelton, and first career Minister to the United States; Norman Robertson, the very wise successor to Skelton as Under Secretary; Lester Pearson, honing his diplomatic skills; Hume Wrong, a man of great intellect who played an important role in the Department and in Washington, where he was a highly effective number two serving with non-career heads of mission; Hugh Keenleyside, who strove manfully to introduce administrative reforms; and, towards the end, Escott Reid. Of special interest are the references to Mackenzie King, whose interaction with Skelton, and later with Robertson, is a recurring theme.

Throughout the book, especially while covering the Skelton and Robertson periods, Hilliker writes of the efforts of External Affairs to influence government policy. King had great regard for Skelton, but frequently rejected his advice for reasons of domestic politics. Skelton succeeded, however, in persuading King to approve a modest expansion of the department with a view to enabling Canada to play a greater role in international affairs. In the last chapter of the book the author shows how a rapidly maturing foreign service, Skelton's legacy, was able to help the government deal effectively with the complex issues that arose during and immediately following the war.

In so far as the book is an administrative history, it paints a

rather sorry picture. In Skelton's time capable junior officers with two or three university degrees worked at odd jobs assigned to them by the Under Secretary himself, and spent long hours deciphering telegrams, but were not assigned to work with, and be trained by, overworked seniors. It was only during World War II that, under the pressure of events, some administrative order was brought out of chaos. Women were not appointed as foreign service officers until after the war.

John Hilliker has produced a well organized, well written, and highly readable book. His second volume, to cover the period from 1946 to 1968, is awaited with great interest. – *Benjamin Rogers*

Mr. Rogers held various positions in the Department of External Affairs from 1938 to 1975. He currently lives in Ottawa.

BRIEFLY NOTED

Peace, Development and Security in the Caribbean

Anthony T. Bryan, J. Edward Greene, Timothy M. Shaw, editors

London: MacMillan, 1990, 332 pp., \$134.95 cloth

■ The essays here were, for the most part, originally presented at a workshop of the same name in Kingston, Jamaica in 1987. Influenced by the debate over the US invasion of Grenada in 1983, the writers focus on five specific questions: Is the region prepared for another Grenada? How can defects in the present security arrangement be corrected? What kind of organization or institution is appropriate for these new arrangements? What can be done to improve the economic environment in which these security arrangements are rooted? How can the access of Caribbean small states to multilateral financial institutions be increased in ways that are not counterproductive?

The research project from which this volume stems was developed jointly by the Institute for Peace and Security, the International Peace Academy, the University of the West Indies and Dalhousie University.

Middle Power Internationalism: The North-South Dimension Cranford Pratt, editor

Kingston and Montreal: McGill-Queen's University Press, 1990, 167 pp., \$32.95 cloth

■ In this volume, four analysts – Cranford Pratt, Asbjørn Løbræk, Bernard Wood and Raphael Kaplinsky – discuss the values, political constraints, economic interests, and international policies central to the development of a more conciliatory attitude by Western nations to the concerns and aspirations of poorer countries of the South. In particular, the five essays examine the special role of middle powers like Canada, the Netherlands and the Scandinavian countries in promoting this change. The volume is an outgrowth of the OECD's Development Centre "Western Middle Powers and Global Poverty Project."

Voices From Tiananmen Square Mok Chiu Yu and J. Frank Harrison, editors

Montreal: Black Rose Books, 1990, 203 pp., \$38.95 cloth, \$19.95 paper

■ This book consists of original documents, translated for the first time into English, of speeches, handbills, posters, manifestos and interviews from leading activists, capturing the personal and political struggles of China's Democracy Movement. It situates the events of May and June 1989 in their historical context and covers the development of the Movement inside and outside China to the present day. □

Reviews of French language publications can be found in *Paix et Sécurité* "Livres" section.