

various problems faced by the school. She demonstrated that once a shared vision and strategy have been determined, to be effective a collaborative process has to be in place. Positive systematic change is a slow process and takes several years to embrace, adopt, and assimilate.

As in many schools, she found a range of teaching styles, from child-centred approaches using a variety of techniques, to a disjointed transmission method with little consideration for the needs of the individual student. How to spread the 'islands of good pedagogy' throughout the school was the challenge. Step by step, she describes the process of school-wide implementation of theme planning using the Northwest Territories curriculum, and 'Piniqtaqvut' — an initiative to include an Inuit perspective in the school program — as well as a focus on language across the curriculum. This change had spin-offs for teacher development, as well as resource creation and programming — people were now working in teams, sharing successes and frustrations, making class materials, preparing learning centres, and planning school-wide activities. As the staff's skills at individualization techniques increased, a decision to divide the students into 'family groups' was made, resulting in the move to continuous evaluation and a noticeable increase in care amongst students. A breakfast program was started to give the students a nutritious start to their day. Inuktitut language was promoted and given priority throughout, and, increasingly, the school began to reflect community values. Home visits, assemblies, open houses, a newsletter, and open-line radio shows were some strategies to take the school to the community and bring the community into the school.

In creating a school genuinely to reflect Inuit culture, staffing was a key issue, especially the training and development of Inuit educators. On her arrival at the school, Tompkins found that the Inuit staff were in the minority, and that all the non-native teachers were new to the community, several with little teaching experience. This represented an almost complete turnover in the school's staff, compounded by a shortfall of one teaching position due to a housing shortage in the community. To address this problem, Inuit trainees were brought into the school and provided with training and support through the creation of teaching teams. Weekly in-service programs for all staff were developed to provide the time to collaborate and proactively address development issues on many levels. Creative time-tabling and teaming allowed teachers opportunities for a variety of experiences at school.

Tompkins reflects on her role as principal and articulates her belief that 'principals make a difference.' Her vision of creating a school in which every child could do well while learning and having fun was supported by her faith that if people are given the chance and a supporting environment they will become better. Patience was key to her success — understanding the nature of change, the small steps, and the time it takes for change to happen. Clear communicating of ideas and targeted modelling were most important. Her choices of time allocation and

the dangers of burnout are discussed. She emphasizes the importance of having a strong support network to reduce the sense of isolation often felt by many principals.

This book is timely. Education in the new territory of Nunavut is undergoing rapid change, and many of the difficulties faced by Tompkins still abound. There is still a chronic shortage of Inuit teachers, especially in high school and junior high. As well, many of the experienced teachers are being lured to other Nunavut jobs, and while their skills are not being lost to Nunavut as a whole, the school system is nevertheless faced with the continuing need to attract, train, and retain Inuit teachers.

In parts the book tends to be repetitive. However, some of the more important points made by Tompkins certainly deserve repeating, and restating them in several ways adds clarity and example, especially for the teacher or administrator who may wish to adopt elements of her approach. Adding photographs would have enhanced the book, especially to depict students at learning centres, teamwork in action, 'family grouping,' expressive arts, and music activities. Detailed end-of-chapter notes provide useful added background and reflections. The appendices include an extensive and helpful bibliography along with the 'School Goals and School Discipline Policy.'

Teaching in a cold climate provides insight and practical ideas for new teachers and school administrators, especially for those who are new to the north. For seasoned northern educators, the book offers affirmation and provides ample confirmation of the importance of collaborative efforts within schools, as well as within the communities at large. It demonstrates that with cooperation, energy, optimism, and clear planning and goals, positive changes can be made. Tompkins' practiced prescription for educational change in Inuit schools should encourage educators in Nunavut to meet, with commitment, sensitivity, and understanding, the many challenges posed by the new territory's evolving education system. (Carolyn MacDonald, Ataguttaaluk School, Igloolik, Nunavut, Northwest Territories, Canada.)

SOUTHERN OCEAN FISHING: POLICY CHALLENGES FOR AUSTRALIA. Sam Bateman and Donald R. Rothwell (Editors). 1999. Wollongong: University of Wollongong (Paper on Maritime Policy 7). viii + 142 p, illustrated, soft cover. ISBN 0-86418-463-8.

It is never a good idea to bite off more than one can chew. During the 1970s and 1980s, coastal states appropriated to themselves ever-growing areas of ocean expanse. Taking control of a 200-nautical-mile exclusive fishery zone or exclusive economic zone (EEZ) was seen as the panacea to all the conservation and management ills that had resulted from the traditional exercise of free access by all to high-seas fisheries. But taking control of and effectively managing vast ocean areas was never going to be easy. It is just possible that coastal states may have bitten off more than they can chew.

In 1979 Australia claimed a 200-nautical-mile Australian Fishing Zone around its territories, including its sub-

Antarctic islands — Macquarie Island as well as Heard Island and McDonald Island Territory (HMIT) — and its Antarctic Territory (AAT). In 1994 that claim was changed to one of an EEZ. Macquarie Island is approximately 750 nautical miles from Hobart, while HMIT is about 2350 nautical miles from Fremantle. The AAT is considerably farther away. Thus, Australia's EEZ is not only large, more than 9 million square kilometres, but in the Southern Ocean it is not wholly contiguous. Great expanses of rough, inhospitable, high seas intervene.

The problems for Australia in managing and controlling its EEZ areas in the Southern Ocean are multiple. Distance, political will, and physical ability are limiting factors. Overlapping and potentially conflicting international and domestic legal regimes further complicate the picture, as does the desire to protect domestic fishing interests from the adverse effects of illegal fishing within the EEZ and fishing by foreigners in areas just outside the EEZ. The highly publicised arrests of *Aliza Glacial* and *Salvora* in 1997 and *Big Star* in 1998 for fishing illegally within the Australian EEZ, together with the recent protest by Australia against South African-registered vessels fishing for orange roughy on the Tasman Rise just outside its waters, have highlighted the political, practical, and legal difficulties facing Australia in protecting its interests in the Southern Ocean.

This volume is a collection of papers presented at a workshop, organised by the Centre for Maritime Policy at the University of Wollongong and held in Canberra in August 1997, to identify and address some of the practical and policy difficulties facing Australia in its pursuit of control over its extensive Southern Ocean EEZ areas. For anyone wanting information on the Australian position in the Southern Ocean in a nutshell, this is a very useful tool.

In their introduction the editors set out the parameters for the workshop, which took 'as a reference point Australia's uncontested marine sovereignty and jurisdiction in the Southern Ocean' (page 2). This may be slightly disingenuous, as there are questions relating to the ability of Australia to claim an EEZ off its Antarctic Territory, given that territorial claims to the Antarctic are suspended by the Antarctic Treaty. In their concluding paper, the editors are forced to acknowledge that many states do not recognise Australia's Antarctic claims. In addition, in respect of the sub-Antarctic islands, while sovereignty has not been challenged, the 1982 Law of the Sea Convention and the Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR) place obligations on Australia to implement domestic legislation to manage and conserve the living marine resources in its EEZ. However, both the Antarctic Treaty and CCAMLR place 'limitations on the active assertion of jurisdiction in the Southern Ocean even for a claimant such as Australia' (page 136). Australia's freedom of operation and enforcement is therefore not unlimited. This reality is a recurrent theme underlying much of what is said in the workshop papers.

The first four papers describe the history of Australia's interest in and the legal regimes applicable to Australian

claims and operations in the Southern Ocean. The first paper describes the Antarctic Treaty System. This is well-worn territory and is presented as an overview and background to the papers that follow. The next paper outlines the history of Australia's activities and claims in the Antarctic and the Southern Ocean. It describes the fundamental strategic, scientific, and economic importance of Antarctica to Australia and raises the underlying, and unresolved — although temporarily glossed over — question of Australian sovereignty over the AAT. The third, and all too brief, paper provides an overview of the legal regime and the laws that are applicable in the AAT and the HMIT. As the paper shows, this is a complex and not entirely satisfactory mosaic of domestic and international law, with conflicting policies being especially evident in the overlapping Fisheries Management Act and the Antarctic Marine Living Resources Conservation Act. The implications of the 1997 listing of the HMIT on the World Heritage List are hinted at but not discussed. The fourth paper briefly reviews the role of CCAMLR in fishing in the Southern Ocean and its failure adequately to deal with the problems of unregulated and unauthorised fishing there.

The next three papers set out the range of challenges facing Australia. First addressed are two major challenges for the Australian Fisheries Management Authority (AFMA) in managing the Southern Ocean resources: the presence of illegal fishers in the Australian EEZ, and achieving effective fisheries management within CCAMLR. An 'industry perspective' follows, which, obvious self-interest aside, makes the valid points that the stringent operational, conservation, and managerial requirements imposed on Australian registered fishing vessels place them at a serious disadvantage, and that, if compliance is not rewarded by protection, Australian interests will suffer. The final paper in this group looks at the operational needs and policy considerations involved in enforcing Australian fisheries laws in the Southern Ocean. These include such basics as the most appropriate type of vessel for fisheries surveillance and enforcement as well as considerations of which agency should be charged with the task. Although formidable, these needs and considerations must be met if Australia is to fulfil its obligations both to itself and to the CCAMLR regime.

The final paper pulls together the main points raised during the workshop discussions, summarising and repeating much of what has been said in the earlier papers. Clearly the primary future challenges for Australia lie in controlling illegal fishing within its EEZ, in demonstrating its sovereignty over remote offshore territories and their adjacent waters, and in honouring its responsibilities under various international agreements. The basic dilemma is the extent to which Australia is willing and able to do all of this in a hostile and distant environment. This workshop having identified and raised the issues, it will be interesting to see how Australia meets these challenges. (Rosemary Rayfuse, Faculty of Law, University of New South Wales, Sydney, NSW 2052, Australia.)