

factory — flensing, cooking, refining, transporting, storing; etc — are reviewed, together with the ancillary subjects of power supply, workshops, and living conditions. There is an increasing interest in the last subject, and later chapters demonstrate what life was like on a whaling station: the barracks, laundry, pigsty, cinema, ski jump, hospital, cemetery, and even the two 4-inch guns that guarded Grytviken and Leith Harbour in World War II.

Basberg's study of the South Georgia whaling stations, of which this book is the culmination, is a vital record of the major component of South Georgia's heritage. Whaling dominated the island for 60 years and the whalers gave support for exploration of the island and provided the rationale for the *Discovery* Investigations. A unique opportunity has been seized to gather information on the industrial landscape of shore whaling. Gradually, attitudes towards the whaling stations have shifted 'from (their) being seen as mere scrap to being considered cultural heritage,' as Basberg put it. However, the fate of the whaling stations is unclear. There is a conflict between some environmentalists pressing for a complete removal and clean-up, and the requirement for cultural heritage to leave as much as possible on the site. Much depends on financial implications. Grytviken had to be cleaned up to protect people living at the nearby British Antarctic Survey station at King Edward Point. It is about to be reopened (at the time of writing) as an open-air museum, but its massive artefacts will eventually decay without conservation. It is difficult to see funds for clearing up the other stations becoming available before they collapse totally. So anyone interested in the history of South Georgia, of whaling, or even of twentieth century factory life, should be grateful that Basberg took the initiative and carried through the essential survey of the shore whaling stations, both to record their past operation and to guide their future conservation. (Robert Burton, 63 Common Lane, Hemingford Abbots, Huntingdon PE28 9AW.)

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RUSSIAN FISHERIES MANAGEMENT: THE PRECAUTIONARY APPROACH IN THEORY AND PRACTICE. Geir Hønneland. 2004. Leiden: Martinus Nijhoff Publishers (Publications on Ocean Development volume 43). xvi + 190 p, hard cover. ISBN 90-04-13618-5. \$US99.00; EUR69.00.

doi:10.1017/S0032247405224816

Geir Hønneland has written the most authoritative account of contemporary Russian fisheries management available in Western literature. Anyone who has wanted to understand developments in fisheries following the break-up of the former Soviet Union will find this book fascinating. Transition from the Soviet-era global fisheries to the much scaled-down exclusive economic zone (EEZ) fisheries has clearly been a stormy sea with different regional

manifestations under the Federation. While the influence on other regions is discussed, the clear focus of the book is on the federal government's management principles and practice as seen in 'the northern fishery basin.' The fleets that fish this area are based out of Murmanskaya Oblast' and Arkhangel'skaya Oblast', the Republic of Karelia, and Nenetskiy Natsionalnyy Okrug. Because of the proximity of these fishing ports to the Barents Sea, the interaction between Russia and Norway provides a bilateral management lens from which to view Russian fisheries management.

The material for *Russian fisheries management* is from deck experience as an interpreter and fish inspector for the Norwegian Coast Guard in the Barents Sea 1988–93; more than a decade of research on original sources, legal documents, and interviews with hundreds of persons occupying various positions throughout the management system; and the author's direct experience as a translator for the Russian-Norwegian Fisheries Commission and the Permanent Russian-Norwegian Committee for Management and Enforcement Co-operation within the Fisheries Sector. From this unique composite perspective, Hønneland more than most other writers on fisheries management is able to take the reader inside the post-Soviet fisheries in Russia. Many observers tend to dismiss Russian fisheries management as a corrupt system. Hønneland's depth of research, understanding, and approach is reflected in his own text, 'While I deny that the Russian system for fisheries management is little more than an organization run by gangsters, it does not mean that people otherwise known as highly moral individuals might not occasionally — or even regularly — try to get what they perceive as a rightful piece of the fisheries revenue cake.' Also, 'More than anything, I wish to add substance to the debate.'

The substantive information Hønneland supplies is remarkable. At the time he wrote there was still no federal law governing fisheries besides cursory mention in the EEZ legislation (1998) and Maritime Doctrine (2001). Tracing what rules or principles were in effect at any given time is difficult enough. Hønneland must then tackle the added difficulty of determining how and why certain decisions were made and what effect that had on practice.

Hønneland steps carefully into this treacherous sea. In Part I, he briefly discusses the fisheries and their environment, derives the 'precautionary approach' that he uses as a metric for Russian fisheries management performance, and discusses other methodological considerations affecting information gathering and analysis. He then outlines the Russian legal and administrative arrangements at the federal and regional levels. Part II covers the main principles for fishery management and the organizational structures utilized in management. Part III identifies the practice of fisheries management in the northern fishery basin with prime attention to formulation of scientific advice, quota-setting, quota allocations, technical regulation, and enforcement. Each of these topics is presented in detailed and rigorous prose. This

information fills enormous gaps in understanding of the Russian system as it developed and provides tantalizing insights into the contexts under which that development occurred.

It is not surprising (Part IV) that Hønneland finds that the precautionary approach is not being applied in recent management despite Russia's signing the relevant international documents and participating in bi- and multilateral agreements that accept the precautionary approach. Domestic legislation does not contain the concept. Scientific advice and quota-setting have been incautious, with total allowable catches being set far above scientific recommendations. Quota allocations appear to be based on the push and pull of federal and regional political economy rather than being set on the basis of specific criteria and transparent processes. Technical regulation and enforcement may have actually declined in effectiveness until recent reforms were implemented.

Hønneland does much more than document the failure to be precautionary. He endeavors to explain these outcomes from the Russian point of view. Individuals and institutions face completely new incentive structures and must adapt to new practices. The amount of catch, the price it commands, and the costs of fishing are new variables that have to be balanced in order to stay in business. In the past, it was possible to earn a comfortable living from fishing but not become wealthy. Now the potential for quick personal gains exists. Institutional infighting in the period of transition was fierce, with control of many fisheries functions being shifted among agencies and some of the responsibilities — for example, enforcement — being handed over to other agencies entirely. This sort of turbulence would complicate achievement of rational fisheries objectives and goes far to confirm the impressions that other observers could report but not explain.

Russia has provided some interesting experiments despite its growing pains of transition. For a brief period a significant portion of the fish quotas was to be allocated through an auction process. Market-oriented economic theory pointed to auctions as a revenue maximizing and 'fair' way to allocate scarce fish resources. When imposed on top of the overall unpredictability of the fisheries management system and various end runs of the system, the auction process was vigorously denounced and quietly abandoned. In contrast, there is a broad requirement for Russian fishing vessels to carry devices that allow vessel location to be monitored by satellite systems — a practice that is only recently being mandated in United States fisheries and not required in most other world fisheries. The lack of political will or ability to resolve the difficulties of incorporating scientific advice into quota-setting, developing science-technical regulations, and enforcing them (in favor of a precautionary approach) may be an accurate assessment for Russia. Unfortunately, this criticism applies equally well in many fisheries management contexts. Until the political will is found to implement effective command and control for top-down

fisheries management or, alternatively, develop bottom-up participatory processes that create proper incentives for precautionary approaches, fisheries management seems caught in a downward spiral.

Hønneland's systematic examinations of principle and practice in Russian fisheries are exceptional in terms of a very well-informed analysis and explanation. In a way, they set a standard for studies of other regional fisheries that I hope others follow. It would be of real benefit for qualified scholars in the other four regions of Russian fisheries (Pacific Far East, Western region, Caspian and Azov seas, and the Black Sea) to carry out parallel studies. Their results would likely mirror those of Hønneland, but they would shed additional light on the tensions between central and regional controls and on regional differences. (David Fluharty, School of Marine Affairs, University of Washington, 3707 Brooklyn Avenue NE, Seattle, Washington 98105-6715, USA.)

CARIBOU RISING: DEFENDING THE PORCUPINE HERD, GWICH-'IN CULTURE, AND THE ARCTIC NATIONAL WILDLIFE REFUGE. Rick Bass. 2004. San Francisco: Sierra Club Books. xii + 164 p, hard cover. ISBN 1-57805-114-2. \$19.95.

doi:10.1017/S0032247405234812

Rick Bass, provocative author of 20 books, here turns his love-hate concerns to a people and an animal both on the edge of vanishing, about both of which he greatly cares, and to the corporations and politicians that jeopardize them, which he intensely dislikes. The Gwich-'in (or Gwitchin), an indigenous people, and the Porcupine caribou herd both live on the Arctic edge, and both must hang tough. Both hang together, and their fate depends on preserving the Arctic National Wildlife Refuge. Bass blends his own adventure-seeking to kill a caribou — just one from 130,000! — with his encounters with the Gwich-'in an Arctic village, who also hunt the caribou, which migrate annually but unpredictably over their tribal territories and calve in the Refuge.

The text is conversational, often streams of consciousness — Bass' own or those of the Gwich-'in. There are many stories, and the whole adventure is pithily written. But readers must be warned that this is a polarizing book: the Gwich-'in are romanticized; their opponents are demonized. There is much overkill. Exxon executives and Alaska politicians, one Gwich-'in reports, are 'a bunch of crooks that operate in this goddamned state' (page 24). Bass accepts that, and is more concerned to defend the natives. The Gwich-'in in the Arctic are not 'barbarous savages'; a better place to look for those is 'in the Oval Office and the Department of the Interior' (page 6). Bass ends the book: 'Year by year, in Congress, the debate rages, being cleaved and decided always by only one or two votes — like wild animals fighting over tendrils, ligaments, scraps' (page 154).

Bass' points are well made rhetorically; they sting. He can be right on target: 'Since 1996, Congress has bowed