

Rattenbury's principal calling in life, however, was that of an architect. He was the quintessential one-man practitioner. He thrived on challenge. His great talent as an architect obtained him key commissions for court houses, bank buildings, and railway hotels, reaching a climax with the famous Empress Hotel completed in 1908. Rattenbury was well versed in a variety of styles, but unfortunately Barrett and Liscombe have detracted from their own strong analysis of his various works by suggesting that he might have entertained contemporary notions of change, progression, and alternate idioms. The reader is left wondering whether the authors intended to compare him with innovators and even avant-garde members of his profession at the time. Such discussion is not pursued. "A child of the Victorian era," they declare, "he remained a conservative eclectic." Indeed, he was successful because he understood precisely what institutions and the establishment demanded of the most public, conspicuous, and expensive form of cultural expression, the art of architecture. Whether commissions from government, leading commercial firms such as banks and railway companies, or individuals who self-consciously tried to be role models for their time and place, Rattenbury's works reinforced the notions of permanence, fitness, and confidence exemplified in the most significant architecture of each generation. The authors provide detailed descriptions of his buildings, plus a host of information about their construction, stylistic antecedents, and context. An appendix listing Rattenbury's architectural works and designs is an excellent resource for researchers. There are separate appendices on Rattenbury's letters and his drawings of the Grand Trunk Pacific hotels and stations now kept in the Public Archives of British Columbia. The authors have used a number of illustrations, including period photographs, reproductions of plans and drawings, and contemporary drawings of floor plans of important domestic commissions.

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Building a New American State: The Expansion of National Administrative Capacities, 1877-1920. STEPHEN SKOWRONEK, Cambridge: Cambridge University Press, 1982. x, 389 p. ISBN 0-521-23022-5.

There is a current and widely held view that the state itself is the greatest obstacle to effective government and that powerful self-serving bureaucracies have gained an inappropriate and debilitating influence. The result, particularly in North America, has been a mounting political attack on "all-consuming bureaucracies." It is this new challenge to the administrative state that motivated Stephen Skowronek's timely study. Noting that not since the Progressive era has the management of government come under such concentrated attack, Skowronek sets out to examine what happened then (1877-1920) and to discover what might be significant in light of the contemporary situation.

To examine the American state's response to industrialism, the author presents his analysis in three parts. Part one offers background in the form of a review of the state-building problem in early American political development. In much greater depth, the second part focuses upon the last decades of the nineteenth century. Shaped by the

hegemony of party needs and the courts, the operation of national government became increasingly less effective during this period. The final section centres upon the first two decades of the new century and the reform that broke with the past to establish a new foundation that in turn allowed the expansion of national administrative capacities. In each of the last two sections, analysis is supported by three case studies: civil service reform, army reorganization, and business regulations. The primary sources upon which the case studies rest are government documents and contemporary periodical literature. Included in the former category are the *Congressional Record* and the annual reports of the United States Civil Service Commission and the War Department. The more extensive periodical category includes: *The Civil Service Record*, *The Federal Employee*, *Good Government*, *Journal of the Military Service Institution*, *The New Republic*, the *New York Times*, and the *Political Science Quarterly*. Selected secondary sources are presented in an extensive bibliography arranged by topic. The section headed, "The Reform of Civil Administration," is particularly useful.

Skowronek's central theme is that "American institutional development between 1877 and 1920 was not simply a gradual accretion of appropriate governmental responses to environmental problems." (viii) In his challenge to the notion of state building simply as functional adaptation, the author draws from, but also casts aside, the critical elections, crisis-sequence, and neo-Marxist interpretive frameworks. Skowronek's position is that "states change (or fail to change) through political struggles rooted in and mediated by pre-established institutional arrangements." (ix) Analysis, he argues, must therefore start from and focus particularly upon "institutional arrangements." His ensuing case studies offer convincing evidence.

Skowronek concludes that modern American state building did not extend the governing arrangements developed through the nineteenth century. Rather, he perceives a successful break with an outmoded organization of state power, and in the process of reconstitution to meet the changing nature of the demands on government, the pillars of the old order, the courts and parties, gradually were replaced by a professional national bureaucracy. As the author sees it, within this reform, however, was a critical flaw. While the state was being strengthened with an independent arm of national administration that would allow a whole new range of governing capacities, there were structural weaknesses that in the end yielded a massive confusion of institutional purposes, controls, and boundaries. In pushing aside outmoded judicial and party systems, the state builders failed to reconstruct vital and effective roles for these institutions in the management of the reconstituted administrative state. Paradoxically, according to Skowronek's analysis, the state-building process led to a reversal of governing strengths and weaknesses; the old solution had become the problem, and "the political attack on all-consuming parties has been replaced by a political attack on all-consuming bureaucracies." (p. 291) If the thesis is accepted, the lesson and the direction for contemporary reform are clear.

This study, with others over the past few years by M. Keller, L. McCormick, W.E. Nelson, and D. Harmack mark the growing attention directed to the formation of the modern American state. Though some of the problems and especially the political challenge to bureaucracies and administrative structures are common to Canada as well, similar Canadian studies are notable only in their absence.

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