

Hans-Helmut Taake, *Politische Planungs- und administrative Entscheidungsprozesse bei der Aufstellung und Durchführung von Entwicklungsplänen*. (Schriften des Deutschen Instituts für Entwicklungspolitik [DIE], Band 18). Berlin: Bruno Hessling Verlag, 1973. 178 pages.

Economists seem to have an inherent tendency to consider the process of economic planning primarily as one of rational decision-making, aimed at finding an optimal set of instruments to attain certain predetermined objectives. It is the aim of Taake's study to show that in the 'real life' of developing countries the central problems of planning are rather of a politico-administrative nature, like those of goal-finding, organisation and implementation. The author draws his empirical evidence from the case of Taiwan, which he knows from personal experience.

After a brief introduction (Chapter I), the main section (Chapter II) of the book, entitled 'Structural Elements of Medium-Term Development Plans: Case Study of Taiwan', analyzes (1) the country's planning machinery, and (2) the objectives, (3) the policy instruments and (4) the implementation of its Fourth Four Year Plan (1965–1968). — In his analysis of the planning machinery, the author assesses the role of the various planning agents in the formulation of plan objectives and plan instruments as well as in plan implementation, and the specific planning process, described in detail as a chain of consecutive planning activities. His main point, backed by special accounts of sectoral (agriculture) and subsectoral (pineapple, asparagus, mushrooms) planning, is to convey the 'orientation on reality and implementation' of Taiwan's planning as brought about by its specific institutional and administrative arrangements which are, in turn, largely explained by the American impact.

On the objectives of the fourth plan, national, sectoral and subsectoral, Taake gives a restatement, plus an explanation of how the projection of the main objective variables was made using the Harrod-Domar approach. More interesting to the reviewer, though perhaps a little too sketchy, his digression on the relevance of the econometric decision models developed as an aid to planning in Taiwan, none of which was actually used in the preparation of the plan, as the author points out.

The description of the policy instruments, which concentrates on the promotion of private industry, is followed by a thorough analysis of plan implementation. For all major objective variables of the plan, national, sectoral and subsectoral, the author tries to measure and to explain the actual performance during the plan period. In accordance with the major theme of his study, he largely traces back under — and overimplementation to factors of goalformulation (deliberate overpessimism), planning machinery and policy instruments; however, a closer look at the causes pointed out reveals that other factors, or factors not explained by the above, seem to have been of equal importance.

In the final Chapter II ('Conclusions'), an attempt is made to fit the main findings of the case study into a set of general statements on 'real life' development planning. Among other things, the author emphasizes the impact of international politico-strategic developments on the development philosophy of the political leadership, on the choice of plan instruments, and on the organization of the planning machinery; the influence of the degree of 'development commitment' of the political leadership on status, structure and implementation-mindedness of the planning machinery; the dependence of efficient implementation on the active participation of non-government groups 'at the grassroots', on the existence of administrative sub-systems sensitive to the former, and on institutionalized conflict-solving mechanisms; the complexity and changing nature of the power-determined and conflict-loaded social objective functions, and of the implementation-oriented and thus highly disaggregated plan instruments — resulting in a much looser relationship between objectives and instruments than is implied in econometric planning models. For these and similar reasons, the author criticizes the 'abstract' planning and policy models.

The fact that planning reality is different from planning models lies in the nature of the latter. It may be said in their defence that to the extent that they are not meant to describe or to make a definite forecast of reality but to try to answer the question 'What will happen if...?', planning models can serve a useful purpose — although the 'if' (objectives, policies, and implementation) is more complex and dynamic in real life than in a simplifying model. As the author rightly emphasizes, and shows by taking the example of Taiwan, planning reality is

much more sophisticated, and determined by politico-administrative factors, than planning models suggest. For those of us who work with such models it is healthy to be reminded of this fact.

Heinz Ahrens

Winfried von Urff, Heinz Ahrens, Peter Lutz, Bernhard May, Wolfgang-Peter Zingel, Die wirtschaftliche Situation Pakistans nach der Sezession Bangladeshs. (Beiträge zur Südasienforschung, Südasien-Institut, Universität Heidelberg, Bd 6). Wiesbaden: Franz Steiner Verlag, 1974. 453 pages, DM 48,—.

This study is the first publication of a research-project sponsored by the Ministry of Economic Cooperation and Development, Federal Republic of Germany. In April 1971 the Department of Rural Sociology of South-Asia Institute, Heidelberg, was asked to analyze the economic planning and development of Pakistan with special reference to the agricultural sector. After the secession of Bangladesh, however, work was concentrated purely on the remaining Pakistan.

In Part I of the study (116 pages) an overview of the economic situation of Pakistan, the economic background of the secession, the main problems of Pakistan's economy and its development targets are given. Part II analyzes in five steps the sectors (1) agriculture, fishery and forests (76 pages); (2) mining and mineral resources (12 pages); (3) industry and building economy (115 pages); (4) economic infrastructure, i. e. energy, communication and urban development (45 pages); (5) social infrastructure, i. e. education, health and family planning (35 pages).

The authors admit that their study has one real disadvantage, namely that they had to rely solely on official documents and statistics which they were unable to check on the spot. Nevertheless, most of the data included lead up to the middle of 1973, i. e. Pakistan's economic performance in 1972/73 was taken into account.

The authors also concede that their study might not be detailed enough for all those interested in the special problems of one sector only. This may be the case, yet it cannot be avoided in a project centred on practical problems, i. e. recommendations for the German development administration. The fact that we are not provided with any information on that second part of the project or the frame of reference selected to arrive at practical conclusions is understandable as it conforms to an almost world-wide pattern in the relationship of politics and social research; nevertheless, it is regrettable.

D. Kantowsky

Oskar Weggel (ed.), Die Alternative China. Politik, Gesellschaft, Wirtschaft der Volksrepublik China. Hamburg: Verlag Hoffmann und Campe, 1973, 468 pages, DM 32.—.

Oskar Weggel, senior research fellow at the Institute of Asian Affairs in Hamburg has published numerous articles and books on Chinese politics. In this new volume he has focused his attention on the domestic scene and what is called by the Chinese the "struggle between two lines", which the author names an "autochthonic blueprint".

After the preface and a short "invitation to discuss methods" Weggel presents what he calls the twelve decisive sectors of Chinese domestics as seen from the perspective of the „Two-Line-Principle". These sectors are: party, organisation and cadres, mass-organisations, army, militia, industry (and economy in general), agriculture, trade, education, literature and art, medicine and health service, science.

The closing chapter is dedicated to what the author describes as the "algebra of revolution" also presented in the "Two-Line-Principle."

Each chapter has a list of selected relevant literature. The book is also equipped with charts, tables, sketches and a lengthy index which are generally very helpful in reading this book.

What makes this volume somewhat peculiar is its typographical setting. After a short introduction the two "lines" confront each other in separate columns on the same page. Weggel used this technique in 1970 in an article on the ideological conflict between Peking and Moscow, where the Chinese and the Soviet positions were facing each other on one page.

Harry Harding used this method in 1969 in his article on "Maoist Theories of Policy-Making and Organization — Lessons from the Cultural Revolution." There Harding examined the