

There is no attempt to measure the diagnostic contribution of the Institute by the subsequent records of those who have passed through it; and, indeed, such an attempt would hardly be meaningful so long as the treatment facilities available in the jails and prisons, and to persons on parole or probation, remain insufficient to permit a follow-through. The wealth of clinical material presumably amassed by the Institute is apparently not being used by any institution of learning or other organization equipped for research and teaching. This is a pity, considering our lack of the often elaborately equipped medico-legal institutions and the close cooperation between the courts and university psychiatric clinics which have long been familiar in many European and Latin-American countries.

Such, briefly, is the story told in this volume. As a case study it poses the problem of community apathy. The gulf between the attitude of the authors and that of the community as reflected in the treatment accorded the Psychiatric Institute which serves it, is sharply revealed. If, as Winston Churchill once said, "The mood and temper of the public, with regard to treatment of crime and criminals is one of the most unfailing tests of the civilization of any country,"⁷ this story is a challenge to our educational system. Is it inevitable that as a group we shall continue to ignore—or at best meet with half-measures—these quite manageable educational and adjustment needs of individuals in local communities, until in their aggregate they attain the unmanageable proportions of a national problem?

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INTERNATIONAL REGULATION OF FISHERIES. By L. Larry Leonard. Washington: Carnegie Endowment for International Peace, 1944. Pp. viii, 201. \$2.00.

THIS is a careful study of the several fisheries in the world and of the international complications to which their administration has given rise. It indicates that some of the principal difficulties of the past owed their origin to the Russo-Japanese controversy in the North Pacific, Japan's recent withdrawal from the Fur Seal Convention of 1911, her abstention from the Whaling Convention, and her disagreements with the United States over the salmon fisheries of Bristol Bay, Alaska. Japan's desire to obtain an undue share in these several fisheries must be based on her exceptional economic need. Now, however, her acquiescence in more helpful cooperative methods may, with her defeat in the war, be more readily obtainable.

Just enough is said by Mr. Leonard of each of the world's fisheries to present a vivid picture of the problems and controversies to which it gave rise. The book is divided into two sections dealing with the territorial waters

7. Quoted by Judge Cecil C. Smith, at p. 57.

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fisheries and the high-sea fisheries. Separate chapters are devoted to the Alaskan salmon fishery, referred to below, and to the various proposals for regulating fisheries in the post-war period. The discussion of the territorial waters fisheries disputes commences with the Anglo-Dutch fishery arrangement in the 17th century, then jumps to the North Atlantic Coast Fisheries Arbitration of 1910 between the United States and Great Britain, and concludes with the Russo-Japanese disagreement. Controversies recounted regarding high-sea fisheries embrace the English-French channel dispute, the North Sea Fishery, the Moray Firth case, the Bering Fur Seal Arbitration, the related Russian-American Fur Seal claims, and the Convention of 1911. Incidentally, in the Russian controversy the United States reversed its position of the first fur seal arbitration, where it had maintained that the seals were within American jurisdiction because they came to the Pribilof Islands, Alaskan territory, to spawn. Then are discussed the 20th century fishing agreements, such as the Whaling Convention, the halibut and sockeye salmon agreements between Canada and the United States, and the protection of the Great Lakes fishery.

The importance of the Alaska salmon fishery led to the presidential proclamation of September 28, 1945, which undertakes to prohibit foreign interference on the high seas with this fishery, although the salmon leave Bristol Bay, go far out to the high seas, and return after several years to Bristol Bay, Alaska, to spawn and then die. This fishery had already been nationally regulated by the United States. International regulatory power is now claimed in the presidential proclamation, on the ground that American citizens have had much to do with creating the industry, thus distinguishing the present situation from the Fur Seal claim.

All the views presented lead to an informed discussion of the best method of international regulation of the fisheries in the post-war period. The author pays special attention to the matter of sedentary fisheries and to the various methods adopted, municipal and international, of fishing control. He ends his study with a suggested draft of an international convention for the regulation of the several fisheries on a centralized basis, with central administrative and scientific boards, and a fishing commission, supplemented by regional fishery and scientific boards and fishing committees, whose functions are all carefully described. A procedure is created to enable objections to regulations on the part of individual nations to be registered and heard, so that a nation must first espouse the claim of its objecting national. The convention is concluded by a statement of the general principles under which the international fisheries office shall operate. Whether the nations are ready for a centralized fishing control in the light of new inventions which could easily deplete a fishery remains to be seen. This study is in the best scientific tradition, reaching its conclusions inductively from the facts established by a survey of the individual fisheries of the world.

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