

Stubbs and Lucas felt that Raja Charles Brooke was an anachronistic, slightly barbarous figure, and from this concluded that his ambition to absorb Brunei should be thwarted, could be delineated with more clarity. Nor do we ever discover the extent to which the Colonial Office considered that the appointment of a Resident to Brunei was a first step toward the eventual unification of the Borneo territories, a development which might have had momentous consequences. Dr. Tarling tells us that such an idea was current, especially among junior officials in the Colonial Office, and while its non-fulfilment obviously took place at a period beyond the scope of his book, one would like to know more about both the origins and the fate of this superficially sensible notion.

There is also the interesting question of the extent to which the Brunei Sultans, Hashim in particular, exploited a complicated political environment to preserve the integrity of their much reduced state. Dr. Tarling concludes that in dealing with the British, they consistently relied on traditional techniques of Malay diplomacy, attempting to play off one European against another, much as they had always manipulated the different tribal groups who inhabited the various rivers of their loosely-knit kingdom. Dr. Tarling concludes that this was a dangerous policy, which diminished the sultanate. But it is also arguable that it was the only policy for a penniless ruler, and that in the end it worked. At the very least it contributed to the survival of the state. It is possible that a good deal more light could be shed on the stubbornness with which the Brunei aristocracy (for all its foibles) clung to the notion of national self-preservation by interviewing descendants of the participants in Brunei, where a strong sense of history is still very much in evidence.

In sum, one would like to see the author exercise to a greater extent his talent for synthesis, analysis and even speculation, a talent which he has displayed in his *Concise History of South-East Asia* and elsewhere. Perhaps we shall see Brunei treated along such lines in one of Dr. Tarling's future volumes. In the meantime the present work will stand as a useful study of the colonial policy (or non-policy) which lies behind the continuing existence of the world's only independent Malay sultanate.

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*Britain and the Australian Colonies 1818-1831: the Technique of Government.* By J. J. Eddy. Clarendon Press, Oxford, 1969. xviii, 326 pp. U.K. price: £3.15.

FATHER EDDY has chosen for his subject an important period in Australian history. Lord Bathurst's decision to take a closer look at the system of convict transportation begins a transition which had already gone far by 1831, when Lord Howick, as under-secretary for the colonies, 'could declare unequivocally in favour of the ultimate extension to the Australian colonies of a full range of civil liberties including representative assembly.' So far as the change in the spirit of the administration came about within the Colonial Office itself, it originated not with the Secretaries of State,

for Lord Bathurst, though a man of weight, was no innovator and the tenure of Huskisson, the only other notable Secretary, was too short for solid achievement, but with the under-secretaries Goulburn and Hay and with James Stephen, whose influence steadily grew. But, as Father Eddy shows in one of his best chapters, 'Parliament, the Executives and Australia', a good deal was due to the increased influence of public opinion. This is not a new point, of course, but no previous writer has paid such careful attention to the personalities concerned with the imperial legislation of the period relating to Australia. The next chapter pays particular attention to the Press both in England and in Australia, showing how the administration 'took place . . . not only against a background of increased comment, but in a context of quite intense ill-feeling.' After a chapter on the economy, Father Eddy comes to grips with the complex problems of Treasury control and internal administration. The Treasury was undoubtedly making a real attempt to improve the efficiency of administration both in Great Britain and in the colonies, but its efforts were hampered by ignorance of colonial conditions. Moreover the return 'under a cloud' of two successive heads of the Commissariat shows that by no means all the faults were on the side of the colonial governments. One conclusion that emerges from this study is that the customary estimate of Darling does him less than justice. No doubt his autocratic temperament provoked opposition. But he was a conscientious and efficient administrator and 'he thought it unjust that the urgent requirements of expanding colonies should be shelved or rejected because of the passion now being felt at home for retrenchment.' There is nothing particularly new in the chapter on land settlement and on the foundation of new settlements (which Father Eddy calls 'Sub-imperialism in Australia'). In a final chapter, Father Eddy shows how, despite the continuance of transportation, efforts were being made, through religion and education, to lay some sound foundations for a free community. Altogether it is a scholarly work, showing command of a wide variety of sources and, though the subject does not lend itself to smoothly flowing narrative, it is competently written. This reviewer noted one slip. The Rev. L. E. Threlkeld's previous missionary experience was not in New Zealand but in the Society Islands.

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*New Zealand Adult Education.* By David O. W. Hall. Michael Joseph, London, 1970. 191 pp. U.K. price: £2.50.

THE AUTHOR of *New Zealand Adult Education* is a well-known historian, and this book turns out to be a history of adult education with chief emphasis on the activities of the Workers Educational Association, the universities and the various Councils of Adult Education set up by the legislation of 1938, 1947 and 1963. The work of agencies such as the Army, Education and Welfare Service, and the 'night classes' provided under the Manual and Technical Regulations of the Education Department, are dealt with less thoroughly.