

that restrictive immigration control policies are coupled with liberal immigration integration and citizenship policies, in a country's attempt to socially incorporate immigrants and their descendants who have already become long-term residents. If that is the case, Japan, which is described in the book as an "immigrant-hostile, immigrant-friendly incorporation regime" is not necessarily puzzling. Second, and related, if Korean grassroots movements have indeed successfully influenced public debate on Japanese citizenship to embrace social diversity in Japanese society, as Chung argues, what is indeed puzzling is the democratic state's unresponsiveness to the public and/or the state's ability to uphold its official stance that views Japan as a homogenous nation. Indeed, as the author also noted, Japan's immigration and citizenship policies have remained largely unchanged since their institutionalization in the early postwar period. Perhaps more scholarly attention should be paid to the question of how the Japanese state has been able to insulate itself from challenges from social movements and the changing public discourse on diversity and citizenship.

Notwithstanding these concerns, this book makes a valuable contribution to our understanding of ethnic minorities, immigration and citizenship policies, and Japanese politics. It is particularly noteworthy that this book sheds lights on new generations of Zainichi Koreans who no longer remain a severely deprived minority under the leadership of two insular organizations (Mindan and Chongryun) in Japan, and are instead actively involved in contesting Japanese state policies and social discrimination. This book not only offers a needed update on the changing role of Zainichi Koreans in the post-Cold War era; it is also timely as Japan faces new waves of immigrants.

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***Piracy and the State: The Politics of Intellectual Property Rights in China.*** By Martin K. Dimitrov. New York: Cambridge University Press, 2009. 307 pp. \$85.00 (cloth).

China is often seen as representing a paradigmatic case of a strong state, the last and (possibly) most successful of the authoritarian developmental states of the twentieth century. Nevertheless, when we step outside the special economic zones and when we turn our eyes away from economic development or national security matters, the incapacity of the

Chinese Communist state to implement and enforce its laws and policies becomes quite puzzling. As Martin K. Dimitrov shows in *Piracy and the State*, the issue area of protection of intellectual property rights (IPR) is a telling example. China devotes more resources than any other country for IPR enforcement, and yet it remains one of the biggest pirates in the world.

In this book, Dimitrov looks at IPR enforcement in China as a window through which to observe the intricacies of the Chinese state and to develop an analytical framework that contributes to a much more systematic assessment of state capacity. Dimitrov's departure point is the important premise that high volumes of enforcement (reactive campaigns, full of sound and fury, to crisis situations in response to foreign or domestic pressures) do not necessarily entail high-quality enforcement (what Dimitrov calls "rationalized enforcement": transparent, consistent, and procedurally fair). The persistence of IPR piracy in China over time, despite the material and human resources spent in attacking it, demonstrates the pertinence of such a distinction.

Through a very detailed case study occasionally compared to the cases of Taiwan, Russia, the Czech Republic, the United States, and France, Dimitrov first opens up the complex Chinese bureaucracy in order to map out *all* the state agencies that participate in IPR enforcement. In Chapters 3–6, he presents the organizational structure and jurisdictional attributes of customs, IPR tribunals, administrative agencies, and police involvement, offering the full picture of the Chinese portfolio of IPR enforcement. Second, in Chapters 7–9, he disaggregates the different components of IPR (copyrights, trademarks, and patents) in order to observe variation among several variables affecting bureaucratic performance and quality of enforcement.

This microscopic approach allows Dimitrov to elaborate the analytical framework presented in Chapter 2: a systematic way of observing and measuring state capacity, state enforcement, and by extension, Dimitrov claims, the rule of law. Two factors are central in his explanatory model: (1) problems of bureaucratic accountability resulting from, on the one hand, the institutional engineering of the Chinese state (issues such as the "dual bureaucratic subordination," whereby local agencies are simultaneously accountable to the local governments and higher central agencies) and, on the other hand, jurisdictional overlap among too many agencies involved in the IPR enforcement portfolio; and (2) the extent to which the Chinese state and individual agencies are subject to foreign and domestic pressure.

In sum, the image of the Chinese bureaucracy Dimitrov presents is one of a Kafkian nightmare, where principal-agent problems infest the

state (multiple principals, multiple agents, overlapping jurisdictions, underspecified mandates, excessive decentralization), providing incentives for bureaucrats to shirk their responsibilities, avoid the tough cases, and engage in corrupt activities. Moreover, the high volume of enforcement in some areas (mainly copyrights and trademarks) but not others (patents) shows that the Chinese state has adopted a reactive strategy to IPR protection. The pressure from foreign business associations has been a guiding factor in the campaigns and raids undertaken in the fields of copyrights and trademarks. Surprisingly (against the common image of the Chinese state as unresponsive to its citizens), domestic pressure has also been influential, via the media and consumer groups, to motivate high volumes of enforcement, especially after public crises generated by shoddy or counterfeit products—for example, the 2004 baby formula or the 2007 tainted antibiotics scandals. As a side note, Dimitrov offers very compelling thoughts for future research on this particular point: the authoritarian state is only sensitive to citizen demands *ex post*, once the crisis is already unleashed, a particularity that makes it reactive rather than proactive in noncentral issue areas.

Finally, the discussion of the high-quality and efficient enforcement in the cases of patent infringement and reexamination and invalidation proceedings offers some of the most interesting insights of Dimitrov's book. According to his model, the particularities of patent protection result from the capacity of the Chinese state to create from scratch specialized agencies, staffed with trained bureaucrats and without the problems of accountability of the existing bureaucratic apparatus. This solution seems to be easier than coordinating existing agencies by drawing clear jurisdictions and mandates, since coordination entails curtailing attributions and cutting down redundant personnel. However, Dimitrov also notes that at least part of the impetus for model performance in this area arises from the centrality of patent protection for the modernizing project of the state since the 1970s.

In my opinion, *Piracy and the State* offers, in the first place, a central contribution to our understanding of the Chinese state. The descriptive map of the bureaucracy involved in IPR enforcement is an extraordinary departure point for grasping the complexities of a bureaucratic apparatus that remains understudied. As Dimitrov says, only by undertaking similar mapping projects across several issue areas will we be able to assess the relative strength of the Chinese Communist state. Second, this book joins an important theoretical discussion on “state infrastructural power” that has recently regained traction in political science (see the 2008 special issue of *Studies in Comparative International Development*). A systematic

approach to state capacity needs to go beyond a purely extractive view of state strength and consider the institutionalization of state practices that transcend personalistic ties and make possible a thick rule of law over time. Dimitrov's microanalysis of bureaucratic performance in a specific issue area permits us to observe to what extent institutionalization exists and whether state policies and regulations are enforced on the ground in letter and in spirit.

It would be unfair to ask more from a book than what it claims to offer, but Dimitrov does claim to provide a generalizable framework to assess state capacity. The internal validity of his explanation of IPR enforcement in China is extraordinary and also travels well in its assessment of IPR enforcement elsewhere, as his comparisons with other countries convincingly show. Nevertheless, his model, as a framework of state capacity, would have gained much more validity if, instead of making cross-country comparisons on IPR enforcement, he had spent more time comparing Chinese bureaucratic performance across issue areas. Granted, Dimitrov mentions toward the end how this model can be applied to environmental policy or mine safety, but a much more detailed comparison would have presented a fuller picture of the Chinese bureaucracy, offering more leverage to make claims about the relative strength of the Chinese state and building a sounder model to assess state capacity elsewhere. This is, however, a quibble, since there is always a trade-off between idiographic and nomothetic gains. Dimitrov may not have offered a complete picture of the Chinese state, but he did provide a fine-grained analysis of IPR protection.

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***New Challenges of North Korean Foreign Policy.*** Edited by Kyung-Ae Park. New York: Palgrave Macmillan, 2010. 244 pp. \$85.00 (cloth).

Since the end of the Cold War, there has been a plethora of predictions regarding the impending collapse of North Korea (Democratic People's Republic of Korea, DPRK). Despite these forecasts, the DPRK continues to survive in the face of daunting economic challenges, failed economic policies, another leadership transition, and a dangerous security environment. Moreover, the DPRK remains a complex and vexing security challenge for the region, possessing as it does significant military capabilities that include a nuclear weapons program. North Korea has