
BOOK REVIEWS

The Refugee Connection: A Lifetime of Running a Lifeline. By James L. Carlin. London: MacMillan, 1989. xiv + 208 pp. £18.95. ISBN 0-333-49965-4.

There are not many people around who have worked all of their professional life with refugees and migrants. The author has done just that for 43 years and in this autobiography writes about aspects of his work. Autobiography is rare in the refugee regime, but absolutely necessary to build 'institutional memory' and avoid what Ron Baker calls the necessity of 'inventing the wheel each time a new refugee flow occurs'. This then, is a highly personal, self-centred story and this may well turn readers off. Indeed, after reading the book, one of the most influential people in the Geneva NGO community made the cryptic comment that 'Carlin is self serving'. But then, we all are; humility is not the stuff of autobiography. Discounting this slim volume would be a loss of refugee scholarship.

There are many descriptions of the post Second World War movement of people and the agencies that were set up to deal with the 30 million displaced Europeans. It is obvious that of all the actors, only the United States finished the War with its industrial capacity and resources intact because it had not suffered the devastating physical losses of continental Europe. This, coupled with a genuine fear — at times excessive — of the spread of Communism, motivated its efforts on behalf of European displaced persons. While not devoid of humanitarian concern for people, the driving force of it all was geopolitical and national security oriented. The author conveys a real sense of the confusion involved in the very early days of setting up refugee procedures, of the masses involved and the techniques used to cope. His story is that of a demobilized US Army officer who stayed on in Europe to deal with what were called 'DP's'. Through well honed bureaucratic survival skills he moved on and up in the American foreign service apparatus culminating his career in 1988 as the Director General of the ICM, initially known as ICEM and today IOM — the International Organization for Migration. Thirty six years before, he was the first ICEM employee.

Carlin, in his long career, was 'present at the creation' of the modern refugee regime. There is not an inter-governmental agency that one can think of in which he was not involved either at headquarters or in field operations, but mostly the latter: UNRRA, IGCR, IRO, PICMME, ICEM, USEP, UNHCR plus a host of non-governmental organizations. He moved among these agencies doing his job with the confidence and security of tenure known only to those who are 'the anointed ones' in the senior civil service of their country. It is obvious that he kept careful notes and diaries to be able to record with such accuracy the progression of events described herein.

The book represents a research agenda for scholars to pursue, particularly with old information newly available under the American Freedom of Information Act or released through archival declassification. If what Carlin writes about are the overt operations of the American government and its allies concerning refugees, what must the

covert operations have been like? The flavour of it all is described on pages 34 to 40 and concerns the President's (Truman) Escapee Program (PEP), established by law in April 1952, later renamed the United States Escapee Program (USEP) and later still the United States Refugee Program (USRP). The work was assisted by sixteen NGOs listed by name, some very active today. The author, assigned to a newly established ICEM Frankfurt Office, was in the thick of it all. Aimed to support the work of receiving countries contiguous to the Iron Curtain and to encourage East Europeans to flee to the West, the Program assured quick settlement in the United States. But that's not all. We know from post Second World War historiography that it was important for the United States to validate democracy and denigrate Communism. To do so refugees were enticed to flee and rewarded for doing so. The Program was later expanded to cover Asian countries. 'Refugee enticement' may only be a footnote in the chronology of the refugee regime, but it is notoriously under-researched and deserves scholarly attention.

Carlin joined the United States Foreign Service and was promptly sent to Geneva to do more or less what he was doing before. Later he was involved in policy planning at the Assistant Secretary of State level in charge of Refugee and Migration Affairs in the Department of State. There his star continued to rise. In addition to his life story there are some valuable attachments in the Appendix relating to refugee financing and reception in the United States over a number of years. There is a need to encourage biography among refugees, persons working with them and particularly the work of some of the old NGOs who were functioning during the Nansen period and the League of Nations. Considering the range of refugee literature available today, the surface seems barely scratched. Carlin has made his personal and literary contribution and we are the better for it.

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Shared Space: Divided Space: Essays on Conflict and Territorial Organization. By Michael Chisholm and David M. Smith (Editors). London: Unwin Hyman, 1990. xv + 266 pp. £30.00 (hardback), £11.95 (paperback). ISBN 0-04-445153-9 (hardback), ISBN 0-04-445714-6 (paperback).

This edited volume is a useful contribution to the geographical literature on territorial organization and conflict, drawing together case studies of conflict from eleven different parts of the world, and at a variety of scales. Chapters on well-known territorial conflicts concerning conflicting national identities, such as Israel and the north of Ireland, are complemented by others on spatial segregation in British and North American cities, the geography of (Basque and Quebec) separatism and (European) integration, and the colonial and post-colonial experience of forced segregation in Australia and South Africa. The book concentrates on conflicts in advanced capitalist countries, although interesting chapters on nationalism in the Soviet Federation, and the partition of the Indian subcontinent go some way to redress the balance.

The book's introduction suggests that one purpose of this collection is to 'convey the extraordinary variety of conflict situations' (p. vii), but to a certain extent this is achieved through the absence of a common approach amongst contributors. Graham Chapman's chapter on India thus traces conflict in the region back to 300BC, whereas most other chapters focus only on recent events, and at most an historical context that dates back to the nineteenth century. There is an uneasy blend of chapters that narrate historical events and government legislation (notably in the chapter on South Africa), with others