

Manpower Perspective of Colombia. By DIETER K. ZSCHOCK. Princeton, 1967. Princeton University. Industrial Relations Section. Tables. Notes. Appendices. Bibliography. Pp. x, 151. Paper. \$3.00.

Dieter K. Zschock's monograph on the aggregate characteristics of the Colombian labor market is a useful discussion of what is likely to be the most troublesome politico-economic problem in Latin America over the next decade—unemployment. His main thesis, that the rate of growth of the Colombian labor force exceeds the rate of growth of employment by a very wide margin, is amply documented, but the study would have been more complete if he had considered the results of the unemployment surveys carried out by various universities in Colombia.

The author's message is important; still, I find it difficult to be enthusiastic about this work. My objections are twofold. First, the author does not make any serious effort to verify his contention that inadequate educational attainments by the labor force are a major effective restraint on increasing the current rate of economic growth. This proposition cannot be treated as self-evident. To be sure, the Colombian educational system has serious deficiencies and could not, for example, train a labor force adequate to double the present rate of growth and maintain the new rate indefinitely. Nevertheless, it is far from clear that skill shortages are a fundamental barrier to the achievement of growth targets compatible with Colombia's limited access to foreign exchange.

A second objection is that certain of the author's policy conclusions strike me as being inconsistent with various generally accepted findings of development economists. For example, the recommendation that "the developmental gap between the high-productivity and low-productivity components of the economy should be reduced through a proportional redistribution of investment allocations from the former to the latter" directly contradicts the prevalent belief that investment opportunities in the craft or low-productivity sectors are usually very limited and that economic development is associated with the gradually declining importance of the craft sector. The author concludes that one of the most important inducements for employers to hire more workers would be a rapid expansion and improvement of educational preparation and vocational training. This is similarly problematical. There is no necessary connection between the aggregate demand for labor and the quality of the labor force. A

highly trained labor force may very well induce employers to choose a less labor-intensive technology.

The Rand Corporation

ROBERT L. SLIGHTON

The Government Executive of Modern Peru. By JACK W. HOPKINS. Gainesville, 1967. University of Florida Press. Latin American Monographs. Tables. Notes. Index. Pp. x, 141. Paper. \$3.75.

This excellent short monograph on the higher civil servants in Peru does not pretend to offer a general description of the country's overall political process, though it does present some intriguing hints about the intrusion of traditional-transitional politics into formal attempts to "rationalize" the administrative system. *The Government Executive of Modern Peru* is a product of a United States AID contract with the Institute of Public Administration, under which Hopkins spent 1964-1965 in Lima as a participant observer of the Peruvian bureaucracy, working out the Oficina Nacional de Racionalización y Capacitación de la Administración Pública.

Using his governmental connection, the author attempted to study the upper echelons of the career public service somewhat along the conceptual lines of W. Lloyd Warner's *The American Federal Executive*. By means of questionnaires, followed by unstructured oral interviews with a sample of those who responded, he sought information concerning the background, education, family connections, recruitment, career patterns, job expectations, and self-images of top bureaucrats in Peru's ministries and independent public sub-sector organizations (government corporations). The resulting monograph is interesting and valuable, both for the substantive content of the findings and for the description of the problems encountered in trying to carry on such a project in a country like Peru.

Jack W. Hopkins demonstrates empirically several aspects of the public service in Peru and some other parts of Latin America which already were well known in a general sense and suggests some new factors for consideration. Despite his repeated allegation that other studies of Latin America's bureaucracies are basically "impressionistic," a number of able local and foreign observers have described the elite nature of the upper civil service, its tendency toward paternalism, the problem of unwillingness to innovate, formalism, and the like. Hopkins' findings usefully document these observations, but they are not unique.

The study raises a number of significant points which have not been stressed before. The sense of program continuity often cited by