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BOOK REVIEWS

The Fisheries: Problems in Resource Management

By

JAMES A. CRUTCHFIELD

Seattle: The University of Washington Press. 1965

Pp. xii, 136, \$5.00

and

The Commonwealth in Ocean Fisheries

By

FRANCIS T. CHRISTY, JR., AND ANTHONY SCOTT

Baltimore: The Johns Hopkins Press for Resources for the Future. 1965.

Pp. xiii, 237, \$6.95

For over ten years biologists, economists, and administrators have been convening periodically, under both official and unofficial auspices, to discuss the many-sidedness of fishery problems. Lawyers have been slower to join the ring, although well equipped by training to contribute to the fashioning of models of authority in accordance with rational fishery policy. For the lawyer concerned with international fishery policy and authority the problems are especially acute and it is clear to the specialist that legalistic monographs tend to restrict efforts to rationalize the use of the seas. All published attempts to encourage interdisciplinary approaches to problems of fishery policy and authority deserve commendation and the authors of these two publications have contributed competently to the growing literature.

One of the pioneers in the economics of fishery regulation, Dr. Crutchfield, has provided a further service in making common cause with six colleagues at the University of Washington: two biologists, two lawyers, an economic geographer, and the Dean of the College of Fisheries. Each devotes a short paper on a topic within his area of competence: William F. Boyce on conservation concepts and practices; Donald E. Bevan on methods of fishery regulation; Robert L. Fletcher on the constitutionality of limiting access to a commercial fishery; Ralph W. Johnson on recent legal developments

and their effect on the high seas fisheries of the North Pacific; Mation E. Marts on fish-preservation facilities on the Columbus River; Richard Van Cleve, a veteran in fishery diplomacy, on the internationally controversial principle of abstention and its application to the American Pacific halibut fishery, and Dr. Crutchfield on the economic objectives of fishery management. All seven papers were originally prepared for oral presentation at the inaugural series of the National Resources Public Policy Seminar held in January and February 1963 under the sponsorship of the Graduate School of Public Affairs at the University of Washington. Each paper is, therefore, little more than a summary of earlier publications by the author and, as such, is modest in scale.

The collective impact is less than it should have been. The reader is merely presented with seven rather slim essays which reflect the diversity and complexity of fishery problems but scarcely begin to suggest methods of synthesis for the formulation of public policy, with which the seminar is described as being primarily concerned. It is easy to imagine that these presentations "by professionals for a professional audience" succeeded in stimulating more than questions and answers around the table. If so, it is doubly unfortunate that the reader was left deprived of even a flavor of the proceedings.

In a joint work of book length, sponsored by Resources for the Future, Inc., two young economists, Francis T. Christy Jr. and Anthony Scott, address themselves more directly to the alternative international policy solutions to the problems of inefficiency and conflict. Mr. Christy was primarily responsible for the first eight chapters, dealing with supply and demand factors in world fishing, and Mr. Scott for the last five chapters on the law of the sea and fishery policy. Without presenting much new material, the early chapters convey faithfully the intricacies involved in sea fishing, and the judicious use of statistics and graphs give the reader a clear picture relevant of economic theory and practice without tears. Economists writing on law cannot fairly be expected to sense juridical opportunities that have not yet been grasped by many lawyers, and it is to the authors' credit that their simplified presentation of the legal context does not contain too many grave distortions of fact. Nor is it surprising that they display rather more respect for the existing legal *status quo* than some legal writers in the fisheries field.

Perhaps the most notable feature of the Christy-Scott book is the emphasis given to the goal of maximum rent in preference to

the familiar objective of sustained maximum yield. This argument is not new, and it sounds as theoretically attractive as ever. But the authors concede that there is little hope at present of implementing a rational unified economic policy in a fishery shared by two or more states with distinct socio-economic lives of their own.

This reviewer agrees with Christy and Scott that "as the seas are more widely harvested, and as vessels extend their range, greater emphasis will have to be given to regional forms of management" rather than to systems of management based on particular stocks of fish. This prediction seems to be fairly safe in light of very recent developments. It is a little disappointing that Christy-Scott did not pursue this line of thought and devote more space to ecological data and theories and the projection of economic blocs based on the developed and developing fishing regions of the world. But they do contribute an interesting discussion of three alternative solutions to the problem of "international economic efficiency": the "exclusive" approach, whereby the number of states exploiting a given region is restricted by virtue of the special rights of the coastal state, historic rights, or the abstention principle; a system of international agreements allocating national quotas; and the complete "internationalization" of a region's fishery resources, shaped by the criterion of efficiency. The last of these three solutions seems the most promising, but it is feasible only as part of a single international economy serving the entire region.

Christy and Scott finish, like many other writers in the fisheries field, with an almost passionate peroration advocating further research in the social sciences, and refer to specific research topics most seriously neglected. A modest but useful bibliography, two interesting appendices, and an index are provided.

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