COMMISSION OF THE EUROPEAN COMMUNITIES

COM(73) 1800 final

Brussels, 24 October 1973

PROPOSALS AND COMMUNICATIONS OF THE COMMISSION TO THE COUNCIL

relating to the application in 1974 of generalized tariff preferences to exports of manufactured and semi-manufactured products from developing countries

Only the Explanatory Memorandum has been reproduced. The final text of the proposal was adopted as Regulation 3506/73, 18 December 1973 published in Official Journal L358, 28.12.1973.

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EXPLANATORY MEMORANDUM

Purpose and general scope of proposals

These proposals concern the legal provisions necessary for the grant of preferences in 1974 to manufactured and semi-manufactured industrial products originating in developing countries. It should be remembered that the Commission already forwarded a proposal to the Council on 2 August 1973 concerning the application in 1974 of preferences to certain processed agricultural products falling within Chapters 1 to 24 of the CCT (see Doc. COM(73) 1215 Final of 25 July 1973). The proposals for Commission regulations given below fall within the Community's offer of generalized preferences made to UNCTAD in 1969. contain the detailed rules for application of the preferences to all manufactured industrial products falling within Chapters 25 to 99 of the CCT. including textile products. Iron and steel products covered by the ECSC Treaty are dealt with in two special draft decisions opening tariff preferences for those products in accordance with the same rules on calculation and allocation as those for other manufactured industrial products.

It is to be noted that the various regulations and decisions concerning the grant of Community preferences will apply to the new Member States of the enlarged Community in accordance with Protocol No 23 to the Act of Accession.

II. Proposed improvements

(a) General guideline

The proposals for regulations and the draft decisions presented by the Commission to the Council contain appreciable improvements as compared with the regulations and decisions in force in 1973. These improvements have

been planned in accordance with the directives given to the Community's institutions by the Conference of Heads of State or of Government of October 1972, which decided, in particular, that there should be an "improvement of generalized preferences with the aim of achieving a steady increase in imports of manufactures from the developing countries".

The Commission fully agrees with the conclusions reached by the Working Party on Development Cooperation and considers that the first set of improvements must be introduced as from 1 January 1974. That date also marks the implementation of the Community scheme by the three new Member States. Given the present differences between certain aspects of the Community scheme and the systems applied until now by the three new Member States, such improvements will greatly facilitate application of the Community scheme by these States.

(b) Points of improvement

The main improvements proposed are:

- (i) a substantial increase in the levels of ceilings applied to preferential imports.
- (ii) a pruning of the list of products subject to Community tariff quotas, and
- (iii) the application of a suitable procedure for more efficient utilization by the beneficiary countries of the preferential treatment granted.

The improvements are based on the following considerations.

As regards the fixing of import ceilings, the Community's offer provides for possible improvement in the bases for calculating quotas once the system has been operating for two or three years. It will be recalled that preferential imports are free of customs duty up to a ceiling normally calculated according to the following formula: value of imports cif from beneficiary countries under the system (basic amount) plus 5% of

the value of imports cif from other countries (additional amount). Since the basic amount is a fixed one corresponding to imports during a reference year (1968), it was considered that the scheme could be modified after three years, operation.

The Commission considers that it would be particularly appropriate to use a more recent reference year for the calculation of the fixed basic amount. That is why it has chosen 1971, which is the most recent year for which statistics on imports into the Nine are available, as the reference year for all industrial products other than textiles. 1971 has also been chosen as the reference year for the calculation of the additional amount.

Secondly, as regards the tariff quota arrangements, the Commission has sought to reduce to a minimum the list of products subject to quotas. In1973 the list contained sixty industrial products other than textiles. For 1974 it has been reduced to fifty-two products. Tariff quotas severely limit preferential imports and the beneficiary countries have constantly expressed the wish that the arrangements be made more flexible or even abolished. It is the Commission's view that, under present circumstances, a substantial pruning of the list will provide an answer to the concern of the beneficiary countries. Thirdly, the Commission proposes that mechanisms and procedures be introduced which enable the beneficiary countries to utilize as fully as possible the preferential treatment granted. In the first place, it reiterates its proposal for the introduction of a reserve share in the Community tariff quotas in order to avoid, in particular, the danger of a freezing of national quotas, to preserve the "single" nature of the Common Customs Tariff and to offer equal access to all importers in the Community. continuing to provide the authorities and transactors in the beneficiary countries with information through, for example, seminars held in those In this context the Commission considers that the Community should be able to publish information periodically on the utilization at Community level of quotas and ceilings and also, as far as possible, relevant information on "buffer levels". Finally it is preparing to

introduce for internal use an elaborate system of collecting and processing data on preferential imports.

(c) Assessment of improvements

Firstly, the raising of ceiling levels considerably augments the opportunities for preferential imports: approximately 2 000 million units of account for industrial products other than textiles and approximately 500 million units of account for textile products (80 000 metric tons). This represents a 40% increase in the total volume which would have resulted from the application in 1973 by the Nine of the scheme applied by the Six during that year.

Secondly, the improvement in the textile sector is of particular interest to the beneficiary countries. The quotas and ceilings open in 1974 correspond to approximately 80 000 metric tons compared with 47 000 metric tons in 1973. It is not to be forgotten that at the present moment the United Kingdom excludes from its scheme most textiles and that Commonwealth countries enjoy tariff preferences of only 15% of the mfn duty for these textiles in the United Kingdom. Hence, application by the United Kingdom of the Community scheme comprising preferential exemption from customs duties represents a distinct improvement for all the beneficiary countries. Thirdly, the measures already taken by the Commission and the proposals it is putting forward concerning the administration and use of preferences should permit better utilization of the advantages granted. Experience gained hitherto shows that the tariff quotas opened have not been fully utilized. On average only 39% of the 1972 quotas for industrial products other than textiles were taken up, the corresponding figure for textile products being 45% and for ECSC products 70%.

III. The proposals for regulations and draft decisions

(a) General

For semi-manufactured and manufactured industrial products the Community scheme

is, generally speaking, characterized by three features which are in fundamental equilibrium: system of ceilings, preferential duty-free entry and no exclusion of products. Special provisions are, however, laid down for cotton textiles and for jute and coir products.

Supervision of the ceilings on preferential imports varies, as in previous years, according to the three categories of products based on the degree of sensitivity, namely:

- (i) "sensitive" products, which are subject to Community tariff quota arrangements,
- (ii) "quasi-sensitive" products, imports of which are subject to special supervision,
- (iii) all other products, imports of which are monitored on the basis of regular statistical data.

The attached proposals for regulations and draft decisions have been drawn up to take account of this product classification. Cotton textiles and the like are covered by special proposals for regulations.

(b) Products dealt with by the various regulations and decisions

The quotas and the maximum amounts by beneficiary country (buffer levels) fixed for 1974 in respect of each of the products subject to tariff quotas are contained:

- (i) in draft Regulation No 1 for industrial products other than textiles and ECSC products;
- (ii) in draft Regulation No 3 for cotton textile products and the like;
- (iii) in draft Regulation No 5 for other textile products and footwear;

(iv) in draft Decision No 1 for ECSC products.

All other products whether or not subject to special supervision are dealt with by proposed Regulations Nos 2, 4 and 6 and draft Decision No 2. The individual ceilings for the products subject to special supervision and dealt with by proposed Regulation No 2 and draft Decision No 2 are not mentioned in that proposal but are specified in a list which will be forwarded at a later date to the customs authorities of the Member States.

(c) Calculation of quotas, ceilings and buffer levels for manufactured industrial products other than textiles

Calculation of ceilings

In general, the calculations have been made on the basis of the general rules set out above.

A number of exceptions have been introduced, however, in order to take account of special situations.

Maximum amounts by beneficiary country or "buffer levels"

The Community's offer states that, in order that the preferences granted to the most competitive developing country or countries should be restricted and that a substantial share should be reserved for the least competitive, preferential imports from any one developing country in respect of a given product should not, as a general rule, exceed 50% of the ceiling fixed for that product.

Lowering of the "buffer ceiling" below 50% has been decided only in a number of cases in order to take account of special situations.

Distribution of Community tariff quotas among Member States

The technical aspects of the distribution of Community tariff quotas among the nine Member States of the enlarged Community have been discussed in depth by the representatives of the Member States and of the Commission. It is to be noted that for the preceding years the scale for the distribution of Community tariff quotas among the six Member States of the EEC was based on general economic criteria: average percentages of external trade. GNP and population.

It was considered that the new distribution scale rendered necessary by the application of Community preferences by the nine Member States should, as a general rule, be based on the same economic criteria. Denmark, however, expressed the wish to be allocated a larger share than that which should normally fall to it. As Denmark's share has been increased to 5%, the scale calculated on the basis of the above criteria (reference year: 1971) is as follows:

Benelux	=	27,5%
France	=	10,5%
Germany	=	19,0%
Italy	=	15,0%
Denmark	=	5,0%
Ireland	=	1,0
United Kingdom	±	22,0%

The Commission proposes that the Council adopt this scale, on the understanding that a Community reserve share be included in the rules for the administration of the Community tariff quotas (see Chapter IV below).

However, the quota fixed for plywood etc. (CCT heading No 44.15) (including a special allocation for one Member State) is substantially higher than the normal level of increase and a special scale has been established to take account of the special situation of this product (e.g. protection of the interests of the AASM, traditional trade flows in the new Member States, import requirements).

(d) Treatment for textile products and footwear

Special provisions have been made for textile products falling within Chapters 50 to 63 of the CCT.

Calculation of ceilings

The quotas and ceilings have been calculated in such a way as to increase them by 50% compared with those applying in the Six in 1973. For eight products, however, the size of the tariff quotas (each including a special allocation for one Member State) exceeds this level of increase appreciably in order to take into account a special request made by that Member State. It is agreed that this is an entirely exceptional and transitional measure. Moreover, it is stated specifically that the Community institutions reserve the right to review this arrangement, in particular the size of the eight quotas, for a further implementing period within the framework of a policy of generalized preferences for the whole textile sector.

Maximum amounts by country or "buffer levels"

The arrangements decided on are the same as those applying to other manufactured industrial products.

Distribution of Community tariff quotas among Member States

The scale chosen differs slightly from the one established for other industrial products. It was necessary to take into account the special situation of two Member States (Denmark and Italy) in this sector of textiles. The scale is the Markewings as follows:

Benelux	=	27%
France	=	10%
Germany	=	19%
Italy	=	14%
Denmark	125 .	7%
Ireland	==	1%
United Kingdom	_	22%

The Commission proposes that the Council adopt this scale for textile products subject to tariff quotas. Here the introduction of a reserve share is not necessary since the transitional arrangements are limited to a six-month period (see below).

Consequences of the expiry of the LTA (Long-term Agreement on International Trade in Cotton Textiles)

For cotton textiles and the like the offer of generalized preferences made to UNCTAD was limited not only in respect of the number of beneficiary countries (LTA signatories and countries entering into similar commitments) but also to the period of validity of the LTA.

The LTA will expire on 31 December 1973 after being extended three months. After that date, consequently, the Community's offer could no longer cover cotton textiles and the like.

Negotiations are under way for the conclusion of a multilateral arrangement on international trade in textiles made of cotton, wool and man-made fibres. The existence of such an arrangement could, of course, facilitate the granting of preferences for products in this sector. There is still some uncertainty, however, as to the outcome of the negotiations and also as to the possibility of renewing the LTA for a limited period.

This being so, the Commission considers that transitional arrangements should be made for the granting of preferences for cotton textiles and the like. This formula would permit continuous application of generalized preferences in this sector pending a suitable solution.

This formula should be extended to wool textiles and man-made fibres. At the present moment the Community's offer for these projects is not subject to any special conditions. But in view of the trend of trade based on the ever-increasing recourse to the blending and substitution of different fibres, it is justified and reasonable to apply henceforth the same treatment to all fibres, namely the abovementioned transitional arrangements for 1974.

The Commission thus considers that the period of validity of the regulations for all textile products should be limited to six months on the understanding that it reserves the right to put forward to the Council at the appropriate time suitable proposals for the second half of 1974.

The Commission further draws attention to the case of footwear which, together with textile products other than cotton and the like, is covered by draft Regulations Nos 5 and 6 in order to take into account the special treatment reserved for the dependent countries and territories. These products should also be included in the transitional arrangements for reasons of convenience of presentation, on the understanding that they could still enjoy preferential treatment in the same manner as other manufactured industrial products.

Under the transitional arrangements the problem of countries receiving preferential treatment for cotton textiles and the like should be settled on a status quo basis. In order to regularize the procedure, it would suffice to inform those countries that the Community is willing to continue granting them preferential treatment for those products on the understanding that they continue to honour autonomously the same commitments as those into which they entered previously with the Community. Those countries will. of course, have the right to refuse to take on such commitments and, consequently, to renounce the preferences granted by the Community. If, thereafter, the Community noted that one or other of those countries no longer honoured its commitments, the Community, for its part, would withdraw the advantages granted from the countries concerned. An identical procedure would have to be followed for beneficiary countries which are not signatories to the LTA and which have entered into similar commitments in accordance with the stipulations in the Community's offers.

The Commission intends, in any case, to take advantage of the transitional period to seek a durable and suitable solution in this textile sector. In this connection, the Commission draws the Council's attention to its Memorandum for a comprehensive Community textile policy which it is submitting separately at the same time as its proposals and communications on the generalized preferences. In so doing, the Commission intends to stress that the preferential arrangements for textiles must be in harmony with the Community's commercial policy in the textile sector as a whole.

IV. Introduction of reserve share in the tariff quotas established under the generalized preferences

The absence of a reserve share in the Community preferential tariff quotas is contrary to the customs union, for it calls into question the single nature of the tariff and the principle of equal access for importers in the various Member States to the quotas opened.

Further, experience has shown that in many cases absence of the reserve share has made it impossible for the beneficiary countries to utilize fully the quotas opened.

The Commission reminds the Council of its position on this matter, which has not changed since 1971.

When it forwarded to the Council its proposals relating to the opening of generalized tariff preferences for the second half of 1971, the Commission, in its letter of 1 June 1971, took special care to draw the Council's attention to the particular importance of introducing a reserve share in the Community's tariff quotas.

The Commission recalled that the reserve share had been introduced in most Community tariff quotas which lay outside the scope of the generalized preferences, whereas those quotas were distributed among the Member States on the basis of criteria specific to the products (in particular, part import flows). The reserve share is thus all the more justified in the case of tariff quotas which under the generalized preferences scheme are to be distributed among the Member States on the basis of general economic data which do not take account of the existing trade flows for each product.

In making these points, the Commission's letter referred to above stressed the grave concern aroused by the absence of the reserve share and explained that it had not made provision for one in order to facilitate adoption by the Council of its proposals for the second half of 1971. The Commission did, however, underline the fact that it could envisage a definitive distribution of Community tariff quotas among the Member States only for a limited period and that it was to be understood that, upon expiry

of that period, a scheme including a Community reserve would have to be introduced.

The Commission formally proposed the introduction of the reserve share for the application of the generalized preferences in 1973. The Council did not, however, accept its proposal.

The Commission notes that a study of the utilization of the tariff quotas fully confirmed its concern. The disadvantages of the arrangements adopted hitherto by the Council are shown clearly in the annexed tables, which provide details of the degree of utilization in each Member State of each of the definitive shares allocated by the Council within the Community quotas opened since 1 July 1971.

This is why, in its present proposals for 1974, the Commission considers that the running—in period, which will have lasted two and a half years, must come to an end. The transitional machinery must be replaced by a system of administering the preferences which is in conformity with the Treaty of Rome and with the Community character of tariff quotas opened under the generalized preferences scheme. It must be added that the existence of a reserve share makes it easier for the new Member States to adapt to the Community arrangements since it makes for greater flexibility in the actual distribution of quotas.

Consequently, the annexed proposals for regulations make provision for the establishment of a reserve share for each *ttariff quota for industrial products other than textiles and footwear, which are covered by transitional arrangements.

The Commission draws the Council®s attention to the serious consequences which the absence of a reserve share in the preferential tariff quotas opened for 1974 would have. The Commission also recalls that the European Parliament fully shares its concern on this matter.

V. Rules of origin

The concept of originating products will, as in the past, be determined in accordance with the procedure set out in Article 14 of Regulation (EEC) No 802/68.

Generally speaking extention of the rules at present in force will be to submitted for the Committee on Origin. Improvements concerning Lists A and B may be taken into consideration to take account of certain practical difficulties which have arisen in practice. However, in view of the representations made by certain beneficiary countries and in particular, the Memorandum of 5 June 1973 presented by the Chairman of the ASEAN Brussels Committee, and in accordance with the guidelines worked out within the Working Party on Development Cooperation, it seems that a number of specific problems will have to be taken into consideration in 1974, for example those connected with the widening of the concept of originating products to certain regional groupings into an administrative infrastructure enabling acceptable supervision to be carried out.

Consequently, the Commission is making the necessary enquiries in order to present suitable proposals to the Council at a later date.

In the meantime, serious problems will arise from 1974 on, for a number of products which originate in Malaysia, Indonesia, Thailand and the Philippines and which are marketed by Singapore and undergo certain normal separation processes without incorporation of other products in the port of Singapore itself. The Community reserves the right to present to the Council an ad hoc regulation to solve these problems.

VI. Beneficiary countries

The lists of beneficiary countries for 1974 are those contained in the regulations in force for 1973. The Commission proposes, however, that the Bahamas be transferred from the list of dependent countries and territories to that of independent countries in order to take account of the change which has taken place in that country's international status.

Furthermore, as a result of the Council Decision of 4 and 5 June 1973, the Commission proposes that Romania be included amongst the beneficiary countries under special rules.

The Commission's view is that Romania should be granted preferential treatment with a reasonable and balanced economic content, its level of development being taken into account.

The Commission proposes that Romania be given preferential tteatment for the quasi-sensitive and non-sensitive products covered by proposed Regulation No 2.

The consequences of such a solution may be evaluated as follows: 98 m units of account of imports in 1971 of products falling within Chapters 25 to 99 of the CCT (not forgetting 3.5 m units of account of processed agricultural products falling within Chapters 1 to 24 of the CCT) compared with 140 m units of account of imports in 1971 of the industrial products excluded (textiles, footwear, ECSC products and products subject to tafiff quotas).

Amongst the beneficiary countries these figures place Romania fifth behind Yugoslavia, Hong Kong, Iran and India.

It is also to be remembered that at its meeting of 4 and 5 June 1973 the Council agreed that, as regards Turkey and Malta, it would take the measures necessary to ensure that those two countries enjoy from 1 January 1974 onwards treatment not less favourable than that accorded to countries enjoying generalized preferences (Doc. R/1805/73 or 6 July 1973).

The Commission proposes to add Malaysia and Indonesia to the present list of countries enjoying preferential treatment for cotton textile products and the like.

In accordance with what is stipulated in the Community's offer, these two countries have requested preferential treatment for cotton textile products and the like. A procedure is under way to permit these countries to enter into commitments vis-à-vis the Community similar to those entered into by LTA signatories. In 1971 imports of these products from those two countries totalled 55 metric tons. This procedure will be completed by 1 January 1974.

VII Consultation with the Associated States

Under certain association agreements (e.g. Yaoundé and Arusha), the Community is obliged to inform its partners of measures it intends to take concerning its commercial policy towards non-member countries where such measures are likely to prove

detrimental to their interests. Naturally, this obligation comes into play in connection with the implementation of the Community's generalized preferences scheme for 1974, which involves, in addition to its application by the three new Member States, substantial changes compared with the scheme applied in 1975.

The Associated States have already made it known that, as in

previous years, they would exercise their right to consultation. It is essential, therefore, in view of the necessary deadlines, to accelerate the process of informing the Associated States so that they may make any comments before the Council takes definitive decisions on the Commission's proposals.

In presenting its proposals to the Council, the Commission is aware that the improvements made are a first step which could be progressively bolstered if application of the Community scheme shows this to be necessary. For a number of products the improvements have been made with a view to the implementation of the Common Declaration of Intent concerning the developing countries in Asia.

The Commission is, however, anxious to stress the limits of such a development.

Firstly, it should be pointed out that, at the present moment, the bulk of the efforts to assist the developing countries under the generalized system of preferences is coming from the Community, for the other large economic units have not yet made comparable efforts or have still to implement the system of generalized preferences. Thus it appears difficult for the Community to commit itself even further to improving its scheme.

What is more, one possible way of improving its scheme lies in the reduction, or even the elimination of the list of products subject to tariff quotas. The continued existence of this list is, however, necessary to ensure that sensitive industrial sectors in the Community are not adversely affected by certain beneficiary countries which find themselves in a privileged situation. The Commission intends to examine the special problem presented by those countries and to forward suitable proposals to the Council at the appropriate time, while taking into account the fundamental characteristics of the Community scheme which should retain their homogeneity.

The Commission is, in any case, anxious to stress the value of the generalized preferences as an instrument for development cooperation, in particular with countries which do not enjoy privileged relations with the Community. It is, however, clear that the aim of the preferences granted will be fully achieved only it efforts are pursued and intensified in other fields. One must accept that many developing countries will be able to stimulate their industrialization

and exports only if the developed countries at the same time increase their technical and financial aid. The Community itself should supplement its action in the field of generalized preferences by further, more deliberate measures to assist trade promotion, to encourage economy diversification and to provide incentives for private investment in the Third World, in particular in the least advanced countries, and so on. In this context, account should, of course, be taken of the particular interests of the developing countries which are already associated with the Community and those which will become associated in the future, a number of which are in fact among the least advanced countries.

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