

gates the search for developmental capital for Kansas through promotional activity and regulatory legislation.

The Spanish-Americans in the Southwest, according to Rodman Paul, were primarily people far down on the social and economic ladders of their own societies. In the first half century under the American flag, however, they proved resourceful and resilient in meeting the challenge of the acquisitive and aggressive intruding groups of Anglo-Americans.

The Frontier Challenge shifts emphasis away from the traditional grist that has fed the romantic West of the pulp and movie westerns for generations. The particular strength of the volume is analysis.

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Great Britain and the Confederate Navy, 1861-1865. By Frank J. Merli. (Bloomington: Indiana University Press, 1970. Pp. xvi, 342. Illustrations, bibliographical essay, notes, index. \$7.50.)

The author of this work, an assistant professor at the City University of New York, set for himself the tasks of examining the responses of the British government to the Confederate attempts to build a navy in British shipyards and of relating his findings to the considerable body of scholarly studies in the field.

Most of the book is devoted to an in-depth study of the problems encountered by the Confederates in building the cruisers which took to sea, and the ironclads, including Number 61 in Scotland, which were never delivered to them. It is a story of legal wrangles, Confederate artifices to circumvent the Neutrality Act, the counter pressures of the federal government, and the consequent difficulties and embarrassments of the Palmerston government in coping with the situation.

The ingenuity of James D. Bulloch, who worked to build the navy against great odds, calls forth the admiration of the author; but he doubts that even if Bulloch had been one hundred per cent successful, it would have changed the outcome of the war. Not even the Laird Rams could have been used with effect for very long. But many factors and conditions doomed Bulloch's major efforts to failure including the ineptitude displayed by the Confederate government in administering the limited funds it had available.

In the British response to the Confederate shipbuilding program the writer finds a typical example of British "muddling through." It would appear that the British government really had no policy toward this form of private enterprise and simply took action on each

case as it arose according to the circumstances of the moment. One can pity the poor law officers who so often had to clothe expediency with the garb of solemn legality!

Carrying out his second task, the author includes a bibliographical essay of twenty-five pages, which provides those interested in this field with an excellent and up to date reference. He makes wide use of secondary sources, but he also draws upon a number of important British manuscript collections to give added depth to his work.

Although his approach would seem to be that of a specialist in American, rather than British, history, the writer set his objectives; and, by and large, he worked toward them faithfully, skillfully, and interestingly. The reviewer finds himself in general agreement with most of Merli's conclusions not excluding his suggestion that Bulloch deserves a better memorial than his uncared-for grave in Toxeth cemetery near Liverpool.

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