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Managing Ocean Resources

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the Navy and the Government, the Office of Naval Intelligence turned to covert operations.

The success of ONI's covert operations during World War I posed the most serious problem of all. Spying, counterespionage and domestic surveillance proved dangerously attractive to the nation's elite. The needs of the service and the hothouse growth of branch intelligence offices prevented the overburdened Director, Capt. Roger Welles, from combating extralegal tendencies. Dorwart suggests that ONI, convinced of its own importance as interpreter and defender of "American interests," had become—however unintentionally—a threat to civil liberties and the right of dissent.

Dorwart's well-researched monograph makes a distinct contribution to the literature on the new Navy. The struggle for bureaucratic survival, the relationship of intelligence to policy formulation, and the question of means and ends have more than passing relevance to our own time.

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Friedheim, Robert L., ed. *Managing Ocean Resources: A Primer*. Boulder, Colo.: Westview Press, 1979. 209pp.

The current fad of "things maritime" and the widespread interest in the confusing and complex deliberations of the Third U.N. Conference on the Law of the Sea (UNCLOS III) have produced yet another work, this time a collection of papers prepared in 1977 under the auspices of the Institute for Marine and Coastal Studies (IMCS) at the University of Southern California. *Managing Ocean Resources: A Primer*, edited by Robert L. Friedheim, Associate Director of the IMCS, was intended to provide "...a well-rounded view of the oceans, its [sic] attributes, and the problems of its uses...." Although in many aspects the work is admirable, it unfortunately fails in the rather comprehensive task

Friedheim has set for it. *Managing Ocean Resources* possibly could have been a primer for understanding the possibilities and problems inherent in man's uses of the bounty of the oceans had its treatment been of sufficient scope and detail to provide a "well-rounded view." Alternatively, the scope of the book could have been pared somewhat, and some of the less relevant papers deleted (thus saving the reader from wondering why a specific topic had been included and where the book was going to take him next). In fact, however, the lack of a coherent framework makes for frustrating reading.

Perhaps the single most glaring shortcoming of *Managing Ocean Resources* is the absence of a single unifying theme. There appears to be no consistent logic governing what discussions were included or in what order. The "Foreword" attempts to set the tone for what will follow, but from then on the reader must fend for himself in trying to discover what conclusions he should draw from individual papers or, for that matter, from the collection as a whole.

Despite these deficiencies, *Managing Ocean Resources* does present some specific material that is well-written and well-presented, that is both informative and thought-provoking. Robert F. Hummer's chapter on "Conducting Ocean Science from Space" is a very good and generally understandable discussion of the extremely technical science of remote sensing. Hummer leaves the reader with a good understanding of what remote sensing is, how it is used today, and what its future possibilities are. Similarly, Ross Eckert's discussion of "Ocean Enclosures: A Better Way to Manage Marine Resources," which examines the economic aspects of expanding coastal state jurisdiction over adjacent waters, argues cogently that the present enclosure movement is desirable

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because it offers "greater prospect for managing marine resources efficiently than any other alternative decision-making mechanism." Eckert thus provides an answer to Robert Friedheim's own search in his chapter, "The Political, Economic, and Legal Ocean," for a "paradigm" that would explain the reasons behind this movement. Apparently a paradigm that focuses on the actions of individual nation states and their perceptions of sovereignty and self-interest no longer suffices. Friedheim notes inefficiencies that result from the enclosure movement and argues for a more "just" arrangement, with an international authority to assign rights to coastal states so that resources can be allocated sensibly.

Whether this international authority would evolve into a true Leviathan of the oceans, or whether adequate safeguards could be built into the new system, remains unclear. The difficulty of identifying those necessary safeguards and garnering the required international support for them is illuminated in Professor Arvid Pardo's discussion on the "Law of the Sea Conference—What Went Wrong." Pardo's views on the Byzantine politics of UNCLOS III are invaluable, if for no other reason than his widely regarded role as the "father" of the Third Law of the Sea Conference. For it was Pardo, more than any other individual, who sought to structure UNCLOS III around the theme of reserving the living and nonliving resources beyond the area of national jurisdictions for the "common heritage of mankind." Pardo explains what he had hoped would be accomplished under United Nations sponsorship, how the concept of the "common heritage" became adulterated in successive draft treaty texts, and what he believes will be the final outcome of the Conference.

Other chapters in *Managing Ocean Resources* are also noteworthy, among them Ruthann Corwin's "Protecting

the Oceanic Environment," which gives a very concise presentation of the problems of marine pollution and the effects of pollution on the marine environment. In the wake of the *Argo Merchant* and *Amoco Cadiz* disasters, it should be required reading for every serious student of marine affairs.

The relevance and high quality of individual discussions such as these do help somewhat to alleviate the frustration that the reader feels at the inclusion of many less pertinent papers and at the collection's general lack of focus and direction. If this book is to be recommended, it must certainly be on the strength of its better sections, and very much in spite of its obvious flaws.

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Hurley, Alfred F. and Ehrhart, Robert C., eds. *Air Power and Warfare—The Proceedings of the Eighth USAF Academy Military History Symposium*. Washington: U.S. Govt. Print. Off., 1979. 461pp.

Held during the 75th anniversary year of the Wright brothers' first flight, it seems highly appropriate that the Eighth USAF Academy Military History Symposium was centered around the topic "air power and warfare." While the use of the aerial dimension in warfare has progressed amazingly during the intervening three-quarters of a century, the serious historical study of air power has not kept pace. The editors list that lack of serious work on air power as a primary factor in selection of the topic for this symposium.

The papers and speeches brought together a distinguished group of over 25 participants noted for their backgrounds either in the study of air power history or actual participation in its making. Such notables from both military and civilian sectors as Gens. Ira C. Eaker, Noel Parrish, Curtis LeMay,