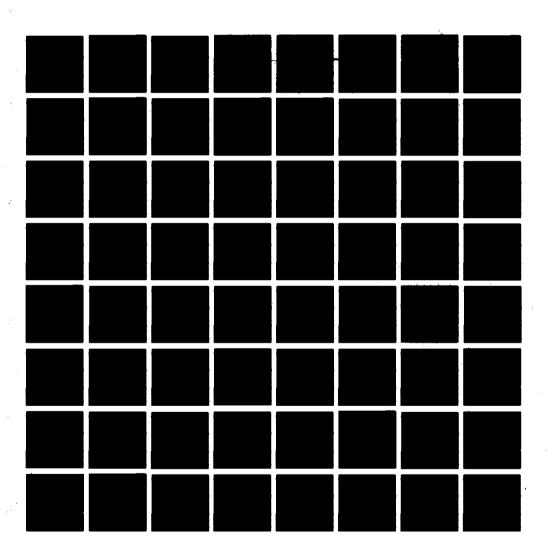
The elimination of non-tariff barriers to intra-Community trade



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Contents

Top priority for the European Commission: Consumer interests	5
Radioelectric interference: An example of total harmonisation	8
Safety of electrical equipment: Encouraging joint action	9
Motor vehicles and trailers: Towards an EEC approval system	10
Lead content of petrol: Clean cars?	12
The sulphur content of gas-oil: Purer air	12
Crystal glass: Knowing what you are buying	13
Prepacked products: The correct weight	14
Cosmetic products: The war on dangerous substances	15
Food products: The problem of additives	16
Honey: Controlled use of the term	16
"No" to uniformity	17
Conclusion	18
Bibliography	19
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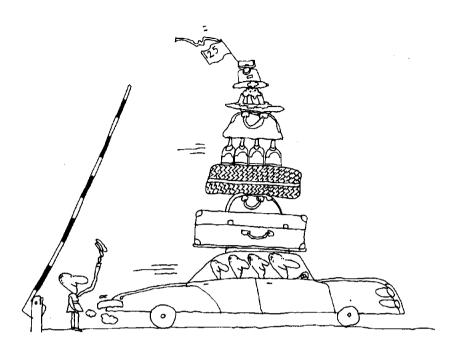
The elimination of non-tariff barriers to intra-Community trade

Anyone who has had to travel between EEC Member States on business or on holiday will know that frontier posts where customs officers inspect one's papers and ask if one has anything to declare still abound. One may be forgiven for wondering why this should be, given that the six original Community countries (Belgium, Germany, France, Italy, Luxembourg and the Netherlands) abolished customs duties between themselves as far back as 1 July 1968 when the EEC customs union was finally established. Even the new Member States (Denmark, Ireland and the United Kingdom) have already eliminated 80 per cent of the customs duties between themselves and the original Six (the remaining 20 per cent are due to be scrapped in 1977) so why the customs officers and why the need to declare goods?

The reason is that, although most customs duties have been phased out, other barriers to trade within the Community still remain. Some of them are fiscal. For example, the indirect taxes that we pay, like value added tax (VAT) and excise duty, and the rates at which they are applied, are not uniform throughout the Community and at intra-EEC frontiers, national administrations are out to make up the difference. How can we do away with non-tariff barriers of this kind?

Acting on a proposal from the European Commission, the Council of Ministers has already raised the quantity of goods that can be freely imported by travellers to a value of 125 units of account per person 1 and limited quantities of alcohol and tobacco can also cross the frontiers unhindered.

These measures, however, are still not enough, and the Commission has therefore proposed to the member countries that they harmonise the structure of their indirect taxation. In line with a Community directive adopted in 1967, Member States are now all applying VAT, but what the Commission is now proposing is the adoption of a common basis and common regulations for VAT, a limit on the number of different



rates, and harmonisation of the excise duties levied on beer, wine, alcohol, tobacco and petroleum products.

In the long run, it should be possible to standardise excise and VAT rates so that customs inspection and the levying of countervailing duties at the frontiers are no longer necessary.

The problems met by the private individual are shared by manufacturers, too. In the first place, there are the different customs procedures for goods imported into the Community or exported from it. Although there is an external tariff common to the Nine, formalities vary from one country to another, giving rise to complications and discrimination. Even within the Community, there are customs inspections and sometimes "compensatory amounts" to pay in order to reduce the impact of monetary fluctuations on common agricultural prices. In all these fields the Commission is unwearying in its efforts to bring about harmonisation and simplification.

Aside from these obstacles at the frontier posts ², there are other hindrances less obvious but no less important. Their removal is a matter of concern to the producer as much as to the consumer.

² The Member States also retain the right to take restrictive measures to safeguard public security and public order (Article 36 of the Treaty of Rome).

Let us suppose that, for reasons of road safety, one Member State rules that cars travelling at a given speed must be able to brake within 80 yards, while another country reduces the braking distance to 70 yards. Car manufacturers selling in both States will either have to equip all their vehicles with the most powerful—and possibly the most expensive—braking system, or provide two different braking systems for one and the same model. Thus a barrier to trade is created through two countries adopting different quality standards. In a Community of Nine, where nine different standards may apply, the obstacle looms even larger.

Clearly, the way in which such obstacles are dealt with, and if possible removed, is a matter of special interest to the consumer since it affects the price as well as the quality and safety of the product involved. Similarly, Member States have to satisfy themselves that the products sold to their consumers are safe and reliable. In any modern society, regulations of this kind are essential. The problem lies merely in the fact that, unless there is prior concertation, requirements will differ from one country to another, thus creating trade barriers.

The solution, of course, is to reach agreement on common safety and health requirements. Owing to the large number of specific decisions that have to be taken for each class of goods, however, such a process of harmonisation is a slow and difficult one.

Top priority for the European Commission: Consumer interests

How does the Community eliminate technical trade barriers? It does so by means of directives adopted unanimously by the Council of Ministers, and forwarded to the Member States, who then make the necessary adjustments to their laws and administrative practice ³. These directives are adopted on the basis of proposals drawn up and presented to the Council by the Commission of the European Communities after wide-ranging consultations with experts from the Member States, industry, the trade unions, and consumer representatives meeting within an

The Assembly and the Economic and Social Committee shall be consulted in the case of directives whose implementation would, in one or more Member States, involve the amendment of legislation."

³ The legal basis for Community harmonisation is provided by Article 100 of the Treaty of Rome which states: "The Council shall, acting unanimously on a proposal from the Commission, issue directives for the approximation of such provisions laid down by law, regulation or administrative action in Member States as directly affect the establishment or functioning of the common market.

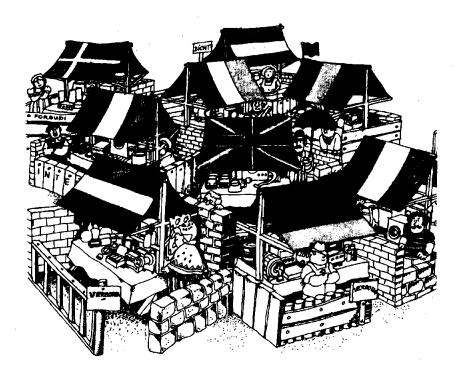
Advisory Committee. Any safety or health protection problems that arise are carefully studied at these meetings.

Before any decision is taken by the Council of Ministers, the European Parliament and the Economic and Social Committee of the Communities are invited to deliver an Opinion and, if need be, propose any amendments to the Commission's proposals. Thereafter, the representatives of the Member States proceed to a thorough—and often very lengthy—examination of these proposals prior to adoption by the Council.

Once such directives are adopted, the Commission must ensure that no Member State hinders the free movement of goods by applying criteria different from those laid down by the common regulations. In the event of infringements, it is generally sufficient to point out to the country concerned that its practice does not conform to the principles adopted in common. As a result of frequent contacts between the Commission and the relevant national authorities, national regulations are tending more and more to comply with existing directives. There is still a great deal to be done, however, and the Commission is stepping up its efforts to check the enforcement of European standards. Some countries have on occasion delayed so long that it has been necessary to have recourse to the procedure laid down in Article 169 of the EEC Treaty, in which case the final word rests with the European Court of Justice.

The length of the studies carried out and the complexity of the procedures involved in drawing up legislation to eliminate trade barriers have their positive side. The European Commission can satisfy itself that its proposals are well suited to its objectives—the breakdown of divisions in the European market and a wider choice for the consumer—whilst maintaining strict standards of health and safety. Oversimplification in a field like this would be dangerous, as it might lead to progressive standardisation of production and less choice for the consumer. As Mr. Finn O. Gundelach, Member of the Commission responsible for these questions, told the European Parliament in February 1974, "the approximation—or if you like, the harmonisation—of laws is not an end in itself". It was a course that would only be taken if there was found to be "an absolute need to liberalise the market, and only if this was the only way of achieving it".

This, then, is the foundation of European harmonisation policy. Where a technical barrier exists, the first step is to see whether it can be removed without recourse to the formal procedure of approximating laws. Sometimes negotiations or reciprocal agreements between the relevant authorities can be the means of doing away with discrimination. For domestic appliances—for example, pressure cookers—the method employed is often that of "conditional recognition of inspections". The product is accepted on the basis of inspections carried out



in the exporting member country in accordance with the regulations applicable in the country in which the product will be marketed. The member countries may also agree to recognise inspections carried out by other Member States on the basis of harmonised standards.

It is only if a technical barrier cannot be lifted by these means that laws have to be harmonised. Harmonisation is limited to the minimum necessary to open up the market and protect consumers. Thus a draft relating to food products may contain clauses prohibiting the addition of toxic products or specifying strong and clearly labelled packing, but which do not touch upon the other basic characteristics of the products.

The most common method of harmonisation is the one known as "optional". Products that comply with Community standards may be sold anywhere in the Community, but national standards are still maintained and a manufacturer wishing to keep his position in a traditional market, whether national or local, can continue to follow the pre-existing national standards for home sales without worrying about Community provisions.

In some cases, however, it is necessary to go all the way to total harmonisation, and then national standards are replaced by Community standards. This is especially the case where requirements of public health or safety militate against the proliferation of competing national standards. Typical examples of this method are the EEC directives on dangerous substances and the biodegradability of detergents.

Whatever approach is adopted, however, the action taken by the Commission is aimed primarily at furthering consumer interests by broadening the market and ensuring the free movement of an evergrowing number of products originating in the various member countries. The Commission also takes great care to avoid any action which might alter the quality and specific characteristics of the products. It is not content merely to bring the national laws into line, but tries to define standards of safety, public health and user information which, if at all possible, are an improvement on those already in force in the member countries.

Radioelectric interference: An example of total harmonisation

A very simple example of harmonisation—in this case total—concerns radioelectric interference caused by electric household appliances and portable tools (drills, etc.), lamps for fluorescent lighting, radio and television sets, and scientific and medical equipment.

The proposed regulations specify measurement methods and seek to limit radioelectric disturbances caused by these appliances. If the present proposal is adopted, conformity tests—which will be carried out by manufacturers with spot checks made by national authorities—will be identical throughout the Community.

Appliances which do not conform will not be allowed on to the market even in the manufacturer's own country. Conversely, Member States will not be able to invoke more stringent national regulations to oppose the import or use of appliances that comply with Community requirements. Existing national regulations will thus be replaced by the Community standards.

Adoption of the Commission's proposal will first of all ensure that there is a reduction in radioelectric disturbance, and secondly it will enable Community manufacturers to sell their products freely throughout the EEC. For their part, consumers will know that they can use any of the Community-made appliances on the market, whatever their country of origin, without any problem.

Another point worth noting is that the draft directive lays down a procedure by which it is possible to update standards to keep pace

with technical progress made in the future. When the new Community standards have come into force, the Commission will be able to introduce amendments by agreement with a committee of experts from the member countries.

Safety of electrical equipment: Encouraging joint action

Another problem associated with electric appliances is that of safety. The reasonable, but unfortunately varying, safety requirements in the different Community countries constitute another obstacle to free trade in this sector. With the adoption in 1973 of a directive in this field, the Community took a major step, however, towards the establishment of common regulations. According to this directive, member countries must ensure that:

- no electrical equipment is marketed unless it complies with the common safety requirements;
- there is no administrative hindrance to the movement of equipment satisfying those requirements;
- authorities supplying electricity do not make connection to the grid subject to any further, more stringent requirements;
- that common criteria are applied in this sector.

The Member States must also appoint bodies to negotiate the technical content of these safety requirements on their behalf. Thus harmonised standards are drawn up "by common agreement" between those bodies, and may subsequently be amended or adapted to new products through regular consultation.

If the bodies referred to above are unable to reach agreement on a harmonised standard, the national authorities must recognise the safety provisions laid down by the country of manufacture, provided that these ensure a standard of safety equivalent to that required on their own territory. National authorities retain the right to prohibit the sale of equipment which does not satisfy this condition. In the event of disagreement between Member States on the interpretation of this provision, the Commission formulates "the appropriate recommendations and opinions" after consulting the parties and seeking a basis for agreement. For this purpose, the Commission may obtain the opinion of a public body in a member country not directly involved in the discussion.

This complex system is designed to ensure that the competent authorities in the Member States are:

 encouraged to participate in negotiations for the adoption of harmonised technical standards;

- compelled to negotiate when there is no agreement as to whether or not a prohibition is justified;
- not obliged to abandon safety requirements if no agreement can be reached.

The Member States were required to implement this directive within eighteen months after its adoption, i.e. with effect from 9 August 1974 (with the exception of Denmark for whom the deadline was postponed until 9 February 1978).

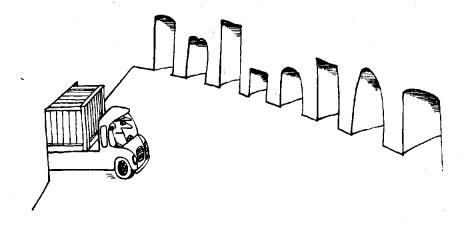
Motor vehicles and trailers: Towards an EEC approval system

The work of harmonisation in the motor vehicles sector—notably in connection with safety and the reduction of nuisances—is particularly complex owing to the variety of requirements to be taken into account. Nevertheless, great progress has been made. Since the initial decision in 1970 to align standards in the different member countries, a number of further decisions have been adopted. These relate to:

- noise emitted by engines and exhausts 4;
- the position and mounting of registration plates;
- fuel tanks and rear impact protection;
- pollution by exhaust fumes 4;
- direction indicators;
- acoustic warning devices;
- the strength of doors and their mounting and opening arrangements;
- driving mirrors;
- brakes 4;
- the suppression of radioelectric disturbances;
- the anti-theft devices;
- the internal fitting of passenger space;
- the protection of the driver from the steering wheel in the event of impact;
- the strength of seats and their fastenings;
- the external projections.

Other decisions which have been adopted but are not yet in force relate to the speed indicators, the position and mounting of regulation

⁴ New action has already been taken in this field to reinforce the criteria originally adopted.



plates and inscriptions, and safety belt fastenings. Thus the manufacturers can prepare the modifications which they will have to make to their products in these respects.

In other fields, the Commission's proposals are still under discussion by the Member States. These include light signalling devices, the field of vision, windscreen wipers and washers, the electricity supply to trailer lighting equipment, safety glass windows, lighting equipment and illuminated signals.

Finally, the Commission is studying further vehicle components and characteristics—tyres in particular—for which proposals are to be presented shortly. In all, there are to be another thirty directives to align, point by point, the laws of the Community countries relating to motor vehicles. In the long run, the Community will have a European system for the approval of prototypes intended for large-scale production. With regulations and inspections the same in every country, approval granted in one Member State will be recognised in all the others. The manufacturer will have to guarantee that all units of the same vehicle type conform to the approved prototype, and conformity checks may be carried out in any Member State. The Member States may not hinder the import, sale and use of vehicles that conform to Community standards. although they retain the right to maintain national standards for vehicles intended solely for their own internal market (the option of conforming to national specifications or Community regulations is left to the manufacturer, hence "optional harmonisation").

Since at the present time some of the Community regulations are already in force while others have not yet been adopted, national standards are still applicable, during a transitional period, for components not yet covered by Community provisions.

Similar systems of harmonisation are being studied for mopeds, motorcycles and agricultural or forestry tractors. (The Council of Ministers has already adopted nine directives relating to tractors).

Finally, it should be mentioned that in 1975 the European Commission organised a European Symposium on Motor Vehicles, which was open to representatives of public authorities, manufacturers, consumers, universities, etc. The talks covered such subjects as safety standards, environmental protection and the saving of energy and raw materials and will assist the Commission in drafting its programme of action for motor vehicles for the years ahead.

Lead content of petrol: Clean cars?

In 1970, common limits were laid down for the pollution of the atmosphere by carbon monoxide or carbon dioxide fumes from motor vehicles. These limits were lowered still further in 1974. In the interest of environmental protection and public health, it was also considered necessary to reduce the lead content in the petrol used in combustion engines and the Commission proposed that the lead levels be reduced to a maximum of 0.40 g per litre. This measure is to be implemented with effect from I January 1977, and will allow a considerable reduction in air pollution (the industrial norm is often 0.80 g).

In the present state of technology, it did not seem possible to make any further cut in the lead content of "super" grades of petrol, but a further reduction may still be made in the lead content of standard petrol, which accounts for about one fifth of total sales. The Commission has therefore laid down a limit of 0.15 g per litre on the lead content of this grade of petrol as of 1 January 1979.

Competition between the oil companies should not be affected by these provisions, which will apply equally to all manufacturers and will safeguard the unity of the European market. Nevertheless, there will be a slight increase in costs for the motor industry, since research and investment will be needed to ensure that the reduction in the lead content does not entail greater wear on the engine or give rise to new pollution factors.

The sulphur content of gas-oil: Purer air

Again to protect the quality of air, the Commission has adopted provisions with effect from 24 November 1975 to limit the sulphur content of gas-oil to 0.5 per cent from 1 October 1976, and to 0.3 per

cent from 1 October 1980 (0.8 per cent in 1976 and 0.5 per cent in 1980 in places where pollution by sulphur dioxide is slight, or where the proportion caused by gas-oil is very low).

Generally speaking, these Community rules are stricter than those enforced in any of the member countries, where limits range from 1.1 per cent in Italy to 0.7 per cent in France. They even go further than draft laws drawn up in Italy, the Netherlands and Belgium. Germany and France, however, wish to cut sulphur content to 0.3 per cent in 1978 or 1979 instead of in 1980, and the directive therefore enables member countries to bring forward the dates of implementation. Provision is also made in the directive for the adoption of standard methods of inspection.

Other proposals were presented in early 1976 to reduce the sulphur content of heavy fuel oils.

Crystal glass: Knowing what you are buying

In 1969, the Community harmonised national laws relating to crystal glass. This was done both to protect the consumer and to remove barriers to trade.

Crystal glass is manufactured in several quality grades which used to be sold under different names in the various countries. The result of this was that manufacturers ran into difficulties with exports, and the consumer had no guarantee of quality despite measures adopted by the various Governments.

A directive adopted in 1969 therefore classed crystal glass in four categories, and specified exactly, in the six Community languages, the names under which each category had to be sold. Categories 1 and 2 have a number of characteristics in common, in particular a high lead oxide content. Glasses in these two upper categories can be designated by a small round gold label and they can be sold anywhere in the Community under one of the following names:

Category 1

Full Lead Crystal 30 % Cristal supérieur 30 % Cristallo Superiore 30 % Hochbleikristall 30 % Volloodkristal 30 % Krystal 30 %

Category 2

Lead Crystal 24 % Cristal au plomb 24 % Cristallo al piombo 24 % Bleikristall 24 % Loodkristal 24 % Krystal 24 %

For categories 3 and 4, the trader must use the designation applicable in the language of the country where the product is marketed. Moreover,



the shape of the label—rectangular for quality 3 and triangular for quality 4—helps to distinguish these two categories, which differ mainly in their composition and metal oxide contents. Names such as "English crystal" and "Belgian crystal" however, can no longer be used as an indication of quality.

Prepacked products: The correct weight

In large stores and supermarkets, more and more of the products sold are packed before the purchaser sees them. The quantity contained in the package is thus determined in advance and cannot be altered without damaging the packaging.

The Commission has presented draft directives which specify that packages must be marked with the nominal quantity they contain. The actual quantity of the contents must not be less on average than the nominal quantity. The adoption of this principle of averaging gave rise to some difficulties, as there were some member countries in which it was not applied. The United Kingdom, for instance, used the system of "minimum contents", by which the manufacturer himself was required

to determine the additional filling required to bring the contents of each package up to the minimum quantity indicated. The method of averaging, however, is the one used in most of the Member States of the Community and in most other countries as well, including the United States and the Soviet Union. Clearly, the adoption of any other solution would have hindered international trade. As the goods prepacked in this way are purchased by the consumer regularly, he can be sure over a period of obtaining the quantity of goods he has actually paid for. Obviously, the directive rules out the systematic use of short measures.

The Commission's first draft directive in the packaging field was adopted by the Council on 19 December 1974; it covered the making-up by volume of certain prepackaged liquids. A second draft on the making-up by weight or volume of certain prepackaged products has just been adopted and covers nearly all the other prepackaged products, in particular solid foods, cosmetics, toilet articles, paints, glues, foodstuffs for domestic animals, seeds, inks, etc.

Here again the principle of average has been adopted. The directive specifies the maximum error tolerable and a reference method for statistical checking of batches to be applied by the relevant national authorities. In this way, manufacturers will know how prepackages have to be made up if they are to pass official inspection in the Member States. As well as offering a guarantee to the manufacturer, this also gives valuable protection to the consumer.

Cosmetic products: The war on dangerous substances

The cosmetics sector is a difficult one. Regrettable "accidents" have been known to occur and misleading advertising is by no means uncommon. In 1972, therefore, the Commission proposed common standards for cosmetic products. The main aim of this proposal, which was substantially amended in 1973 and 1975 after the Opinion delivered by the European Parliament, is to prohibit, or in some cases limit, the use by cosmetics manufacturers of certain dangerous substances. It also contains provisions on the information to be given on the packing, and regulations in connection with advertising. In particular, it will be prohibited to claim for a cosmetic product effects which it does not possess or which are not scientifically proven.

As a general rule, Member States will not be able to hinder the marketing of cosmetics which comply with the common health standards, but they will retain the right to suspend the sale of a product which they consider a danger to health. This measure may be kept in force for a period of one year, during which time the Commission will investigate whether the criticisms are scientifically well founded.

The European Parliament has proposed that these measures be made more stringent; new substances should be prohibited and further restrictions imposed on the use of others. Above all, the European Parliament feels that the "negative" list of prohibited substances should be replaced by "positive", or approved, lists of the substances that can be used in the composition of cosmetic products. Any other substances used for similar purposes would then be prohibited.

This suggestion is also supported by the consumer organisations, and the Commission therefore intends to draw up a number of approved lists which, as work progresses, will gradually replace the negative lists introduced by the draft directive. The consumer will thus be assured of maximum protection.

Food products: The problem of additives

The European Commission is also very actively concerned with the quality of food products from the health point of view. Additives used in a wide range of food products have been harmonised "horizontally"—that's to say they apply to all foodstuffs. In other cases, common regulations have been adopted for a single type of product, e.g. cocoa, chocolate or honey which in Community jargon, is termed "vertical" harmonisation.

Colourants, preservatives and substances with antioxidant effects have been covered by horizontal harmonisation. New experiments and scientific discoveries have enabled four amendments to be made to regulations on colourants which were introduced in 1962. With regard to preservatives, there have been eight amendments and two supplementary directives on products not covered by the basic directive of 1963. Thus the Community is constantly updating common regulations which now form the basis of consumer protection in these areas with the advice of a committee of independent food scientists.

Honey: Controlled use of the term

One example of "vertical" harmonisation involves honey. In the past, Member States adopted various provisions to protect consumers from the confusion caused by the different designations given to this product. These regulations, however, were a hindrance to the free movement of honey, and they were therefore harmonised by the Community in 1974. The Community directive prohibits the use of the term "honey" for products which do not actually have the characteristics of that

substance. One exception is made in the case of Denmark and Germany, who can continue to use the designations "Kunsthonning" and "Kunsthonig" until 12 August 1979. It is also prohibited to add other products to honey marketed under that name.

The directive gives an exact definition of the products to which such terms as "blossom honey", "honeydew honey", "drained honey", "extracted honey" or "pressed honey" can be applied. The word "honey", or one of these other terms, must be shown on the packaging together with the weight and the manufacturer's name and address. If, for instance, the product is "industrial honey" or "baker's honey", this must be stated; it is not enough merely to give the word "honey". Finally, there is an annex to the directive which defines a series of criteria relating to the content of sugar, water and certain other constituents.

"No" to uniformity

It would be a sad thing indeed if there were any diminution in the rich variety of food products found in the various parts of Europe. In this field, harmonisation must be strictly limited to what is essential to open up European markets to the products of other member countries, and thus to widen the consumer's choice. The cautious approach which the Commission has adopted means that there must be thorough investigation and discussion; hence progress is rather slow.

Even before the enlargement of the Community, the original Member States were unable to agree on the details of harmonisation and this discord became even more evident when the new Member States joined in the discussions from 1973 onwards. At the root of this dissension was the fear of too much standardisation of products. A typical example is bread. In the Netherlands and several other countries, there is a preference for bread in which there are many holes of roughly equal size. This effect is obtained by adding a chemical substance, the use of which is prohibited in France. As the Six could not come to any agreement, the Commission's proposal was dropped, and the matter brought up for a fresh examination after the enlargement of the Community.

Up to now, the Council has adopted directives on cocoa, chocolate, mayonnaise and the labelling of honey. The Commission has also put forward numerous other proposals which form the foundation of its policy for the harmonisation of food products. It is a policy which has to be constructed gradually and realistically and which has to be kept flexible. At all events, it is important to understand that the Commission is not seeking to harmonise just for the sake of harmonisation.



Conclusion

The examples quoted above and the approach adopted by the Commission make it abundantly clear that there is no reason to fear that the adoption of common standards will entail excessive uniformity in consumer products or the lowering of safety standards. On the contrary, harmonisation aims at giving the consumer a wider choice by removing barriers in the European market, and greater protection by adopting the strictest standards of health and safety that can be applied. For this reason, the decision to harmonise is often preceded by an enquiry which brings to light any factors that have hitherto been overlooked. More often than not, harmonisation means that eight of the member countries will fall into line with the more stringent requirements imposed in the ninth; rather than having to relax their own existing regulations, it is the countries leading the field who set the pace for the rest. Finally, when the free movement of goods has been assured, the Community continues to follow the development of the sector concerned in order to improve the criteria and standards already adopted.

It is clear, too, that the Community is not out to impose the same kind of bread or beer on European citizens from Edinburgh to Palermo. Common standards do not of necessity result in identical products. Cars can be very different and yet have equally reliable braking equipment. Sausages that comply with the same regulations with respect to colouring matter need not have the same taste. Hence it is not a question of uni-

formity. Unless there is some overriding safety consideration, Community directives generally stop at the definition of certain criteria or the laying down of certain limits, after which they leave the member countries or the manufacturers to manage their production according to the wish of the consumer. After all, it is the consumers who matter, and in the Community there are 250 million of them. The harmonisation of laws and the removal of technical barriers to trade must enable them to benefit to the utmost from the vast range of products manufactured in each of the member countries.

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