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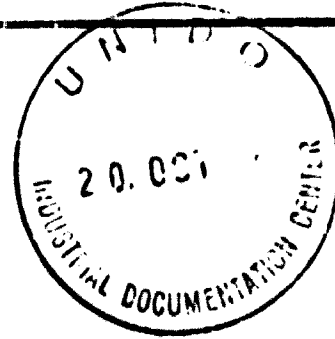
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Cap. 1



ORGANIZATION AND ADMINISTRATION OF INDUSTRIAL SERVICES
IN
TRINIDAD-TOBAGO

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Capital Formation

21. The private sector has tended to contribute somewhat in the neighbourhood of 80 per cent of gross capital formation annually, and the public sector the remainder. The annual average contribution of the private and the public sector for the four years 1958 to 1962 was \$212 million and \$48 million or 81.5 per cent and 18.5 per cent respectively. Projected comparable figures during the period 1963 to 1968 are \$275 million and \$55 million (or 83.3 per cent and 16.7 per cent) respectively.

22. It is estimated that total public sector development expenditure (as distinguished from capital formation) will amount to \$570 million between the years 1958 and 1968 inclusive. Approximately \$320 million of this expenditure is expected to take place during the period of the Second Five-Year Plan 1964-1968 and to be distributed as follows [41] :

	<u>Million</u> <u>\$</u>	<u>% of total</u> <u>outlay</u>
Electricity, transport and communication, drainage and reclamation facilities	131	40.9
Assistance to agriculture, forestry and fisheries	61	19.0
Housing	39	12.2
Health, water and sewage facilities	32	10.0
Education and Training	20	6.3
<u>Assistance to manufacturing industries and tourism</u>	19	6.0
Public Buildings & Protective Services	8	2.5
Local Government	5	1.5
Special Works programme & other Development	5	1.5

23. In the private sector the leading role in capital formation over the decade of the fifties has been played by the oil industry. For the years 1958 to 1961, yearly private capital formation, and the contribution to it by the oil industry, both in absolute and relative terms, were as follows [14] :

	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
Whole Private Sector (million \$)	162.4	200.8	231.3	211.2
By the Oil Industry (million \$)	71.7	102.6	101.7	85.8
By the Oil Industry (per cent)	44.2	51.1	44.0	40.6

24. As shown by these statistics, capital expenditure by the Oil Industry, which in this case includes expenditure on oil well drilling, has accounted for 40 per cent or over of total private capital formation for the past several years, indeed throughout the decade of the fifties [1]. Experience in the first half of the sixties suggests that this trend has continued, perhaps been accentuated [3].

Local versus Foreign Capital

25. Reliable statistics are lacking to indicate the proportions of annual capital investment derived from local (indigenous) sources and those from foreign sources. The current Second Five-Year Plan 1964-1968 states that "at present (ca.1963) only about 40 per cent of the average total of gross private capital investment is derived from local sources; the rest comes from abroad." [1/4] The proportion of 40 per cent attributed to local sources seems rather high. In an official Country Report issued in 1966, the Government observed as follows on this subject [13/18]:

At the end of 1959, local sources of capital had provided \$10.1 million in these establishments, accounting for 17% of total capital used. But despite an absolute increase of \$1.2 million, this proportion represented a relative decline from the 18% in 1958. On the other hand, foreign capital increased by \$10.8 million during the same period, having accounted for \$39.7 million or 82% of the total in 1958, and \$50.5 million or 83% in 1959.

26. While during the years intervening between 1959 and 1963 both sources have continued to add to the stock of investment capital in the country (resulting most probably in a shift in relative positions) there appears to be no firm statistics to indicate that the rate of increase of investment from local funds was so high relative to that from foreign sources as to push up the proportion of locally-generated investment from 17 per cent in 1959 to 40 per cent in 1963. In fact, the shift in relative positions between 1958 and

1959 was in favour of foreign capital, which moved up from 82 per cent to 83 per cent. Since the survey on which these figures have been based "was confined to a select group of pioneer industries (52 in number", allowance should be made for possible deviation of this sample from the true picture of the manufacturing sector as a whole.

27. Furthermore, in the light of recent expansion in the petro-chemical and fertilizer industries, and considering government's understandable desire to encourage particularly those enterprises with already established international markets or those capable of establishing such markets (which normally means foreign-based enterprises), it is fair to surmise that the present proportion of capital investment in the country owned and/or controlled from abroad is even higher. In this regard, it is perhaps significant that "of an estimated total of \$129.4 million of company profits in 1964, which were chargeable to tax, only \$20.6 million or roughly 17 per cent, was earned by local companies. No less than 83 per cent of company profits chargeable to tax was earned by foreign companies" [4/6].

The Industrial Sector

28. A survey carried out by the Central Statistical Office in 1957 showed that in that year there were 575 industrial establishments engaging five or more persons each [31]. Industrial establishments were defined as comprising those engaged in:

- Mining and Quarrying;
- Manufacturing;
- Construction;
- Generation and Distribution of Electricity, or
- Winning and Distribution of Water.

29. These industries employed a total of 53,170 persons and produced a total net output of \$292 million. (The net national product at factor cost for that year was \$501.9 million.) The relative contribution of this sector to GDP for that year was 54 per cent, as compared to 23 per cent from Distribution and Services and 15 per cent from Agriculture.

30. The latest similar figures (provisional) available at the time of the survey relate to the year 1962. Of the GDP at factor cost for that year totalling \$1,005.7 million, some \$478.9 million, or 47.6 per cent, was contributed by the industrial sector.

31. Mining and refining of oil accounts for much of the value of the output of the industrial sector, though asphalt mining is not insignificant. Thus these three activities accounted for \$291.5 million (61 per cent) of the \$478.9 million contributed by the industrial sector in 1962. But the extent to which the entire economy is dependent on oil is perhaps best illustrated by the fact that exports of crude petroleum and petroleum products in 1959 made up 81.1 per cent of the country's total exports and imports of crude oil for the same year accounted for 32 per cent of total imports - the largest single item of imports [6/7,8].

Manufacturing

32. The relative contributions of the Manufacturing Sector to GDP for the years 1958 to 1961 at constant 1960 factor cost were as follows [13]:

	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
GDP (million \$)	722.1	777.4	865.9	937.2
Manufacturing (million \$)	93.0	100.2	108.2	117.5
Manufacturing (as % of GDP)	12.9	12.9	12.5	12.5

33. Of the 575 establishments in the "industrial" sector in 1957, some 384 or 66 per cent were engaged in manufacturing (more recent such figures are lacking). The 384 establishments were distributed by product group as follows:

Food manufacturing and beverages	.. 106
Furniture, wood and cork products	.. 88
Textiles and Footwear	.. 61
All other manufacturing	.. <u>129</u>
	<u>384</u>

34. A somewhat different breakdown of the Manufacturing Sector has been adopted in a recent report put out by the Government [13]. This shows the Sector as comprising the following sub-divisions:

- (a) Petroleum Refining and Extraction;
- (b) Sugar Refining;
- (c) Other Food Manufacturing;
- (d) Drink and Tobacco;
- (e) Other Manufacturing.

35. Enough has already been said about the petroleum industry.

Concerning the rest of the above sub-divisions the following points are perhaps noteworthy: The sugar industry in 1965 employed 23,000 people in both cultivation and refining operations. Item (c) above includes baking, canning and preparation of confectionery and aerated beverages. The drink and tobacco sub-division accounted for some 2.3% of manufacturing production in 1962.

"Other manufacturing" covers numerous industries sponsored under the Aid to Pioneer Industries Ordinance (See para. 90.)

Tourism

36. Tourism plays a very important part in the country's economy, as indeed in the economies of the other islands in the region. Apart from yielding substantial amounts of foreign exchange each year, it is seen as a promotional outlet in the country's industrialization drive. As one official pointed out, "A visitor who comes in as a tourist today may return as an investor tomorrow if he is pleased with what he has seen and with the prospects of profitable investment."

37. From 1958 to 1962 the Government allocated an average of \$351,853 annually for expenditure on the tourist industry. The Tourist Board (see paras. 123-126) spent an average of \$172,709 or 49 per cent of this annual allocation on advertising, publicity, promotion and representation abroad. In the same period an average of 140,000 tourists visited the country annually. According to figures released by the Board, "in 1962 the total expenditure by tourists was \$19.3 million" almost equal to the 1961 combined export value (\$19.7 million) of nine of the country's traditional exports, beside oil and sugar. Thus, in the Board's opinion, the tourist industry "ranks as the country's third largest single industry in terms of export trade" [9]. The sur

of \$200,000 has been provided in the Development Plan for capital expenditure in the tourist industry for the period 1964-1968 [41/10].

Summary

38. The following characteristics of the economy may be summarized in conclusion:

- The rate of unemployment and under-employment is still high though perhaps somewhat improved over the 1960 situation.
- The economy stands almost entirely on one pedestal -- oil -- which can only diminish with exploitation and may eventually run out. The need for broadening the economic base is fully appreciated by the Government.
- The domestic market is too small to support the major industries on which dynamic growth largely depends; so is the natural resource base. Thus the country's economic survival is inseparably bound to external markets.
- Absentee (foreign) capital occupies a predominating position in the country's economic life.
- Local entrepreneurship is still at a comparatively low level. Small enterprises face serious and sometimes crippling competition from the major companies in the factor and commodity markets.
- From the point of view of tourism, the country's location at the southern periphery of the Caribbean group of islands and off the main ocean routes between Europe and North America is a comparative disadvantage with respect to its major tourist competitors in the area. In other respects, this location is an asset.
- In spite of the above adverse characteristics, there are elements conducive to economic growth. Among these are economic and political stability and a substantial labour supply.

II.

INDUSTRIAL DEVELOPMENT POLICIES, AIMS & OBJECTIVES

39. As pointed out earlier, the Government fully appreciates that an economy based on one commodity -- and a depleting one at that -- is ill-equipped to insulate itself against the vicissitudes of that commodity, and realizes that such a situation offers a precarious long-range future at best. The obvious course of action, and one which the Government has decided to embark upon as a matter of policy, is to diversify the economy by expanding the non-petroleum sectors. Since agriculture and presently-known mineral resources beside oil and asphalt do not offer much scope for expansion, the logical focus of the diversification programme is the manufacturing sector.

40. This is a key objective of the current Second Five-Year Development Plan. According to the Plan, its three principal objectives are:

- (a) to change the structure of the economy, so that the existing over-dependence on a single industry--petroleum--would be reduced. If this is to be achieved, then the other sectors of the economy--e.g. Manufacturing and Agriculture--must expand much more rapidly than the petroleum industry;
- (b) to achieve a satisfactory rate of growth of per capital product and income;
- (c) to provide productive employment for the increasing labour force.

41. Three other objectives are mentioned in the Plan. One relates to the maintenance of a favourable investment climate by maintaining a favourable balance of payments position and a sound monetary system. The second is to foster industrial peace between labour and management, and the third is to seek and acquire more and more foreign markets for the country's hopefully expanding industrial output.

The Public Sector

42. So far as the public sector is concerned, the policy, again quoting from the Plan, aims at:-

- (a) providing for the expansion in the infra-structure necessary for continued economic growth; and
- (b) expanding social overhead facilities on a scale sufficient to provide for the rapidly increasing population. (See para. 21 above.)

The Private Sector

43. Since manufacturing is carried out virtually exclusively by the private sector, the Plan outlines a number of policies and policy measures designed to stimulate vigorous expansion in that sector and to bring about structural shifts in the total economy. The shifts are expected to be reflected in the form of changes in percentage contributions of the various economic sectors to GDP and to capital formation. For example, it is anticipated that the contribution of the petroleum industry to GDP will drop from 28.8 per cent in 1962 to 25.5 per cent by 1968 while that of the manufacturing sector (including sugar refining) will rise from 13.1 per cent in 1962 to 15.1 per cent by 1968. Also, a slight decline in the relative position of agriculture, and no change in that of contract construction, are envisaged.

44. Similarly, between the two years, the proportion of capital formation originating from the petroleum industry is expected to drop from 36 per cent to 26 per cent and that from the manufacturing sector to increase from 8.9 per cent to 15 per cent [17].

45. Other objectives, policies and policy measures affecting the private sector include the following:

- (a) A reduction in present consumption (consequently an increase in present saving) in order to increase the percentage of national income available for investment. Particularly, the consumption of luxury imports is to be discouraged (presumably through higher import duties and/or quantitative restrictions).
- (b) Maximum mobilization of domestic savings and other resources and influencing their investment in outlets considered most conducive to dynamic long-range development. Since past traditional domestic attitudes have tended to exhibit a rather high disposition towards investment in commerce and real estate, this means influencing these attitudes towards a preference for investment in manufacturing industry. To facilitate the resource mobilization objective, it is proposed to establish and

develop a local capital and money market. The newly created Central Bank and a proposed Development Finance Corporation are expected to provide leadership in this field.

- (c) Greater participation by the indigenous population in manufacturing activity in comparison with foreign entrepreneurship in the country.
- (d) Growing tariff protection for local industries. (The Companies Ordinance of 1950 is to be revised so as to offer greater protection for investors in local companies).
- (e) Financial incentives to qualifying industries in the form of income-tax holidays, accelerated depreciation allowances, duty-free importation of machinery and equipment, etc.

45. It is the above principal objectives and policies, coupled with several more detailed and specific measures, that are expected to make possible a growth rate of the non-petroleum sector of our manufacturing industries excluding sugar refining of 8.7 per cent per annum." [1].

PART TWO

INDUSTRIAL SERVICES AND SUPPORTING INSTITUTIONS

III.

THE PLANNING MECHANISM

47. Trinidad-Tobago has had two development "Plans," including the one currently being implemented. The first one, the "Five Year Development Programme 1958-1962" was essentially a programme of government expenditure designed to expand and improve the economic infra-structure and enlarge health, education, housing and other social services. The mechanism used in drawing up the first "Plan" is of little interest in the present exercise since the then prevailing circumstances (chief among which was the country's colonial status) have changed and are therefore of little future significance. Of much more relevance to future development activity is the organizational mechanism employed in the drafting of the first post-independence Plan, the "Second Five-Year Plan 1964-1968."

The National Planning Commission (NPC)

48. The substantive planning organ in the country is the National Planning Commission created by the Government on 3rd January 1963, and charged with responsibility "for the formulation of long-term, medium-term and annual plans for the improvement and expansion of the country's material resources, for the fullest development and utilization of its human resources, and for the economic and social betterment of its people."

Its Composition

49. The Commission is composed of

- The Prime Minister -- as Chairman;
- The Minister of Finance -- as Deputy Chairman;
- The Minister or Ministers responsible for Agriculture,
Industry and Petroleum;
- The Minister of Labour;
- The Director of Statistical Service;
- A Representative of the (then proposed) Central Bank;
- The Permanent Secretary to the Prime Minister and
Secretary to the Cabinet;

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The General Manager, Industrial Development Corporation;
The Head of the Economic Planning Division, Office of the
Prime Minister -- as Secretary/Member.

The Secretariat of the Commission is the Economic Planning Division, Office of the Prime Minister. All Ministries of Government and Statutory Boards are required to assist the commission by providing it with information needed to carry out its duties.

50. The Government White Paper which served as the enabling instrument of the Commission requires the Commission, working in consultation with the Ministries of Government and Statutory Boards and, where necessary, with the private sector of the economy, to:

- (a) assess the human and material resources of the country;
- (b) set up mutually consistent quantitative targets in both the economic and social fields and propose, where necessary, measures to achieve such targets.

51. The Commission is further required to:

- (a) review all public sector projects from their inception to their completion through a system of project reports drawn up along such lines as shall be established by the Commission;
- (b) undertake on a continuing basis the evaluation of the economic and social progress of the country.

52. Also, any development plan involving land use or physical planning (such as one emanating from the provisions of the Town and Country Planning Ordinance) must be approved by the Commission before being submitted to Parliament.

53. Finally, the Commission is expected to advise the Cabinet on such matters relating to national planning and plan implementation as the Cabinet may refer to it from time to time.

Planning Procedure

54. The Second Five-Year Development Plan 1964-1968 was drafted in 1962/63 and was followed by extensive dialogue on its contents among the major

segments of the public and private sectors. The Economic Planning Division of the Office of the Prime Minister (being the Secretariat of the Planning Commission), in consultation with the Ministry of Finance, Ministry of Industry and Commerce and the Industrial Development Corporation, sketched the Plan's basic policies -- fiscal, monetary, commercial, etc. -- and its macro-economic targets.

55. In the planning process, the Planning Division played a principally co-ordinating role. Initial plan proposals were submitted to the Division by individual Ministries. These were scrutinized by the Division for consistency with overall development policies and objectives before being incorporated in the draft. The tentative draft was submitted to the National Planning Commission. This was followed by a series of some 20 NPC meetings in the first half of 1963 to study and effect changes and modifications in the draft.

56. Various organizations and vested interest groups submitted a total of 143 memoranda to the NPC on the revised draft. The Prime Minister called a meeting of various interested groups and individuals at which views were expressed on it. Following that, a final round of meetings was held by the NPC to re-work the draft in the light of the views and opinions expressed.

57. The final draft was submitted to the Cabinet which approved and sent it to Parliament. After a series of modifications [41], it received Parliamentary approval in November, 1963, in the form of a Parliamentary Resolution, thereby becoming an official, if not a legal, instrument.

58. Similarly, neither the NPC nor its Secretariat (the Economic Planning Division of the Office of the Prime Minister) is a legal entity, both being created for administrative and operational convenience under the powers of the Prime Minister or the Cabinet.

59. The Plan sets forth the broad intentions of the people of the country, through their Government, in the field of economic and social development over a specified number of years. It is made effective and elaborated upon by the Annual Budget, which is a legal instrument. Budget formulation is the responsibility of the Minister of Finance who is responsible for government revenue and

expenditure. The Economic Planning Division is, however, responsible for drawing up the Capital Expenditure item of the Budget based on available and/or expected financial resources.

Staff of the Economic Planning Division

60. The Division is headed by a Senior Economist with a staff of seven other economists, two research officers and an administrative officer. Secretarial and other personnel brings the total staff strength to about twenty-four.

Other Functions of the Division

61. The Division offers advisory opinion on request to the Prime Minister's Office on specific topics referred to it for the purpose.

62. Every executive ministry, as well as the Industrial Development Corporation, submits a monthly progress report to the Division on the basis of which the Division prepares and submits to the NPC an annual progress report on the execution of the Plan. With regard to inspection of specific projects, the Division has in the past attempted to do this with its own staff but this role proved ineffective and was discontinued due to lack of technical personnel on its staff. Efforts, it is said, are being made to recruit more such personnel.

National Economic Advisory Council (NEAC)

63. This is the agency through which the private sector is given an opportunity to participate in the formulation of the development plan. It consists of 12 members drawn from the following organizations:

5 from the Business Advisory Council;

5 from the Labour Advisory Council;

2 selected by the Government from such other organizations as the Credit Unions, Agricultural Societies, Friendly Societies, etc.

64. The draft Plan was submitted to the NEAC for comments and views before its final revision by the NPC. The views of the NEAC are also sought on other matters of major economic importance.

65. The Business Advisory Council is a standing Body consisting of 15 representatives of commercial, agricultural and manufacturing groups. Similarly, the Labour Advisory Council consists of 15 trade unionists. These two councils were set up to "advise the Government generally on all matters affecting the economic development of the country". They are reported, however, not to have functioned well.

Plan Implementation

66. Individual ministries are responsible for implementing their segments of the public sector portion of the Plan while some, like the Ministry of Industry and Commerce and certain Statutory Bodies like the IDC, have certain responsibilities designed to assist and encourage the private sector along lines charted in the Plan.

67. The Economic Planning Division attempts to evaluate periodically the progress being made in the implementation of the Plan and to identify causes of, and suggest remedies for, possible failures to achieve phased Plan targets.

Possible Improvements in the Planning Machinery

68. The following excerpt from the Second Five-Year Plan reflects the Government's appraisal of the planning machinery as it obtained at the time of the drawing up of the Plan and the steps proposed for effecting improvements in that machinery [1/20, 21]:-

- It is clear that there is room for improvement in the Governmental machinery for planning. Since the same factors which make for good planning also make for good administration, many of the proposals directly involve the improvement of the administrative machinery.

- The principal requirements for improving the planning and administrative machinery of Government are as follows:

- (i) Fuller participation of Ministries in the planning process;
- (ii) A clearer definition of functions as between the various parts of the administrative machinery;
- (iii) Sound project planning with a view to better control of expenditure;

- (iv) Overcoming shortages of trained technical staff, especially engineers, and the dissemination of administrative skills among non-technical officers.

- It is proposed to meet the deficiencies which now exist in the following ways:

- (i) The designation within each Ministry and Statutory Board of Planning Officers and Planning Committees whose functions it would be to formulate and oversee the execution of Plans relating to the particular Ministry or Statutory Board;
- (ii) A clearer definition of functions;
- (iii) The institution of sound project planning procedures in Ministries and Agencies carrying out engineering and similar projects through the establishment of Costing and Statistical Sections; through the preparation of Project Reports on all major projects for submission to the National Planning Commission; and through better field supervision of the execution of projects;
- (iv) An intensive programme of In-Service Training for both administrative and technical officers -- particularly with respect to financial control and development planning;
- (v) A better system of progress reporting on Plans and a recasting of annual Departmental and Ministerial Reports to give more emphasis to progress made in meeting the objectives of the Plan;
- (vi) An attempt to meet shortages of technical staff.

- Two particular methods of meeting shortages of trained staff are the use of experts on short-term contracts under various Technical Assistance Programmes and the use of engineering consultants.

IV.

STATISTICS, TESTING & STANDARDISATION,
RESEARCH & DEVELOPMENT

STATISTICS

69. The system of statistical service in Trinidad-Tobago is a centralized one, the responsibility for it being vested in the Director of Statistical Service as head of the Central Statistical Office (CSO). The CSO was inaugurated in 1949 and now operates under the Statistics Ordinance, Chapter 42 No. 11 of 22 May 1952. The Ordinance confers on the Statistician (now Director of Statistical Service) powers to collect a wide variety of statistical information, and places on him certain restrictions governing the use and/or disclosure of such information.

Duties of the Central Statistical Office

70. According to the Ordinance, the duties of the Statistician are:

- (a) to take any census in the Colony;
- (b) to collect, compile, analyse, abstract and publish statistical information relation to the commercial, industrial, agricultural, mining, economic, social and general activities and conditions of the people of the Colony;
- (c) to collaborate with other Government Departments in the collection, compilation, analysis and publication of statistical records of administration;
- (d) generally to organize a co-ordinated scheme of economic and social statistics relating to the Colony, in accordance with the provisions of this Ordinance.

71. As can be seen, the Ordinance was enacted when the country was still a colonial territory. Following some constitutional changes and the introduction of a ministerial system of government it became necessary to assign responsibility for the CSO to an appropriate ministry. On the recommendation of a report issued in 1959 (the Lee Report), the CSO was made a Division of the Prime Minister's Office and came under the administrative control of the Permanent Secretary to the Prime Minister. In recent years, it seems dissatisfaction has been felt in certain ministries of government with this administrative set-up. The main cause

of concern, according to a Note [80] prepared at the request of the Prime Minister by the Director of Statistical Service in 1965 for Cabinet consideration, is that "the Central Statistical Office is considered by most persons, especially in other Ministries, as being concerned primarily with the statistical need of the Prime Minister's Office and it is therefore felt that other Ministries neither have responsibility for nor control over the statistics they require. Officers in some Ministries have, for these reasons, felt that ... that statistical service should be decentralized."

72. Decentralization is not, however, seen as a satisfactory solution to the problem. Instead, the Note has recommended a number of changes in the administrative status of the CSO. One of these, perhaps the most significant, is that the CSO be constituted independently of the Prime Minister's or any other Ministerial Office so that it can function as "a completely impartial, fact-finding body, divorced from the policymaking and administrative aims of Government." Under this proposal, the CSO, though no longer a Division of the Prime Minister's Office, will continue to be the responsibility of the Prime Minister, as Head of the Government, in budgetary matters and parliamentary accountability. The significant administrative difference is that the Director of Statistical Service, instead of being subservient to the Permanent Secretary to the Prime Minister will himself assume the rank of Permanent Secretary for Statistical Service responsible directly to the Prime Minister.

73. The other proposals which, along with the one just described, have been accepted by the Government and are being implemented, include the following:

- (a) the present integrated or centralized system of statistical service will be continued;
- (b) the CSO should assist all government agencies in statistical work by providing professional advice to all Ministries and Agencies carrying put small-scale statistical operations on their own;
- (c) A Statistics Priorities Committee is to be established under the Chairmanship of the Director of Statistical Service to set up on

a yearly basis priorities of statistical work programmes for the CSO and interested Ministries and Agencies. The proposed membership of the Committee will include the Permanent Secretary of the Ministry of Finance or his representative as Vice Chairman, the Head of the Economic Planning Division, the Permanent Secretary of the Ministry of Health and Housing or his representative, the Permanent Secretary of the Ministry of Agriculture, Industry and Commerce, or his representative, and the Permanent Secretary of the Ministry of Mines.

- (d) Another Committee, the Committee on Financial Statistics, is to be set up also under the Chairmanship of the Director of Statistical Service and including a representative of the Central Bank as Vice-Chairman, the Head of the Economic Planning Division and an Economist from the Ministry of Finance. The duty of this Committee will be to ensure "that adequate financial statistics of all types are regularly collected, compiled, analyzed, and brought to the attention of Government administrators and policy makers with a view to ensuring their utilization in policy making."
- (e) The Statistics Training and Research Unit should be expanded and the Government Actuary from the Ministry of Finance should be made special adviser to the Director of Statistical Service on this scheme.

Staff of the Central Statistical Office

74. The CSO is faced with an acute staff shortage. Of 36 established professional and technical posts in mid-1966, only 19 (or just over a half) were filled. The professional and technical staff strength at that time consisted of 1 Director of Statistical Service, 1 Senior Economist, 1 Senior Statistician, 4 Statisticians, 1 Chief Census and Survey Officer, 2 Statistical Survey Officers, 2 Principal Statistical Officers and 7 Punch Card Verifier Operators. The following positions were described as vacant:

- 1 Manager (Systems and Programming)
- 2 Systems Analysts
- 1 Manager (Operations)
- 2 Senior Programmers
- 4 Programmers
- 2 Senior Computer Operators
- 2 Peripheral Equipment Operators.

75. While expansion is partly responsible for the critical staff situation, the principal reason is that most of the qualified personnel who have been trained in overseas universities or other institutions under Government fellowships with a view to serving with the CSO have been transferred to other Government Ministries [82]. Those in the intermediate category have received no formal training in statistics and, though often called upon to assume higher responsibilities, are classified as "clerical" workers and cannot be promoted to the technical or professional levels. Promotion for them is often accompanied by a transfer out of the CSO. To remedy this particular situation a training programme has been instituted to enable these officers to qualify for promotion to technical positions within the CSO.

Training Within the CSO

76. Since 1964, special efforts have been made, with assistance from the United Nations, to provide training courses for the benefit of the staff of the CSO and other statistical agencies both in Trinidad-Tobago and in some of the other islands of the region. Special workshops, each lasting approximately 3-4 months, have been organized for staff in the Senior Clerical Officer and Clerical Officer Grade I categories designed to enable them to assume responsibilities as Heads of Sections. Instructors for these courses are normally drawn from the professional and technical staff of the CSO, from the faculty of the University, from government departments and ministries and from international organizations and foreign countries.

77. Clerical staff who successfully complete the training programme and meet other departmental requirements may be promoted to Statistical Officer positions, which are technical.

Organization of the CSO

78. Because of the critical staff situation, the CSO has found it necessary to adopt a flexible internal organizational structure which permits the few persons in top positions to make their services available wherever they are needed regardless of inter-divisional boundaries. The structure itself is continually amended to accommodate changing situations. One such "amendment" was pending at the time of the survey. An up-to-date structure cannot, therefore, be presented. But a listing of the activities of the Office will help to indicate the directions in which the staff resources of the Office are utilized.

Activities of the CSO

79. In the field of industrial development the following compilations of the Office are of special interest:

- (a) Surveys of Industrial and Distributive Establishments. Field operations for these surveys were completed in 1965;
- (b) Quarterly surveys of wages and employment;
- (c) Current Returns on Production of selected industrial commodities;
- (d) Index of Industrial Production.

80. Otherwise, the CSO collects and compiles vital statistics as well as statistics on population, agriculture, trade, national income and finance.

81. A proposal has been under consideration for some time now to set up an Electronic Computer Data Processing Centre which will eventually take over all the data processing work of the CSO and provide a similar service to some of the other Departments and Ministries of Government. At present, the CSO has an Electronic Computer Unit which is being used in the processing of population census data. The services of two United Nations short-term experts have been made available to the CSO in connexion with this scheme.

ORGANIZATION AND ADMINISTRATION OF INDUSTRIAL
SERVICES IN TRINIDAD-TOBAGO*

Introduction

1. In 1965 the United Nations Centre for Industrial Development undertook a programme of surveys of the organization and administration of industrial services in selected developing countries. The programme is being continued in 1966, and will, when completed, have covered some 31 countries in Africa, Asia, the Far East, the Middle East, Latin America and the Caribbean. This report on Trinidad-Tobago is one of several country reports issued in respect of the countries surveyed.

2. The purposes of the survey programme, as explained in a background document (E/C.5/110) submitted to the Committee for Industrial Development at its Sixth Session in May 1966, are to:

- (a) find out the types and frequency of occurrence of various industrial institutions in developing countries in order that future programmes of technical assistance in this field may be framed more realistically;
- (b) determine, with respect to existing institutional patterns, the basic similarities and dissimilarities with a view to identifying any significant trends;
- (c) evaluate the relative effectiveness of alternative patterns of organization in promoting industrial development;
- (d) provide a body of factual information which may be utilized as background material at an Inter-regional Seminar on Industrial Institutions in Developing Countries to be convened in 1967 to study the subject and formulate action proposals.
- (e) facilitate follow-up and implementation of such proposals.

3. It is hoped, also, that the information assembled in this series of country studies will prove of value not only to national authorities concerned with the planning and execution of industrial development programmes but also

* This survey was undertaken in June, 1966, by Mr. Martyn Eggough, a staff member of the Industrial Institutions Section of UNIDO.

TESTING & STANDARDIZATION

82. There is at present no public agency in Trinidad for setting up and administering industrial standards though the need for establishing one at some future date is receiving some thought in semi-official quarters. Various industries in the country (with the possible exception of the food and drug industries) operate under British or North American standards and specifications.

Chemist and Food & Drugs Division, Ministry of Health

83. The primary duty of this Division is the carrying out of tests on food and drug items, manufactured locally or imported, to ensure their conformity with Government standards under the Food and Drugs Ordinance No. 8 of 1960 and the Food and Drugs Regulations of 1965, or with the appropriate British or North American Standards. The Division also checks weights and measures. While Government Departments receive priority attention, the Division since 1963 has undertaken work from private firms and individuals. Services to private industry include:

- (a) Analytical work - for tracing impurities in common industrial materials and substances;
- (b) Quality control - tests on product samples may be carried out periodically for a manufacturer by arrangement;
- (c) Technical problem-solving -- involving scientific or technological aspects of production processes;
- (d) Information Services -- on such matters as abstracts of foreign patents covering processes and applications of most materials, standards of purity or quality for certain materials, analytical methods and standard test methods, safety precautions, bibliographies, etc. (The Division has a well-stocked technical library.)
- (e) Research on processing and utilization of local raw materials may be undertaken if circumstances permit.

84. The Division points out that "these services are especially meant to be used by firms with no scientifically trained staff, or with limited facilities

for scientific control. A fee appropriate to the work done will be payable at the treasury in accordance with the revised scale of fees which has been published as Government Notice No. 22 ..."

85. The Division's laboratory facilities include those necessary for chemical analysis but not for physical testing. Work of the latter type is referred to the teaching laboratory of the University of the West Indies, St. Augustine Campus, Trinidad.

Staff

86. The Division has a staff of 9 chemists distributed by specialty as follows:

- 2 in industrial problems;
- 3 in food and drug problems, analysis and testing;
- 2 in crime laboratory work and in cases involving poisoning;
- 1 in microbiology and
- 1 in administration.

The size of the staff is considered by the Chemist-in-Charge as adequate to the Division's volume of work.

87. It should be noted that some of the large foreign firms in the country have their own up-to-date research and testing facilities while others depend for much of their research needs on the facilities of their home offices or on outside consultants. The smaller firms are either unaware of or do not appreciate the need for standards.

RESEARCH & DEVELOPMENT

88. There is no public or semi-public industrial research institution in the country. The fact, brought out earlier, that a predominant proportion of industrial investment in the country is carried out by large foreign firms is the most likely reason for the low priority accorded the need for a publicly-sponsored industrial research institute. The majority of these firms have their own facilities either locally or in their home offices for doing their research work. In this way most, but not all, of industry's present research needs are being met.

89. To help meet the rest of the need two initial steps are proposed:

- (a) Expansion of research facilities on industrial problems at the University of the West Indies, Trinidad Branch, leading eventually to the establishment of an Industrial Research Centre "as part of an already operating college of Arts and Science." [13]
- (b) Establishment of a National Scientific Advisory Council "to advise the Prime Minister and the National Planning Commission on all scientific and technological developments of interest to the country..." [13].

V.

INDUSTRIAL PROMOTION

The Legal Framework

90. The Government has enacted a series of legislation aimed at promoting manufacturing industry, the hotel industry and the tourist industry. These laws include the following:-

- (a) Aid to Pioneer Industries Ordinance Ch. 33 No.3;
- (b) Specific legislation in aid of certain major Industries:
 - (i) Cement Industry (Development) Ordinance Ch. 33 No. 17
 - (ii) Petrochemicals Industry Development Act, 1962 (No. 4 of 1962)
 - (iii) Nitrogenous Fertilizer Industry (Development) Ordinance, (No. 3 of 1958)
 - (iv) Lubricating Oils and Greases Industry Development Ordinance, 1961 (No. 44 of 1961).
- (c) Industrial Development Corporation Ordinance (No. 11 of 1958);
- (d) Customs Duties (Dumping and Subsidies) Ordinance (No. 7 of 1958);
- (e) Tourist Board Ordinance, 1957;
- (f) Hotel Development Act 1962 (Act No. 3 of 1963).

Some of the major provisions of these laws are indicated below.

91. The Aid to Pioneer Industries Ordinance sets down conditions whereby an industry or a manufacturer may be designated a pioneer industry or pioneer manufacturer and thus become eligible for the financial benefits indicated below in this paragraph. A "Pioneer Industry" is one declared to be such by the Cabinet and is, generally speaking, an industry which has not hitherto been carried on in the country on a commercial scale, or at all, or any industry for which there is a favourable prospect of development. A "Pioneer Manufacturer" (whether a natural person or a Company) is declared by Order after Cabinet is satisfied that it is in the public interest to so declare it. More than one pioneer manufacturer may, at the Cabinet's discretion, be declared in any one industry [18].

- (a) Income Tax Holiday: Five-Year tax holiday on company profits effective, not from the date of establishment of the business but of the commencement of commercial production or such other day as the Cabinet may specify in lieu thereof. (The present rate of tax on Company profits is 42.5 per cent.) Dividends distributed to members (shareholders) of a Pioneer Company during the tax-free period and for two years thereafter up to the total income of the Company during the tax-free period are also tax-exempt.
- (b) Setting off of Losses Against Subsequent Profits: Losses incurred by a pioneer enterprise during the tax holiday period shall be set off against the enterprise's incomes from subsequent period or periods.
- (c) Duty-Free Imports: Five-Year exemption from customs duty in respect of plant, machinery, tools and appliances, buildings materials and other materials necessary for and used in the construction, alteration and extension of a pioneer factory or for equipping the factory, except articles intended for the purpose of effecting repairs.
- (d) Extension of Benefits: The Cabinet may extend, in suitable cases, from five to a period not exceeding ten years, the time of income tax and customs duty exemption.
- (e) Accelerated Depreciation Allowances: The provisions for accelerated depreciation allowances contained in the Income Tax (In Aid of Industry) Ordinance Ch. 33 No. 2 apply to all pioneer industries as from the end of the tax-free period. Thus capital expenditure is deemed to have been incurred on the first day following the end of the tax exemption period though it is calculated at original cost. The rates of the accelerated depreciation allowances are as follows:-
 - (i) On industrial buildings and structures there is an initial allowance of 10 per cent plus an annual allowance of 2 per cent until the capital expenditure is written off.
 - (ii) On machinery and plant there is an initial allowance of 40 per cent in respect of existing pioneer enterprises (for new ones it has been reduced to 20 per cent) plus the usual annual allowance.
 - (iii) There are also allowances in respect of expenditure on scientific research, patents and workers welfare housing.

92. Legislation in Aid of Certain Major Industries, such as those listed in para. 89 (b) above, is in recognition of the fact that the incentives provided under the Aid to Pioneer Industries Ordinance are inadequate in the case of

major industries requiring heavy capital investments. Therefore, these specific pieces of legislation provide for longer periods (usually ten instead of five years) of income tax and import duty exemption as well as other exemptions pertinent to the particular industry.

93. While on the subject of incentives, it should be added in passing that the Government also adopts a liberal policy with respect to repatriation of capital and profits by foreign investors.

94. The Industrial Development Corporation Ordinance created the IDC to be the focal organization for administering the industrial incentives, to serve as the point of contact between private industry and the Government and, generally to promote the industrial development of the country. (For further discussion on the IDC see paras. 98-123).

95. The purpose of the Customs Duties (Dumping and Subsidies) Ordinance, 1958, is to offer tariff protection to local enterprises against dumping of foreign goods into the country and against the importation of goods produced abroad with a subsidy from a foreign government or other external authority. A good is deemed to be dumped if its export price from the country in which it originated is less than its fair market price in that country.

96. The Tourist Board Ordinance, 1957, established the Trinidad and Tobago Tourist Board one of whose purposes is to develop all aspects of the country's tourist industry and to promote its efficiency. (For further discussion on the Tourist Board, see paras. 124-127).

97. The Hotel Development Act, 1962, provides the following benefits for hotel operators and hotel owners for the purpose of encouraging the development of the hotel industry in the country.

- (a) Tax exemption for a period of up to ten years and in some cases a minimum of five years on the gains or profits accruing to the hotel;
- (b) Accelerated depreciation of certain items of hotel equipment;
- (c) Capital Allowance in respect of approved capital expenditure incurred by the hotel operator or owner;

- (d) Customs duty exemption, or drawback of duty paid, in respect of approved building materials and articles of hotel equipment.

Industrial Development Corporation

98. The IDC started functioning on 26 February 1959. Its Board consists of "not less than five and not more than ten members," (at the time of the survey there were nine members including the Chairman) appointed by Cabinet on the recommendation of the Minister of Industry and Commerce. The professional backgrounds of present Board members are as follows: The Chairman is an ex-Civil Servant with wide financial experience; three members are on the faculty of the University of the West Indies (an economist, a chemical engineer and an electrical engineer); one labour leader, one lawyer, one land surveyor and two practising agriculturalists.

99. The Board meets every two weeks to review the work of the Corporation and take decisions affecting future activities. One of the principal activities at Board meetings is the considering of applications from companies and individuals for benefits under the Aid to Pioneer Industries Ordinance. Applications for benefits are normally submitted in a prescribed form provided by the Corporation and calling for detailed information concerning the business in respect of which the application is being made, such as the nature of product or products to be manufactured, location of the plant, expected production date, amount of capital to be invested, expected annual turn-over, number of persons to be employed, etc.

100. An application is normally evaluated in the first instance by a Staff or Board member of the Corporation who submits it with his recommendation to the Board. When it comes up for Board consideration, the staff or Board member (but not the applicant) is usually present to offer any additional information which the rest of the Board members may require. Since the applicant is normally not present when his application is being considered, the need for such additional information sometimes necessitates deferment of consideration of the application to enable the staff or Board member in charge of the application to obtain the needed information from the applicant.

101. Applications decided upon by the Board are transmitted to the Minister of Industry and Commerce with the Board's recommendation. The Minister, if he disagrees with a recommendation of the Board, may call on the Board Chairman to defend or show justification for the recommendation. This defense also may call for additional information from the applicant and/or from other sources, such as import statistics. Applications approved by the Minister are presented to the Cabinet for consideration and possible approval. Ultimately, only the Cabinet has the power, through the Minister, to confer "pioneer status" with its accompanying benefits on a person, company or industry.

Organization of the Corporation

102. A new organizational set-up (see chart) was being considered in mid-1966 for adoption by the Corporation. Under this, the Board would have the following Standing Committees, with functions as indicated:

(a) Appraisals and Promotions Policy Committee

Membership: Board Members (number to be determined), General Manager or Deputy General Manager, Manager -- Industrial Promotions, Manager -- Industrial Services, Director -- Economic Research and Planning, Member/Secretary.

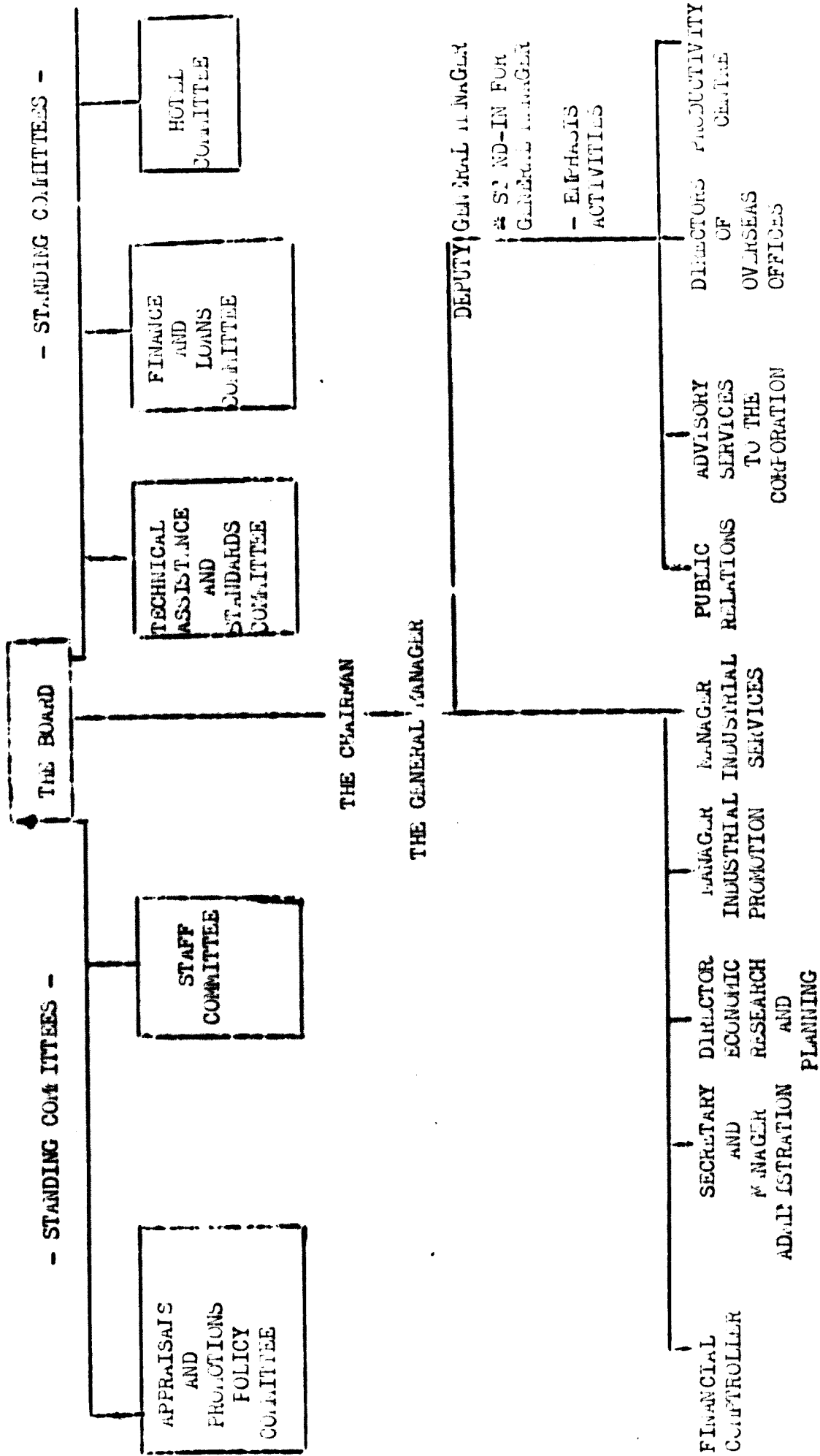
Functions: Review all in-coming applications for pioneer aid or other aid to industry and specify priorities; Determine programme of economic intelligence and research.

(b) Finance & Loans Committee

Membership: Some Board members plus General Manager or Deputy General Manager, Financial Comptroller, Member/Secretary.

Functions: Review at regular intervals Corporation's financial status and make recommendations regarding loans and special projects; Process tenders.

Functional Chart of the Industrial Development Corporation



(c) Hotel Committee

Membership: Some Board members plus General Manager or Deputy General Manager, Manager -- Industrial Promotions, Member/Secretary.

Functions: Provide liaison with the Management of Hotels with which IDC is concerned;
Make recommendations regarding hotel development.
Provide liaison with Tourist Board.

(d) Staff Committee

Membership: Some Board members plus General Manager, Secretary and Manager--Administration, Personnel Officer/Secretary.

Functions: Deal with all staff matters with executive powers as laid down by the Board.

(e) Technical Assistance and Standards Committee

Membership and functions to be defined.

Secretariat and Staff

103. The Secretariat is headed by a General Manager, who, as principal executive officer, is responsible for the day-to-day running of the Corporation's affairs. Though not an ex officio member of the Board, he normally attends Board meetings.

104. At the time of the survey the senior staff position of the Secretariat was as follows:

- 1 General Manager (vacant)
- 1 Deputy General Manager (serving as G.M.)
- 1 Director--North American office
- 1 Financial Comptroller (vacant)
- 1 Manager--Industrial Services
- 1 Manager--Industrial Promotion
- 1 Secretary/Manager--Administration (vacant)
- 1 Acting Secretary/Manager--Administration
- 1 Head--Public Relations (vacant)

to technical co-operation agencies and personnel engaged in this common endeavour.

4. As used in this report and the others in the series, the term "Industrial services" means services which are being, or can be utilized by the industrial sector to promote industrial expansion and growth, e.g. industrial research, industrial standardization, extension services, economic incentives, information and consultation services, etc. The institutions that provide these services are referred to as Industrial Institutions and may be set up by government, by private entities or under a joint arrangement between the two. This report deals with only the governmental (i.e. public) and semi-governmental (or semi-public) institutions; its focus is on the organizational and administrative aspects of the institutions and not on their substantive operations. Moreover, it is not a report on industrial development per se.

5. Public and semi-public institutions which cater to sectors of the economy other than the industrial sector are excluded from consideration. The "industrial sector" includes manufacturing, processing (partial or total), refining, mining and quarrying and small-scale and handicraft production. Also excluded are major infra-structural facilities and services such as highways, bridges, railways, ports, harbours, wharves, airports, etc., as well as such utilities as telecommunications facilities, electricity and water except for incidental references to some of these in the brief review of the economy in Chapter I. It is assumed that these facilities will, of necessity, be provided by or through the stimulus of governments in keeping with the needs of the total economy and the availability of financial and other resources.

6. The services that are considered fall under nine functional classifications, as follows:

- (a) Industrial development policies, aims and objectives;
- (b) Planning;
- (c) Research and Development, Statistics, Testing and Standardization;
- (d) Industrial Promotion;
- (e) Administration of Public Industrial Enterprises;
- (f) Industrial Financing;

1 Temporary Head-Public Relations

Attached to the Economic Research and Planning Section:

3 Economists (2 vacant)

2 Economic Assistants

1 Industrial Chemist (vacant)

Attached to the Financial Comptroller's Section:

1 Engineering Surveyor

2 Draughtsmen (Grades I & II respectively)

1 Property Control Officer

1 Technical Officer Gr. II

1 Clerk of Work

1 Graduate Librarian.

There is a complement of secretarial and other general staff.

105. Under the new organizational set-up, the functions of the General Manager, the Deputy General Manager and the various main Divisions of the Secretariat are as follows:

General Manager

- Policy initiation, interpretation and development
- Co-ordination of activities of the Corporation
- General Supervision, including training, etc.
- Major contacts with Government Ministries and outside parties
- Internal & Public Image of Corporation
- Staff Morale
- Special Projects
- Missions Abroad
- Attendance at Committees, Conferences, etc.
- Other necessary duties.

Deputy General Manager

- Stand-in for General Manager
- Emphasis on activities
- Supervision and control of Overseas Offices
- Advisory Services to the Corporation
- Productivity Centre
- Public Relations

Financial Comptroller's Division

- Accounts & Budgets
- Financial Advice to the Corporation
- General Financing & Financial Promotion
- Property Control
- Industrial Estates

Administration Division

- Legal Responsibilities
- Library Service
- Secretariat Services
- Personnel Responsibilities

Economic Research and Planning Division

- Standards for Manufacturers (not yet operational)
- Project Evaluations & Feasibility Studies
- Liaison with Central Planning Unit
- Protection for Industry
- Statistics and Surveys

Industrial Promotion Division

- Liaison with local industry, Tourist Boards, Chambers of Commerce, etc.
- Fairs and Exhibitions
- Liaison with North American & European Offices and other overseas Centres.

Industrial Services Division

- Licensing, Import Control & Duty Remissions
- Pioneer assistance
- General Industrial Services

Main Areas of Work

106. The work of the IDC falls into six main areas, namely:-

- Aid to Pioneer Industries and Certain Major Industries;
- Industrial Estates;
- Small Scale Industries;
- Productivity and Management Training;
- Hotel Development;
- General Promotion and Publicity.

107. Aid to Pioneer Industries, etc. As stated earlier (see paras. 91, 98-100), the IDC is responsible for considering applications from private enterprises for "pioneer" status under the Aid to Pioneer Industries Ordinance and the special laws for assisting certain major industries. According to figures supplied by the IDC and published by the Central Statistical Office [32], from 1960 to 1965 the IDC dealt with a total of 437 applications from prospective "pioneer manufacturers," of which 153 were approved and 38 were pending at the end of the period. During the same period, it also considered 151 applications in respect of proposed "pioneer manufacturing processes," of which 44 were approved and 12 were pending at the end of the period. As at the end of April 1965, there were in operation 113 Pioneer Industries and 80 non-Pioneer Assisted Industries.

108. Five Industrial Estates are directly administered by the IDC. These are located at O'Meara in Arima, Sea Lots and East Dry River in Port-of-Spain, Plaisance near San Fernando, Point Fortin on the southern coast and Milford near Scarborough in Totago. The last two have not yet been developed. As at the end of December 1964, the Corporation had spent over \$2 million on the development of these estates thus making available 107 fully developed sites for industrial occupancy [5]. A sum of \$1 million has been provided in the 1964-68 Development Plan primarily for continuation of development of the O'Meara and Sea Lots estates [41].

109. Facilities provided at the estates by the Corporation include access roads, side walks, underground drains, fire hydrants, electricity and telephone services, sales depots, show-rooms and, in the case of the larger estates, common maintenance and repair shops.

110. Leases are granted by the IDC for 30 years in the first instance with an option on the part of the lessee for renewal for a further 30-year term at a rent guaranteed not to exceed that paid during the first 30-year term by more than 60 per cent. The annual rent per square foot in the various estates is as follows:

113. The IDC in 1961 established an Industrial Loans Fund with an initial Government contribution of \$480,000 and another contribution in 1962 of \$150,000, making a total of \$630,000. In 1966 the capital of this Fund stood at \$2 million. Loans, normally not in excess of \$250,000 and ranging in maturity from 5 to 10 years, are made out of the Fund to small-scale manufacturers to supplement capital from their own or other private sources. These loans, at interest rates applicable to Government borrowing (currently $6\frac{1}{2}$ per cent), are normally secured by mortgage on land, buildings and fixed plant and machinery and may range in value up to 50 per cent of the market value of such land, buildings or fixed plant and machinery. Only first mortgages are accepted [13].

114. Additionally, the Government has allocated \$200,000 in the 1964-68 Development Plan to be used by the IDC to provide Technical Advisory Services to the small industrialist [41/10].

115. Productivity and Management Training is provided by the Trinidad and Tobago Productivity Centre, a joint Government-ILO project currently under the supervision of the Ministry of Industry and Commerce through the IDC. The Centre which started operating in August, 1965, is expected eventually to absorb the Technical Assistance Division of the IDC.

116. At at 30 June, 1966, only 2 out of 8 established positions for nationals had been filled--those of Director and Industrial Engineering Instructor respectively. On the other hand, 4 of the 5 international (ILO) posts had been filled, namely, those of Chief of Project (5-year term), and Instructors in Industrial Engineering (4 years), Industrial Training (3 years) and Marketing (3 years). Remaining to be filled with one national and one ILO instructor are the 2 posts in Management Accounting.

117. Courses already completed or planned, and normally lasting 3 to 4 weeks, included the following:-

4 in Industrial Engineering (3 in industrial work study and 1 in office study);

4 in Industrial Training including an introductory, an intermediate and an advanced course;

3 main activities in Marketing, namely, Sales Force Development, Top Management Policy versus the Market Place and a 4-day Export Marketing Conference.

118. Management training is now being offered also by the University of the West Indies at its St. Augustine, Trinidad, campus. A post-graduate programme leading to a diploma in Management Studies was instituted in October 1965. Financial support for the Management training programme is from the Trinidad Government, the U.S. Government, the Ford Foundation and a local oil company. Cornell University in Ithaca, New York, is co-operating in the programme by providing teaching and programme assistance. It is expected that a Master's Degree programme in Industrial Management will be introduced as soon as practicable. The University also conducts ad hoc seminars, conferences, etc. in response to the needs of business and government agencies.

119. Hotel Development has been one of IDC's functions from its inception. As in the case of pioneer manufacturing enterprises, the IDC also has the responsibility of considering applications from hotel operators and owners for various financial incentives under the Hotel Development Act, 1962, (see para 96). Thus, for example, the Government, on recommendations from the IDC, has assisted various hotels through import duty remissions totalling \$350,000 from 1962 to 1964.

120. The IDC also operates a Hotel Loans Fund, a function it inherited from the Hotel Development Corporation which it superseded in 1959. At the end of 1964, it had \$1,351,296.98 outstanding on loans to nine hoteliers and was giving consideration to five more applications for loans.

121. Also under IDC responsibility is the Trinidad-Hilton Hotel, a luxury hotel built by Government at a cost of \$13.1 million and managed under special contract by Hilton Hotels International. Two-thirds of the annual gross profits of the hotel accrue to the Government (through IDC) as rental for the building and equipment. In 1964 this amounted to \$352,405.03.

122. A Hotel and Catering School has been operated by the IDC since 1960 to provide basic and advanced training for all types of workers needed in the

hotel industry. In 1964, 79 students of the School received graduation diplomas and 31 were awarded interim certificates.

123. Finally, the IDC carries out General Industrial Promotion and Publicity both at home and through its representatives abroad. Activities encompassed in this heading include trade exhibitions, (such as the "Buy Local" campaign organized in April, 1964), publicising investment opportunities in the country and organizing receptions for visiting missions from abroad or in foreign centres.

The Tourist Board

124. The important link between tourist development and industrial development was referred to earlier, (see paras. 36 & 37). The agency responsible for tourist development is the Trinidad and Tobago Tourist Board, set up in 1957, (see para. 96). The Board normally consists of eleven members (eight in mid-1966), one representing Tobago, appointed by the Minister of Industry and Commerce who also designates one of them as Chairman for a 12-month term. Seven of the members represent respectively the hoteliers, the Chambers of Commerce, Shipping and Airlines and Travel Agencies, taxicab associations, local information and public relations organizations, Ministry of Commerce and Industry and the Trade Union Movement.

125. The Board derives its principal operating funds from Government annual budgetary appropriations and renders annual accounts and operating reports to the Minister of Commerce and Industry.

126. Its programme of work normally includes publicising Trinidad and Tobago abroad with a view to attracting into the country the greatest possible number of foreign visitors, encouraging domestic tourism among the indigenous population and catering to the adequacy of tourist facilities and services in the country. These include hotel accommodations and services, sight-seeing services, recreational facilities, port facilities, transportation, shopping and sales depots, beaches, arts and crafts, entertainment, etc.

127. In view of the close relationship between tourism and the hotel industry, there seems to be an urgent need to set up a formal communication

medium between the Tourist Board and the agency responsible for hotel development, namely, the Industrial Development Corporation. No clear-cut procedures for regular consultations between the two Agencies appeared to exist at the time of this survey although, under the proposed reorganization of the IDC, the Hotel Committee is charged with the responsibility of maintaining liaison with the Tourist Board, (see para. 102 (c)).

Ministry of Industry and Commerce

128. This Ministry is responsible for promoting and implementing Government policy in the fields of industry, tourism and commerce. Like all the other ministries, its administrative staff is headed by a Permanent Secretary. Other senior officials include a Senior Economist and two Senior Assistant Secretaries one of whom is responsible for Industry and Tourism, the other for Domestic and Foreign Trade. The former deals with the IDC and the Tourist Board while the latter is in charge of the Ministry's Commerce Division.

VI.

PUBLIC INDUSTRIAL ENTERPRISES

129. Outside of the fields of basic utilities (with which this report is not concerned) and the hotel industry, there do not appear to be any public (i.e. government-owned or controlled) enterprises in the industrial sector, particularly in the manufacturing sector. There has been at least one instance of a private enterprise faced with financial collapse having been brought back to highly successful life by a large, and perhaps outweighing, injection of Government financial assistance. But this is a different matter and, in any case, the company has remained, technically at least, a private one.

130. There are no plans to organize public or semi-public manufacturing ventures to operate in competition with private ones. The Government does, however, leave the door open, as made clear in the Development Plan, for direct financial participation in industrial projects when the projects are "considered in the interest of the economy, financially viable and socially desirable" [1/226]. Public funds channeled into industrial enterprises thus far have been designed to supplement rather than supplant private capital. This trend is expected to continue. In the 1964-68 Development Plan, a sum of \$8 million has been provided "to enable the Public Sector to participate with the Private Sector in the generation of local funds and in the attraction of foreign capital for joint-venture projects in the manufacturing sector." [41/10]

VII.

INDUSTRIAL FINANCING

131. No public or semi-public industrial financial institution now exists in Trinidad and Tobago. The recently created Central Bank, the only Government financial institution in the country, will be concerned with normal central banking activities designed to protect the external value of the domestic dollar through such instruments as regulating the Bank Rate, open market operations and changes in commercial bank reserve ratios. It will also advise Government on economic and fiscal policies and help to develop and strengthen a local money and capital market.

132. For the more immediate need of mobilising financial resources for investment in industry, serious consideration was being given in mid-1966 to the creation of an Industrial Development Bank. A study to determine its feasibility was conducted in 1964 with the assistance of the Commonwealth Development Corporation.

133. The Bank is expected to be capitalized jointly by Government and private enterprise and with loan assistance from some international agencies. It will provide long-term capital financing to industrial entrepreneurs.

Ministry of Finance

134. While not a financial institution in the normal sense, the Ministry of Finance does play a key role not only in matters of budgetary control but also, through collaboration with the Office of the Prime Minister, in establishing the lines and priorities of public expenditure, including expenditure in the industrial field. The Minister of Finance is responsible for all Government revenue and expenditure and annually presents Parliament with the necessary budget. Allocations to capital expenditure in the various economic sectors are worked out in co-operation with the Economic Planning Unit.

135. The administrative divisions of the Ministry include those of the Budget, Cost Accounting, Valuation, Establishment and Training, Tax Appeal Board, Finance and Economics, Inland Revenue, Joint Industrial Council, Financial and Accounting, Customs and Excise, Central Tender Board and General Administration.

- (g) Technical Training;
- (h) Industrial Advisory Services;
- (i) Legal and Regulatory Services.

7. The report is divided into two parts. Part One: "Socio-Economic Highlights and Development Goals," which includes (in Chapter II) a discussion of item (a) above, is designed to highlight some of the country's significant social and macro-economic indicators as well as its development aspirations and thus to provide a frame of reference within which the industrial services and supporting institutions discussed in Part Two should be construed. Part Two: "Industrial Services and Supporting Institutions," which is the principal focus of the report, discusses the items listed in (b) through (i) above.

8. The report is based on interviews held with numerous officials in government ministries, departments and statutory bodies in Trinidad and Tobago between 16 June and 2 July, 1966, and draws heavily on official and other documents and publications supplied to the interviewer at that time. The material is presented as factually and objectively as possible with little or no attempt to analyze, interpret and/or evaluate the situations discussed. (Evaluation of the institutional framework in the various countries studied, and possible recommendations, will be the tasks of the Seminar mentioned in para. 2(d) above.)

9. Numbers in the text enclosed in brackets, e.g. [13], some of them followed by a page number, e.g. [13/46], refer to the appropriate listing in the bibliography at the end of the report.

VIII.

VOCATIONAL AND TECHNICAL TRAINING

The John S. Donaldson Technical Institute, Port-of-Spain

136. This Institute was established in 1963 by the Minister of Education and Culture and, when in full operation is expected to be the principal source of recruitment by industry and Government of qualified vocational trainees and skilled technicians who will be in increasing demand as industrialization progresses. (Two other but relatively minor institutions in this field are the San Fernando Technical Institute and the Government Vocational Centre at Point Fortin.)

137. Enrolment at the school as at 1st December 1963 was 443 full-time and 794 part-time students. Courses are offered in four industrial and two non-industrial fields, as follows:

Industrial

- (a) Electrical Engineering
- (b) Mechanical and Building Engineering
- (c) Graphic and Applied Arts
- (d) Land Surveying

Non-industrial

- (e) Business Education and Management
- (f) Home Economics and Institutional Management

138. Each of these six areas has been organized into a department with necessary workshop facilities either operational or under consideration. Each department is served by a Board consisting of the Head of the Department and members of the departmental staff. The overall internal organization of the institute is made up of the following elements:

- (a) Advisory Committees -- to advise on departmental curricula and allied matters;
- (b) Board of Studies (consisting of Principal, Deputy Principal, all Departmental Heads, Registrar and Staff members by invitation;
- (c) Principal
- (d) Deputy Principal
- (e) Departmental Heads and Staff
- (f) Central (general) staff.

139. As at 1st July 1966, the Institute had 168 established positions of all categories. Of these, approximately 81 were in the academic or teaching category (excluding supporting technicians and other auxiliary staff) and 31 of the 81 positions were vacant. The breakdown of the staff position by departments at the time was as follows:

<u>Dept. of</u>	<u>Establishment</u>	<u>Filled</u>	<u>Vacant</u>
Electrical Engineering	15	7	8
Mech. and Building Engineering	25	19	6
Graphic and Applied Arts	15	6	9
Land Surveying (including marine school)	5	2	3
Business Education and Management	14	11	3
Home Economic and Institutional Management	<u>7</u>	<u>5</u>	<u>2</u>
	<u>81</u>	<u>50</u>	<u>31</u>

140. A satisfactory secondary school education is normally required for admission into most of the Institute's departments. In some cases a trade or technical qualification may be required in lieu of, or in addition to, a secondary school qualification. Prospective students not meeting either or both of these qualifications may still be able to enroll by taking a common entrance examination. Students who qualify for admission but whose academic or technical background is considered weak may be required to undergo an initial period of preparatory or remedial training.

141. Courses normally last 3 to 4 years in most departments but since construction and installation of workshop and laboratory facilities are still under way the graduation period for the first batch of students is expected to be somewhat longer. Thus the first group of technician graduates is expected to pass out in June 1967, thus taking $4\frac{1}{2}$ years to complete what normally would be a three-year course.

IX.

REGULATORY SERVICES

142. The services included in this category cover three areas:

- (a) Legal requirements governing the formation of companies;
- (b) Industrial Safety;
- (c) Industrial Stability.

The Companies Ordinance

143. Item (a) above is covered by the Companies Ordinance, Cap. 31 No. 1 of the Trinidad and Tobago Revised Ordinances, 1950.* This law sets out the legal requirements necessary for forming, registering, administering and/or managing companies and for the eventual dissolution or liquidation of such companies where and when necessary. The twelve major parts into which the law is divided, and in respect of which detailed stipulations are spelled out, include the following:

- (a) Incorporation; (b) Capital Structure; (c) Registration of Charges;
- (d) Management and Administration; (e) Winding up; (f) Registration Office and Fees; (g) Companies Formed or Registered under Former Ordinances; (h) Companies Incorporated outside the Country but Doing Business within the Country, etc.

Registrar General's Office

144. The law designates the Registrar General, ex officio, as Registrar of Companies and stipulates that his office shall be the registration office where, also, the various fees provided in the law shall be paid. Beside the responsibilities assigned to it under the Companies Ordinance, the Registrar General's Office is also responsible for the registration of and the administrative functions under the following laws:

- (a) Registration of Business Names Ordinance Cap. 31 No. 3 of 1 October 1923;
- (b) Patents, Designs and Trade Marks Ordinance Cap. 31 No. 18 of 1900; (the Trade Marks component of this Ordinance has been superseded by item (c) of this paragraph).
- (c) Trade Marks Ordinance No. 11 of 1955 (and Rules), and
- (d) Assurance Companies Ordinance Cap. 31 No. 19 of the Revised Ordinance, Ordinance, 1950.

* In 1966 this Ordinance was being revised with a view to encouraging the formation of more local "public" companies. (Currently a "public" company is one with 52 or more Shareholders.)

145. The overall functions of the Registrar-General's Office fall into three groups, of which the functions just mentioned constitute one group. The Office is accordingly organized into three divisions* under the overall supervision of the Registrar General who is, in turn, answerable to the Attorney General. He is assisted by three Deputy Registrars General, one for each Division, supported by a complement of general administrative and clerical staff.

Industrial Safety

146. The law governing the administration of industrial safety is the Factories Ordinance Cap. 30 No. 2 of the Revised Ordinances, 1959. Responsibility for enforcing its provisions is vested in the Ministry of Labour. The law is patterned after the United Kingdom Factories Act of 1961 and, though less comprehensive in scope, is aimed at providing similar standards of safety, health and welfare by reducing hazards in factories arising from dangerous machinery, dangerous processes or unhealthy conditions of work.

Factory Inspectorate, Ministry of Labour

147. This Division is responsible for carrying out factory inspection with the above-mentioned purposes in mind. The policy is to visit each factory at least once a year, with such follow-up visits as may be necessary.

148. Generally, the inspectors must have a College or University degree preferably in an engineering or science field. They are then put through 2 additional years of in-service training during which they visit factories under the supervision of a senior staff member. In June 1966 the Division had an establishment for 6 inspectors beside the Head Inspector, but only 3 of the positions, beside the Head Inspector's, were filled. Difficulty in finding qualified candidates was cited as the principal reason for the unfilled positions.

149. One of the requirements of the law is that accidents which are either fatal or which disable an employee for more than 3 consecutive days must be reported to the Division. This requirement enables the Division to keep track of the accident-producing factors in industry and to recommend remedial measures.

* The other two Divisions are the Division of Lands and the Division of Births, Deaths and Marriages.

The Division may institute legal proceedings to enforce compliance with its recommendations if all other means fail to achieve this result. It also stands ready to offer advice and assistance on safety matters to industrialists on request during factory planning and construction. But the responsibility for enforcing building regulations is that of the Ministry of Housing. The Inspectorate is concerned only with the safety and health needs of workers.

Industrial Stability

150. In 1965 the Government enacted a law, the Industrial Stabilization Act, 1965, the primary purpose of which was to establish a machinery for settling industrial disputes and to provide for suitable collective bargaining procedures between labour and management. The need for such legislation is underlined by the fact that from 1960 to 1962 there were 141 work stoppages (strikes and lock-outs) in all sectors of the economy, involving a total of 50,132 workers and resulting in the loss of 590,125 man-days of work [33/52,53].

151. The main feature of this law is the creation of an Industrial Court (not unlike the National Labour Relations Board in the United States) with jurisdiction to:

- (a) hear and determine trade disputes;
- (b) register industrial agreements and to hear and determine matters relating to the registration of such agreements;
- (c) hear and determine complaints relating to the price of goods and commodities;
- (d) hear and determine any complaint brought in accordance with this Act as well as such matters as may from time to time be referred to it under this Act.

Composition of the Industrial Court

152. The Court consists of a President (who must be a Judge of the Supreme Court) designated by the Chief Justice after consultation with the Prime Minister, and four other members appointed by the Governor-General. These four members shall comprise a barrister or solicitor of at least 10 years standing (to serve as Vice President of the Court), an Accountant, an Economist and a

person qualified in economics, accountancy or industrial relations. The Court may appoint a Registrar and such other officers as it may consider necessary.

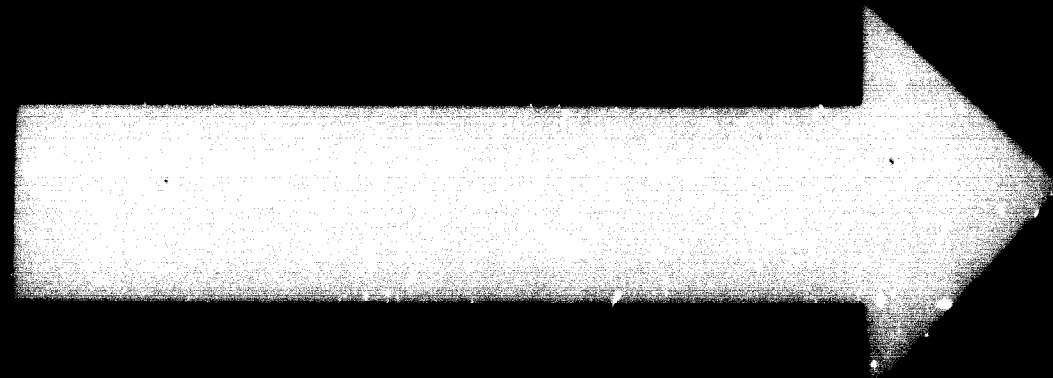
153. It is empowered to hear arguments by or on behalf of an employer, the workers concerned and the Attorney General (on behalf of the people of Trinidad and Tobago). The Act provides that on points of law the ruling of the Presidential Judge shall be binding on the Court and that appeals on points of law may be made to the Court of Appeals whose decision shall be final.

154. The award of the Court in respect of any industrial dispute is binding on all parties. Appeals other than "on points of law" are not permitted and the findings of the Court with regard to any particular case "shall not be challenged in any Court and shall not be subject to prohibition, mandamus or injunction." [40].

155. Other responsibilities of the Industrial Court include the collection and compilation of statistics pertaining to its fields of jurisdiction and the handling of complaints concerning price infractions by wholesalers and retailers.

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PART ONE

SOCIO-ECONOMIC HIGHLIGHTS & DEVELOPMENT GOALS

I. THE COUNTRY AND ITS ECONOMY

Area and Population

10. The island of Trinidad, situated in the southern part of the Caribbean Sea some seven miles off the Northeast coast of Venezuela, is about 65 miles long and 48 miles wide and has an area of 1,863 square miles. Tobago, the smaller of the two islands, lies some 19 miles northeast of Trinidad and is about 32 miles long and 11 miles wide with an area of 116 square miles. Thus the combined area of the two islands is 1,979 square miles.

11. In 1960 the population of the country (both islands) according to a census taken in April of that year, was 828,000, and was estimated to be growing at the rate of nearly 3 per cent per annum. At this rate it is thought to have reached nearly one million at the time of this survey in mid-1966. Of the 1960 figure, 42.4% were children under 15 years of age, and 4.1% were people 65 years old and over, leaving 53.5% in the "active" category of 15 to 64 years of age [1/48].

Labour Force

12. Later statistics indicate that as at 31 March 1965, the active population numbered more than half a million -- 537,600 -- of whom 345,500, or 64% of the active population were classified as being in the "labour force" (defined as comprising "all persons 15 years old and over engaged in, or willing and able to be engaged in the production of economic works and services.") Out of this labour force, 298,600 were employed and 47,000 or 14% of the labour force, were unemployed [87/8].

13. The sectoral distribution of the employed population was as follows:

			%
Agriculture, Forestry, Hunting & Fishing	75,600	=	25
Services	63,200	=	21
Manufacturing, mining, quarrying	58,000	=	20
Commerce	48,400	=	16
Construction (incl. electricity, gas water)	29,800	=	10
Transport and Communications	<u>23,600</u>	=	<u>8</u>
Total working population	<u>298,600</u>		<u>100</u>

14. Further light is shed on the composition of the employed labour force by the following percentage distribution into occupational groups:

	%
Professional and Technical workers	6
Workers in Construction	7
Commercial, Financial and Insurance Workers	9
Workers in Transport and Communication	9
Administrative, Executive, Managerial & Clerical Workers	10
Service Workers	15
Craftsmen, Process workers & Labourers	18
Farmers, Fishermen, Hunters, Loggers & Forest Workers	<u>24</u>
	<u>98*</u>

Natural Resources

15. The country's principal natural resource is oil, in conjunction with which natural gas is also exploited in large quantities. Others, of much less economic importance, include asphalt, limestone, porcellanite, clay and sand deposits (the latter suitable for glass-making) and a small deposit of gypsum.

Economic System

16. The economy is private-enterprise oriented, direct economic activity on the part of the Government consisting mainly of the provision, maintenance and improvement of basic utilities such as electricity, water, telecommunication, the transportation system and other infra-structural facilities. The private

* Percentages do not add up to 100 due to rounding.

sector, with support from the Government in the form of tax and tariff incentives and sometimes loans, carries out the bulk of direct industrial production. It is estimated that private investment in the country (of both domestic and foreign origin) makes up some 80 per cent of the country's total annual investment [1/3].

Gross Domestic Product

17. The yearly Gross Domestic Product at (current?) factor cost for the five years 1958-1962 was as follows [14]:

	Millions \$*	% increase over preceding year
1958	719.4	
1959	799.1	11.1
1960	865.9	8.4
1961	954.8	10.3
1962 ^P	1,005.7	5.3
Average annual increase		8.8

The economy performed better in the late 1950's with an annual average growth rate of 10.9 per cent between 1956 and 1961 than it did in the early 1950's when the figure (between 1951 and 1954) was only 2.7 per cent [3]. While more recent figures of growth rate have been better than those of the early fifties they are still considerably below the average for the late fifties. For example, the year 1964 registered only a 4 per cent increase over 1963 while 1965 is estimated to have shown a mere 3.6 per cent value increase over 1964 at current prices, a figure which is not much higher than the population growth rate of some 3 per cent.

18. The decline in the value of production is attributed mainly to "adverse price movements" on the world scene especially with respect to sugar and cocoa. It is estimated that in the four years 1961 to 1964, the country lost a total of \$25.5 million directly attributable to deteriorating terms of trade, a figure equal to the projected capital formation of the entire Second

* All monetary values in this report are in Trinidad and Tobago dollars; \$1 (T. & T.) = \$0.60 (U.S.) approximately.
p = provisional

Five-Year Plan 1963-1968. One of the objectives of this Plan, incidentally, is to "increase the real Gross Domestic Product of the country by 5.1 per cent per annum between 1962 and 1968" [1].

Structure of the Economy

19. The structure of the economy, as well as the shifts taking place in that structure, is reflected in the following statistics of relative contributions of the various sectors to the Gross Domestic Product in 1951 and 1961 at constant prices:

	<u>Per cent of GDP</u>	
	<u>1951</u>	<u>1961</u>
Agriculture*	17.2	12.1
Petroleum	29.0	32.0
Manufacturing & Construction	13.0	16.0
Public Sector	14.0	12.0
Services	12.0	14.0

Import/Export Orientation

20. One of the most significant characteristics of the country's economy is its high import/export orientation. This is a natural consequence of the physical smallness of the country which means that, geographically, there is only a small area in which to search for exploitable natural resources for use as industrial inputs and that, demographically, the domestic market is insufficient to support certain large-scale industries at profitable (let alone optimum) levels of production. In 1951 the import content of the Gross Domestic Product was 58.2 per cent and in 1961, approximately 64.5 per cent. On the other hand nearly 60 per cent of the GDP in 1961 was exported -- a figure greatly influenced by the petroleum sector. The implications of such a high degree of import/export orientation can be appreciated when one considers the instability of international prices, the general protectionist tendency in the international scene, the impact on the country's balance of payments situation and the relative unpredictability of international capital movements.

* Principal commodities being sugar cane, cocoa, citrus, coffee, copra, vegetables, fruits, livestock and fish.

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