

REVIEWS

WILFRIED LÜTKENHORST: Zielbegründung und Entwicklungspolitik - Das Grundbedürfnisziel in methodologisch-theoretischer Perspektive. (Bochumer Materialien zur Entwicklungsforschung und Entwicklungspolitik, Bd. 23). Tübingen: Horst Erdmann Verlag, 1982. 465 pages, DM 32.-.

According to Lütkenhorst there has been a shift in theoretical debates on development policies in recent years: the discussion about the ways and means has been replaced by a fundamental re-examination of the aims. Lütkenhorst, in line with this trend, looks in general at the problem of target-setting in the various theories of economic policy (chapters A and B), and concentrates in particular on the basic-needs approach (chapter C).

In the first chapter the author presents a thorough analysis of the value judgement controversy, touches all relevant contributions from Max Weber to Jürgen Habermas, and then tries to establish a sensible compromise, namely, a "reconstruction of a critical incrementalism". Lütkenhorst considers his solution to be a middle-way between the utopia of the so-called synoptic ideal of economic policy (cf. Jan Tinbergen) on the one hand, and the (crude) pragmatism of Lindblom's "muddling-through" approach on the other hand. Where possible aims for development policies are concerned, the compromise between a "strategy-of-no-target-setting" and a strategy of formulating complete and absolutely consistent target-"systems" would seem to be a concept of establishing minimum targets. He justifies this view vigorously in chapter B where he criticises the simple growth-targeting of the past quite convincingly. Heavy income disparities cannot be accepted any more as a concomitant of an undifferentiated growth strategy; the alleged "trickle-down" process does not take place to the expected extent.

In chapter C the author focuses on the basic-needs approach in so far as it represents a basic aim for development policies. A historical retrospect throws light upon its roots, for example, by referring to the construction of "poverty lines" at the beginning of the century, or to Pigou's view of the problem, or indeed to critics of mainstream economics after 1945. This is followed by a discussion of the most recent theories of justice, especially those put forward by John Rawls, as a possible source of legitimation for the approach.

This interesting Ph.D. thesis which comes from the faculty of Economics at the University of Bochum in the Ruhr concludes with an overview of different methods used to define and measure basic human needs and also with a subtle analysis of the relation between the growth- and basic-needs approaches. Unfortunately, only an incomplete presentation of Sen's poverty indicator is given; r_j and Y_j , for example, remain unexplained on p. 328.

A number of things, in particular with regard to the spirit of the analysis, make this book worth reading. It is affectionate where the human dimension of

the problems discussed is concerned; it is lucid in its scientific approach, and finally, it is practical in so far as the political and ideological barriers to the basic-needs approach are not allowed to be suppressed.

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DIETER OBERNDÖRFER (Hrsg.): *Verwaltung und Politik in der Dritten Welt. Problemskizze, Fallstudien, Bibliographie.* (Ordo Politicus, Bd. 20). Berlin/München: Duncker und Humblot, 1981. 459 pages, DM 148.-.

This substantial volume is a presentation of the recent work of one of the very few West German academic institutions, the Arnold-Bergstraesser-Institut, Freiburg i. Br., dealing with, among other things, administration and politics in the Third World. For the most part this is a collection of case studies from Latin America, Africa and Asia.

The bibliography which seems to be more than a compilation of the sources quoted in the various studies, reflects the state of the art of what used to be called "Development Administration" at the end of the seventies. Running through the entries one realises how little change there has been in its theoretical assumptions for more than a decade. Of the altogether 800 titles about 220 are more or less general, either the classics of Braibanti, La Palombara, Riggs and others, or the academic response to them. Most reflect the hopeful mood of the sixties, with a more or less sceptical overtone. Nobody was and could be expected to be certain about the result of any intervention in administrative structures and procedures, especially in the fast-changing conditions of the so-called "developing countries". The other entries of the bibliography are mainly more recent case studies grouped under Latin America/West Indies (170), Asia (150), Sub-Saharan Africa (150) and North Africa/Middle East (80).

Of the nine cases studies of this volume, four tackle administration sectors like budgeting in Columbia or auditing in Guatemala and Costa Rica. A comparative approach is chosen for regional planning in Sub-Saharan Africa and the (non-)management of urbanization in South East Asia. The structure of public administration and its style of action is discussed in the chapters on Lima (city level), India (national level) and the West Indies (regional level).

Since few findings of the studies are cross-culturally transferable, I shall concentrate here on the three Asian cases. Hermann Avenarius analyses tax collection in Indonesia. He identifies the main reasons for its poor performance, mainly due to inadequate procedures which lead to a sort of bargaining between the collectors and the debtors. This procedure, in which the debtor is bound to gain in proportion to his status, wealth and debts, fits well into the general socio-political system by petrifying the 'status quo'. Hence, it comes