

planning, linking up with the planning of production, investment and infrastructure. Richter is correct to point to the absence of coordination of human resource planning in developing countries. In Zimbabwe there is certainly insufficient coordination between the vocational training and manpower planning units. However, Richter does not link this coordination up to a national planning framework for overall economic development.

To summarise, Richter's book is an important indicator (in this case a long term indicator) of the crisis in planning techniques by conventional labour economists and manpower planners who are trapped, by the imperatives of the market economy, into looking at increasingly short term indicators for training needs.

Reviewed by Brian Raftopoulos, Zimbabwe Institute of Development Studies (ZIDS), Harare.

**Community Participation, Social Development and the State**, James Midgley with Anthony Hall, Margaret Hardiman and Dhanpaul Narine, Meuthen and Co, London, 1986 (181 + ix pp, £6.95 pbk).

In the growing literature on community work, community participation and social development, there is a dearth of studies on the relationship between the state and community initiative in social development. However, the topic needs to be examined critically, in the context of the expanding role of the state in modern society. This also seems necessary in the context of many community participation theorists rejecting outright state involvement.

It is not clear from the title of the book whether the authors seek to examine the complex issues of state and community involvement in social development in relation to the third world countries or across the board in relation to both 'developing' and 'developed' countries. However, in the preface to the book, the authors indicate that their intent is to review 'the complex and controversial issues' of state and community involvement in social development specifically in relation to the third world.

The book addresses the central issue of state and community relations in social development. It begins with an acknowledgement of the practical difficulties in efforts to foster effective community participation. The study of the relationship between the state and the community in social development is fraught with difficulties (the authors acknowledge this problem) as definitions or conceptualisations of 'social development' tend to vary. Similarly, 'community participation' tends to be a complex process with varying interpretations based on different ideological beliefs, political realities and administrative and organisation contexts.

There are several pertinent questions raised by the authors in their study of the relationship between the state and the community in third world countries, such as: What is the appropriate role of the state in community participation?

Does state sponsorship of community participation stifle initiative and weaken local self reliance? What are the present day government attitudes towards community participation? What is the nature of state sponsorship and support for community programmes? Are there effective alternatives to state involvement in community participation? And finally, could ways be found to harmonise state and community relations in social development efforts?

Based on the application of community participation concepts and approaches to varying social development sectors, the authors seek to assess whether state and community involvement in social development could be shared and harmonious or whether the two approaches are antithetical. Among the major social sectors reviewed are health, education, housing, rural development and social services.

It is refreshing to note that at the very outset the authors make clear their position or bias. They are all (as they claim) 'engaged in the promotion of a statist approach to social development' which favours more centralised planning and direct governmental intervention in social development. Despite this orientation, they seem to be critical of 'excessive bureaucratisation and professionalisation' of state services and share in the conviction that community participation needs to be fostered more effectively. In the last analysis, the reader is the best judge of how far the authors succeed in examining critically the statist approach they favour in relation to the alternate approaches that are explored in the book.

Part I of the book (Chapter 1) provides a brief, helpful, historical background to the emergence of community participation theory and practice, as well as the different movements and ideologies. The key question that emerges from this discussion in a historical perspective is whether a balance could be found between state and community provisions in social development. In Part II of the book, each of the chapters (Chapters 2-6) examines the major social services, the nature and extent of social need and the extent to which the state is successful in efforts to meet them. Additionally, the community participation alternative is examined critically with reference to selected case studies. The case studies, however, are not designed to test hypotheses about state involvement but are intended to simply illustrate the arguments. The authors acknowledge the fact that an empirical examination of this issue cannot rely on a few case studies. They also agree that often community participation projects that are written up and published are the successful ones that report largely the positive aspects of such participation.

Given the limitations of the study, that the authors acknowledge, there is the struggle as to what valid generalisations or conclusions are possible? Reference should be made here to a helpful typology identified by the authors in the effort to classify and analyse the ways governments react towards community participation efforts in third world countries. They refer to four hypothetical responses of the state to community participation as follows: the

'anti-participatory mode', the 'participatory mode', the 'manipulative mode', and the 'incremental mode'. They rightly point out that these are ideal responses that may not fit the real world and that there are combinations of these ideal responses that are possible.

In their effort to examine the role of the state and its attitude toward community participation in the major fields of social development, the authors draw on current literature, as well as their own knowledge and experience. Clearly the authors acknowledge the limitations of the study and do not pretend to arrive at any final conclusions. At best they point to general trends and patterns in state responses to community participation in social development which could be the basis for further research. Perhaps further research could focus on the role of dynamic social movements in influencing the state attitude and role in being responsible to community participation. The authors do not see present day government responses to community participation as anti-participatory in nature. However, they also do not see state responses to community participation as falling into the participatory mode, as specified in their typology. While there is evidence of government encouragement for community participation through, for example, financial and staff support, often it is conditional and falls short of the ideals of democratic sharing and self determination. Despite the limitations of the study and the fact that the authors are not in a position to arrive at anything conclusive, the book covers new ground in the questions raised and the discussions of key issues and will be of interest to scholars and educators in the social sciences, social work, social policy and development studies.

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**Manufacturing in the Backyard: Case Studies on Accumulation and Employment in Small-scale Brazilian Industry**, Hubert Schmitz, Frances Pinter (Publishers) Ltd, London, 1982 (pp 232, no price given).

Book titles can serve either to seduce or to lose their potential readership. In the case in question, the author exploits current imagery to his advantage with the result that more readers than would normally be interested in this somewhat specialised area will peruse this book. Whether they will read the full text is open to question.

The author adopts an innovative, case-study approach to venture into the popular area of debate centering around the potential for expansion of small scale manufacturing industries in underdeveloped economies. Rather than engaging in the somewhat academic luxury of debating the heuristic value of the informal sector concept, Schmitz argues convincingly for the value of branch-specific case studies which span the formal/informal divide. He claims that they serve to supplement rather than replace the more popularised cross-