

to this work ten years of personal experience with the co-operative movement (which we learn about only on p. 163). While this book may be somewhat less than a global view of Inuit history, it is a valuable source of personal reflection on the meaning of the co-operative movement in the latter part of this century. This close, personal relationship is evident not only in the list of primary documents, but also in the author's choice of words. These range from the sublime (such as describing the access to aircraft as a source of power) to the emotive (such as describing the co-operative as a "bastardised" social institution).

The bibliography provides a rich selection of references to government documents and unpublished papers of various Arctic co-operative organizations, although its selection of anthropological material is thin. The index has detailed lists of community names and institutions, but omits references to the names of social theorists (who appear often in the text). The edition is richly illustrated with both humorous cartoons drawn by Inuit artists and historic photographs, although these images stand in silent contrast to the objective and distant tone of this structural analysis.

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THE POLAR REGIONS AND THE DEVELOPMENT OF INTERNATIONAL LAW. By DONALD R. ROTHWELL. Cambridge: Cambridge University Press, 1996. 498 p., maps, index, bib. Hardbound. US\$95.00.

In this book, the third in the series Cambridge Studies in International and Comparative Law, Rothwell offers us a thorough survey of the international legal regimes of the Arctic and Antarctic regions. The treatment of the two regions is approximately evenly divided. Seven of the eleven chapters cover common themes, while four chapters (two each) are devoted to specific developments in each region. Rothwell's survey is generally comprehensive, although there is little treatment of the role of indigenous peoples in the Arctic or of the regulation of whaling either within or outside

the framework of the International Whaling Commission (IWC). Rothwell justifies the former omission on the grounds that extensive treatment of the issue would be inconsistent with a balanced approach to the two polar regions. He justifies the latter on the basis that the IWC represents a global rather than a regional regime. (Canada is no longer a party to the IWC Convention.)

The book is divided into four parts. Part I introduces the polar regions and their environment and resources (including peoples). Drawing especially on the work of Oran Young, Rothwell makes the case for using regime theory to explain both the evolution of and the differences between the Arctic and Antarctic legal regimes. In Part II, Rothwell devotes two chapters to the evolution of the Antarctic Treaty system (ATS) and two chapters to the Arctic. In the Antarctic chapters, he ably traces the background to the Antarctic Treaty as well as the subsequent evolution of the ATS through the recommendations of the consultative parties, the Convention for the Conservation of Antarctic Seals, and the Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR). The mining issue is treated through the stillborn Minerals Convention (CRAMRA) and through the Protocol on Environmental Protection. Throughout, Rothwell emphasizes that which is unique to Antarctica, as well as those legal ideas for which Antarctica has served as a useful testing ground. Thus, he emphasizes the adoption of an ecosystem management approach as part of CCAMLR, the development of liability principles in CRAMRA, and the application of the precautionary approach that underlies much of Antarctic treaty-making and practice. There is a lot of material to cover here, and Rothwell covers it with authority and a sure hand.

Rothwell is equally comfortable in the two chapters of this part that he devotes to the Arctic. He covers some of the traditional problems in the region, including the status of the Northwest and Northeast Passages, as well as some of the more recent initiatives for regional cooperation on environmental matters. Thus, he deals with the Finnish-led Rovaneimi initiative on the protection of the Arctic environment, which in turn spawned the Arctic Environmental Protection Strategy, as well as some of the background to the Canadian proposals for an Arctic Council. Those proposals eventually came to fruition in September 1996; as a result, the final instrument creating the Arctic Council is not included within Rothwell's survey.

Part III of the book is divided into four chapters under the heading "The impact of the polar regions." One chapter deals with the polar regions and the law of the sea. Another deals with the polar regions and living and non-living resource management, while a third deals with the polar regions and the evolution of international environmental law. The final chapter in this part returns to consider how regime theory helps to explain the very different ways in which the legal regimes have evolved in the two regions. The choice of subjects for separate treatment in this part is sound, but one result is some overlap and bifurcated treatment between Parts II and III of the book, as well as between the different chapters

of Part III. For example, CCAMLR is dealt with on pages 123–133 in Part II and on pages 306–314 and 365–367 in Part III; CRAMRA and the Madrid Protocol are dealt with on pages 133–149, on pages 335–341, and on pages 390–395. The result is not entirely satisfactory.

One difficult issue for an author in a work of this scope is that of how much coverage to give to global instruments that might affect the two regions. The issue is particularly important for the polar regions, since we know that the effects of both climate change and ozone depletion will be particularly serious in the high latitudes. We also know, through our understanding of the “cold condensation effect,” that Persistent Organic Pollutants (POPs) may be systematically transferred from warmer to colder areas, with the result that the Arctic represents the ultimate sink for many atmospherically transported substances. These global problems require global solutions. Rothwell acknowledges the problem but does not offer a systematic treatment of the ways in which global initiatives affect the two regions. Thus, while global law of the sea issues are discussed in Chapter 7, global developments in international environmental conventions are more superficially treated on pages 212–214, at which point the author deals in a skeletal way with the IWC, the Climate Change Convention, the Vienna Ozone Convention, and the Biodiversity Convention, as well as with the Economic Commission for Europe’s (ECE) Convention on Long Range Transboundary Air Pollution (p. 217), and its Protocols. This latter is especially important given recent and ongoing attempts within the ECE to negotiate a Protocol to start to deal with the POPs issue.

This reviewer would have liked to have seen Rothwell pursue some themes in more detail. For example, non-governmental organizations have played important roles in both regions. In the Arctic, the role of the Inuit Circumpolar Conference has been particularly important, while in Antarctica, Greenpeace and other international environmental NGOs seem to have been particularly influential in the abandonment of CRAMRA and its replacement by the Madrid Protocol. Passing almost without mention is the influence of the international animal rights movement in both regions. Similarly, international scientific unions (especially the Scientific Committee on Antarctic Research and the International Arctic Science Committee) have been profoundly important in both regions, but especially in Antarctica. Rothwell alludes to all of this, but I would like to have seen him expand upon the significance of these actors, especially given his interest in regime theory as an explanatory tool.

These criticisms, however, are the comments of a reviewer who always wants more. They should not detract from my positive assessment of this book. These are interesting times in the high latitudes, and Rothwell proves to be a reliable guide. The book is well produced and very well referenced with an excellent bibliography. While there has been a flood of literature on legal issues in Antarctica over the last decade, the Arctic has attracted comparatively little attention. Rothwell’s book will, I am sure, become a standard reference for anyone interested in or needing to know about the legal

regime of the Arctic regions; for the Antarctic, it will face more competition.

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ARCTIC POWER: THE PATH TO RESPONSIBLE GOVERNMENT IN CANADA’S NORTH. By JOHN H. PARKER. Peterborough, Ontario: The Cider Press, 1996. 85 p., maps, b&w illus. Hardbound. Cdn\$19.95.

Those with an inherent curiosity about changes occurring in northern Canada today, have two ways to pursue that interest. They can travel to the area, although it is expensive traveling and there is a lot of the North to see, or they can follow a less expensive route by indulging in a variety of books on a number of topics in the region. John H. Parker, a former Commissioner of the Northwest Territories, has written an excellent book describing the evolution of responsible government in the Northwest Territories. The book is a must for anyone interested in how the Government of the Northwest Territories (GNWT) developed the particular characteristics it manifests today.

The book consists of four lectures given at Trent University in 1992, while Parker occupied the Chair of Northern Studies. The first two lectures offer a demographic, geographic, and historical perspective, which is essential for an understanding of the contemporary scene. The last two cover the period of “transformation,” the building of a province-like government in the Northwest Territories.

The strength of the book is a personalized version that no one else could offer of important events that occurred after the GNWT was moved from Ottawa to Yellowknife and began to take on a character of its own. Parker was involved directly for 22 years, as Deputy Commissioner from 1967 to 1979 and as Commissioner from 1979 to 1989. He either knew most of the individuals involved firsthand or knew of them, and he is able to recount marvelous stories about personalities associated with significant events.

A major theme comes up over and over again in the book. During the transformation from a colonial system dominated by Ottawa bureaucrats to a semiautonomous, responsible government run by residents of the Northwest Territories, Northerners made their mark on shaping the nature of the GNWT. There were three general stages in this transformation. Ben Sivertz worked to free the government from federal control; Stuart Hodgson led the construction of the GNWT; and John Parker presided over the development of responsible government.

Within these stages, individual initiatives often determined how institutions and processes developed. The way the