

ANALYSIS OF THE RATE-REDUCING
AUTHORITY IN THE TRADE
REFORM ACT OF 1973

STAFF PAPERS PROVIDED BY THE
U.S. TARIFF COMMISSION

FOR THE

COMMITTEE ON FINANCE
UNITED STATES SENATE

RUSSELL B. LONG, *Chairman*



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(II)

CONTENTS

	Page
Foreword-----	v
Introduction-----	1
Tariff structure-----	1
Application of the rate reducing authority-----	4
Overall trade-----	5
Trade by tariff schedule-----	6
Trade by individual items-----	20



Foreword

This paper represents an attempt to place the tariff negotiating authority of the proposed Trade Reform Act in perspective. The existing U.S. trade agreement rates are already at generally low and moderate levels. As a result, the ability to make low rate articles duty-free—a relatively minor authority in the Trade Expansion Act—is of considerable significance under the TRA. The 60 percent negotiating authority under the TRA also appears to have wide impact. On the other hand, full 75 percent reductions appear to have only limited application.

Introduction

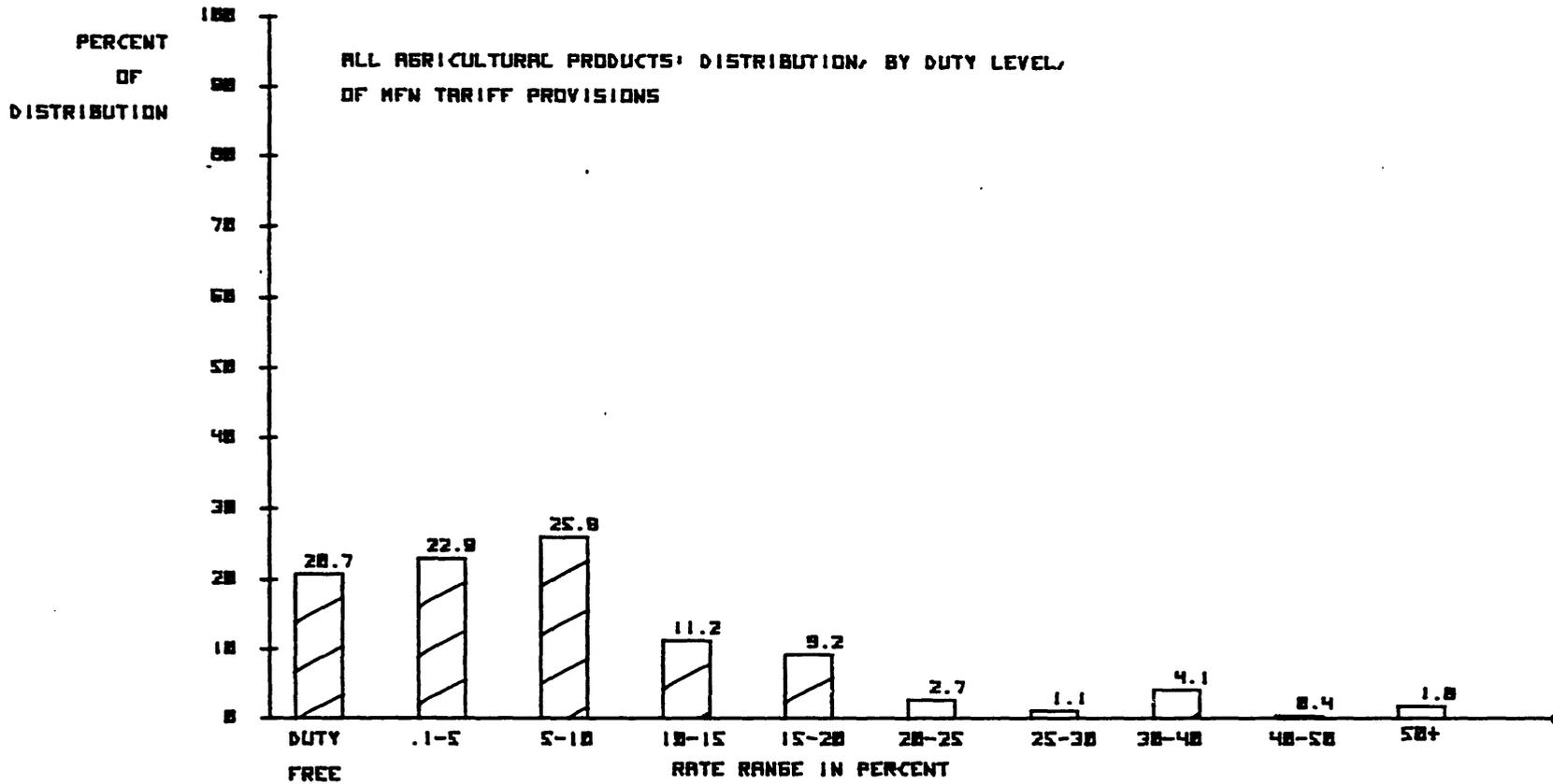
The proposed Trade Reform Act of 1973 (TRA) provides a graduated tariff negotiating authority with limits based on the "rate existing on July 1, 1973". Since the tariff negotiating authority provided in the Trade Expansion Act expired on July 1, 1967 and thus no new trade agreement concessions can be negotiated, the rates existing on July 1, 1973 will, by and large, reflect the trade agreement concessions made up to and including those negotiated in the Kennedy Round, the last stages of which were implemented January 1, 1972.

Section 101 of the TRA sets out the basic authority for trade agreements. For rates not more than 5 percent ad valorem no limits on the President's rate reducing authority are provided, and these low rate items can be made duty-free. For duties more than 5 percent but not more than 25 percent ad valorem, reductions up to 60 percent would be allowed. For duties above 25 percent ad valorem, a 75 percent reduction would be allowed, except that no duty which is more than 25 percent ad valorem can be reduced to below 10 percent ad valorem. A rate increasing authority within the context of a trade agreement is also provided, but only a few increases in rates of duties have been provided for in basic trade-agreement negotiations. The 40 year history of the trade agreement program has been primarily one of reciprocal concessions pursuant to which rates of duty have been reduced.

Section 601(3) of the TRA defines the term "ad valorem" as including ad valorem equivalent (AVE). Such a definition is needed to determine the magnitude of allowable reductions. In negotiating, the President is to use ad valorem percentages determined on the basis of the value of imports of the articles concerned during the most recent representative period, before the date on which the trade agreement is made. Since equivalents of specific rates (i.e., rates expressed in the amount charged per unit of measure) and compound rates (i.e., a combination of specific and ad valorem rates) change with the value of the articles entered, it is not likely that the AVE's used in this paper would be the ones used at some later date. However, inasmuch as the incidence of specific and compound rates diminish with increasing price levels, it is likely that many AVE's will be lower some two or three years hence than they were in 1972, the base year for most of the data used here.

Tariff Structure

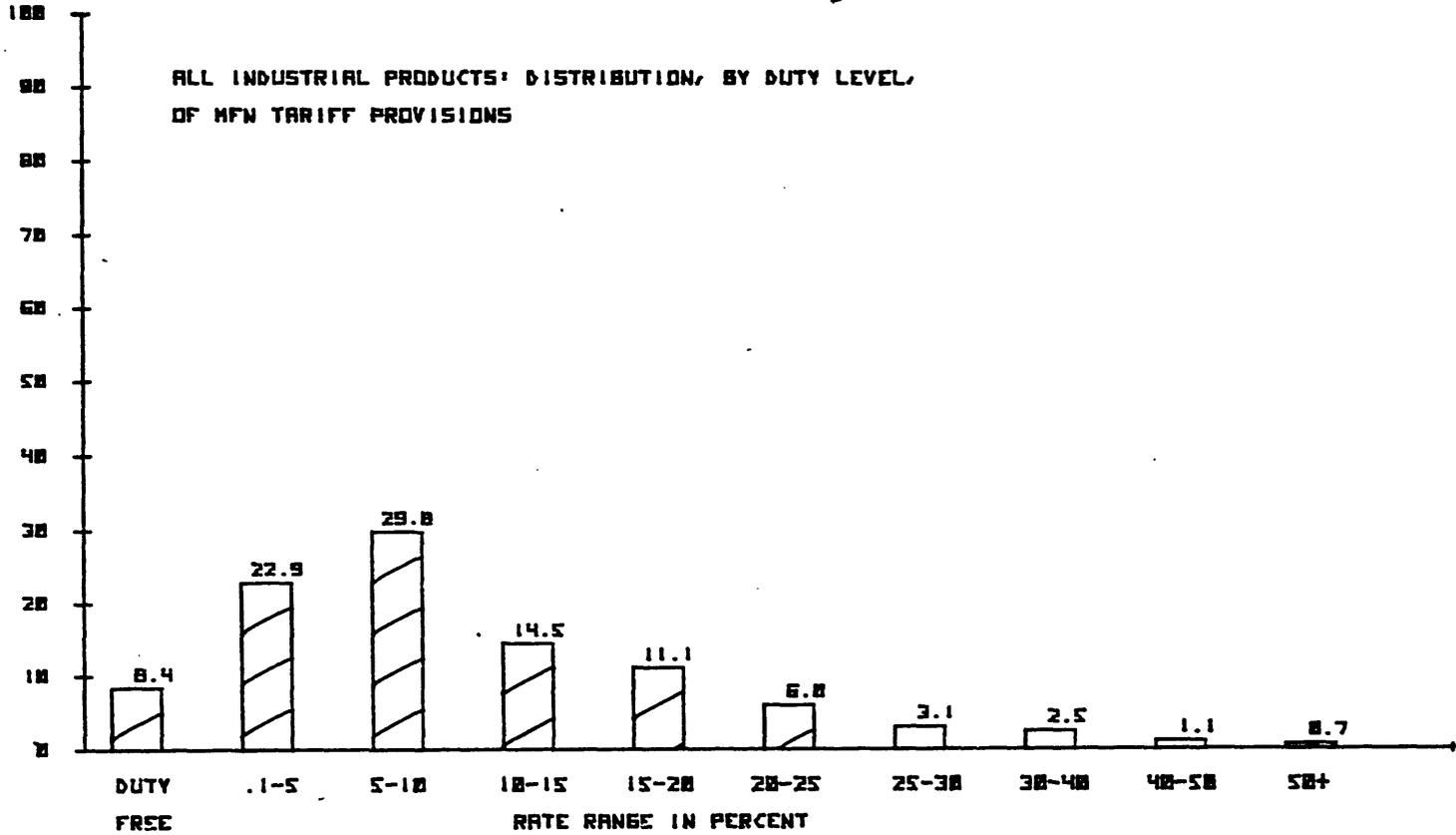
In 1972, the Tariff Schedules of the United States (TSUS) provided for 6,760 tariff line items, with MFN rates of duty ranging from duty "free" to ad valorem equivalents (AVE's) of over 200 percent. In general, however, most rates of duty were far lower than the few isolated instances that gave the range such a wide spread.



SOURCE: TRADE BARRIERS, CHAPTER IV, TARIFFS, P. 161

PERCENT
OF
DISTRIBUTION

ALL INDUSTRIAL PRODUCTS: DISTRIBUTION, BY DUTY LEVEL,
OF MFN TARIFF PROVISIONS



SOURCE: TRADE BARRIERS, CHAPTER IV, TARIFFS, P. 159

The charts on the previous two pages depict the distribution of United States most-favored-nation (MFN or trade agreement) tariff line provisions, by duty level, for all trade items and divided into industrial and agricultural products. As shown, the MFN rate provisions are predominantly distributed in the lower duty levels. Sixty-one percent of the tariff provisions applicable to industrial products and 69 percent of the rate provisions applicable to agricultural products carried rates of duty of 10 percent or less. The number of tariff provisions tailed off from the 10 percent level so that only about 2 percent of the tariff lines provided for rates of duty in excess of 40 percent ad valorem equivalent.¹

As shown, 23 percent of the industrial and agricultural tariff items provided for dutiable treatment at rates of 5 percent ad valorem or less; and, hence, under the basic authority for trade agreements, these items could be made duty free. About three-fifths of the industrial tariff provisions and about half of the agricultural tariff provisions fell into the second category—i.e., about 5 percent ad valorem but not more than 25 percent ad valorem—where decreases in rates could amount to up to 60 percent of the existing rate. Only a small percentage of U.S. tariff items, however, provided rates of duty above 25 percent ad valorem. Rates in this range could be reduced up to 75 percent, subject to the 10 percent ad valorem floor. Thus, to be reduced a full 75 percent, the existing rate would have to exceed 40 percent ad valorem, and as noted, only about 2 percent of U.S. MFN rate provisions were that high in 1972.

Staging requirements and rounding authority is also provided in Trade Reform Act (section 103). Staging requirements would permit annual tariff reductions up to and including the higher of (1) three percentage points, or (2) one-fifteenth of the total reduction. No staging would be required where the existing tariff is reduced 10 percent or less. A rounding authority like that in the Trade Expansion Act is also provided.² Of the staging requirements, the three percentage points per year appears to be the principle operative limit. A duty reduction would have to exceed 45 percent ad valorem to bring into play the one-fifteenth provision, which, in turn, would require the current duty to exceed 60 percent AVE. In 1972, only 22 individual items in which trade occurred carried trade agreement rates in excess of 60 percent AVE.

Application of the rate reducing authority

An analysis by tariff line item does not indicate the volume of trade involved. A line item covering passenger automobiles where billions of dollars of trade is involved is, in effect, treated the same as one covering quail eggs where the trade is nil. To gain a perspective on the TRA's rate reducing authority in terms of the trade actually moving, the

¹ One isolated high rate provision, tariff item 170.05, covered "leaf tobacco, the product of two or more countries or dependencies, when mixed or packed together." When entered, such intermixed tobacco was dutiable at \$2.925 per pound. The ad valorem equivalent of this specific rate in 1972, computed on the basis of the small volume of trade occurring, was 202 percent.

² Because many rates are now 60 percent lower than they were before the Kennedy Round, the TRA's rounding authority, which is essentially unchanged from that found in TEA, provides for relatively greater reductions to simplify the computation of the amount of duty imposed. For example, under the TEA, a pre-agreement rate of 17.5 percent ad valorem could be reduced by 60 percent (to 8.75 percent) and then rounded down (sec. 264) to 8.5 percent ad valorem. Thus, the rounding amounted to 0.25 percent ad valorem or 2.7 percent of the total reduction. Under the TRA, this existing rate could be reduced by 60 percent, i.e., to 3.4 percent ad valorem and then rounded to the next lowest whole number (sec. 103(b)(1)). The rounding could amount to 0.4 percent ad valorem, or 7.3 percent of the total reduction.

remainder of this paper treats with the volume of trade (expressed in dollars) entering in various tariff ranges.

The analysis which follows assumes the maximum use of the authority granted under section 101. As a practical matter, however, one would expect that certain items would be reserved from negotiations, and others not reduced the full amount. The Trade Reform Act, for example, provides for several methods whereby advice may be given to the President. Presumably, some of this advice will suggest that certain items be excluded from the negotiations. In addition, section 128 of the TRA provides that duties may not be reduced or eliminated where they would threaten to impair national security, or while an escape action is in effect for the particular product involved. At this time, it is not clear how extensive such reservations might be, and to simplify the analysis, the full authorized reductions are assumed to be applied across the board.³

Overall trade.—In 1972, imports valued at \$55 billion entered into U.S. consumption. As shown in the following table, nearly a third were duty-free, and practically another third entered at rates of 5 percent ad valorem (or ad valorem equivalent) or less.

Value of U.S. imports for consumption arranged by ad valorem equivalents, 1972

Ad valorem equivalent	Imports	
	Value (thousands)	Percent
Range in percent:		
Duty free.....	\$17, 786, 392	32. 2
Dutiable at—		
0.1 to 5.....	16, 854, 253	30. 5
5.1 to 10.....	12, 410, 564	22. 5
10.1 to 15.....	3, 054, 520	5. 5
15.1 to 20.....	2, 225, 561	4. 0
20.1 to 30.....	1, 251, 764	2. 3
30.1 to 40.....	1, 130, 877	2. 0
40.1 to 49.9.....	160, 467	. 3
50 or more.....	64, 074	. 1
Dutiable but not AVE ¹	343, 847	. 6
Total.....	55, 282, 319	100. 0

¹ Includes a few tariff items covering mixtures dutiable at rates not less than the highest duty applicable to any component part.

Duties 5 percent or less have been called "nuisance tariffs" with "little economic significance".⁴ On the other hand, they produce customs revenue, while, of course, duty-free items do not.⁵ More than

³ The Kennedy Round experience is important enough to recount here. Although the Trade Expansion Act permitted the elimination of low rate duties and the 50 percent reduction of all others, when the negotiations concluded, calculations by the Tariff Commission and other experts showed that the Kennedy Round concessions reduced the average level of U.S. duties existing prior to the negotiations by approximately one-third—despite the linear nature of the negotiations—rather than by one-half. The difference represented items reserved from the negotiations, less than full authorized reductions on others, concessionary "bindings" which did not actually reduce the applicable rates, and perhaps more significantly, the conceptual difficulties of "tariff averaging" and "trade weighting" (see Chapters IV and V, *Trade Barriers*) that tend to render the average amount or value of overall concessions, indistinct.

⁴ Statement of Secretary of Commerce Luther H. Hodges, in support of H.R. 9900. The Trade Expansion Act of 1962, in *Legislative History of H.R. 11970, 87th Congress, Trade Expansion Act of 1962, P.L. 87-794*, Committee on Ways and Means, 1967, p. 160.

⁵ Over the years, the duties collected have been increasing as trade has expanded. In 1972, the duties collected amounted to over \$3 billion.

one-fifth of the value of trade was dutiable at rates between 5.1 and 10.0 percent, and about a tenth was dutiable between 10 and 20 percent AVE. Relatively little trade, \$2.6 billion, was dutiable above 20 percent, but of that, \$1.8 billion (nearly 70 percent) consisted of textile fibers and textile products.

If the full rate reducing authority of section 101 were applied to 1972 trade, the results would be as shown in the next table:

Value of U.S. imports for consumption 1972, arranged by tariff ranges applicable, given the maximum rate reductions proposed in the Trade Reform Act of 1973

Ad valorem equivalent	Imports	
	Value (thousands)	Percent
Range in percent:		
Duty free.....	\$34, 640, 645	62. 7
Dutiable at—		
0.1 to 5.....	14, 233, 800	25. 7
5.1 to 10.....	5, 839, 486	10. 6
10.1 or over.....	224, 541	. 4
Dutiable but no AVE ¹	343, 847	. 6
Total.....	55, 282, 319	100. 0

¹ Includes a few tariff items covering mixtures dutiable at rates not less than the highest duty applicable to any component part.

The 30 percent of imports dutiable at 5 percent AVE or less would have been duty free. Articles dutiable in the 5 to 12.5 percent AVE range would have dropped to the 0.1 to 5.0 range. Those articles dutiable at 12.6 to 25 percent AVE would have dropped to the 5.1 to 10.0 percent AVE range. Above 25 percent the TRA would permit 75 percent reductions subject to the 10 percent ad valorem "floor." As noted, it is this 10 percent ad valorem "floor" that is the principle operative element. A duty would have to be above 40 percent ad valorem before a full 75 percent reduction could be applied. In fact, however, less than one-half of one percent of trade was dutiable at such high levels. Thus excluding the nearly two-thirds of U.S. import trade which would be duty-free, virtually all the remainder trade would have been compressed into a rate structure no higher than 10 percent AVE.

Trade by tariff schedule.—The tables and "tariff profiles" beginning on page 9 shows the value of 1972 imports in each of the TSUS schedules, and displays the proportions duty free or dutiable in several ranges of ad valorem equivalents. The first seven profiles are based on trade in the regular, or product-defined, tariff schedules, while the last two are based on trade in "special classifications" and "temporary modifications" of the TSUS.

As shown, the import trade in metals and metal products was by far the largest. It amounted to \$24.5 billion or 44 percent of all U.S. imports in 1972. About 30 percent (by value) of metals and metal products entered free of duty. Duty-free items included some \$5.3 billion in passenger automobiles and original motor vehicle equipment from Canada entered under the provisions of the Automotive Products Trade Act of 1965 (APTA). This Act implemented the Canadian Automobile Agreement which has as its objective the liberalization of U.S.-Canadian automotive trade by eliminating tariff

barriers. Many metal ores and unwrought metals, iron ore, nickel, tin, bauxite, platinum group metals, also entered duty-free (but not under APTA). Some 40 percent of imports of metal and metal products entered at rates of duty up to 5 percent ad valorem, and since the TRA does not provide a negotiating limit on reductions of duty at this level, they could be made duty free. Examples of items dutiable in this range include passenger automobiles, motorcycles, and television receivers. Virtually all the remaining trade, including certain types of steel sheets and plates, could be reduced by 60 percent.

Imports of animal and vegetable products, which amounted to \$8.0 billion in 1972, presented a somewhat different tariff profile. Two-fifths were already duty free, with coffee, shellfish, and bananas being the principal free items. A large volume of imports occurred at dutiable ranges between 5 and 10 percent ad valorem (i.e., in the "second category" subject to 60 percent reductions). Principle articles in this category included sugar, beef and veal, still wines and live cattle.

Imports of chemicals and related products, a schedule increasingly dominated by petroleum imports, totalled \$6.9 billion in 1972. Large volumes of crude oil, which in 1972 entered at rates in the 0.1 to 5 percent ad valorem range, skewed the tariff profile to the left. Effective May 1, 1973, the rates of duty on imports of crude petroleum and petroleum products were suspended through 1980.⁶ However, in the place of the former quota system under the Mandatory Oil Import Program, a "license fee" system was established, which appears to have the same incidence as a duty. This schedule also provides for the benzenoid chemicals subject to the "American selling price" (ASP) system of valuation. Such imports, however, are relatively small. In 1972, imports of all benzenoids amounted to \$480 million or 7 percent of the total value of chemicals and related products. The slight "bulge" at rates of from 10 to 15 percent ad valorem, includes cyclic organic chemical products and certain benzenoid drugs, some which were subject to the ASP system of valuation.

Imports of miscellaneous products, a wide ranging schedule more often called "sundries", provides tariff treatment for many specified products—footwear, optical goods, watches, musical instruments, rubber and plastic products, and other products too numerous to list here. In 1972, imports were valued at \$5.2 billion. As shown in the tariff profile, a larger proportion of sundries enter dutiable at moderate to high rates. Nearly half of the trade is clustered in rates of from 5 to 10 percent ad valorem, which, under the TRA, would be eligible for reductions down to 40 percent of the existing rate. In all, some 70 percent would be subject to 60 percent reductions. Articles in this range include many footwear articles, bicycles and bicycle parts, certain toys and dolls, some types of watches, and unspecified luggage and handbags.

Imports of wood and paper and printed matter totalled \$3.9 billion. Nearly 80 percent was duty free, including newsprint paper, wood and other pulp for paper, and certain species of lumber. Plywoods are probably the most imported items subject to the 60 percent reduction.

Wood and paper is the smallest of the regular tariff schedules in terms of the number of tariff items. While those schedules discussed to this point have averaged 1,000 tariff lines each, wood and paper is covered in less than 300 line items.

⁶ Presidential Proclamation 4210.

Textile fibers and textile products, imports of which amounted to \$3.4 billion, comprise the only regular schedule skewed to the right. This represents the substantial proportion of the textile imports that enter at moderate and high rates. More than half of the imports, for example, were dutiable above 20 percent ad valorem, and 4 percent were dutiable above 40 percent ad valorem. Should textiles be negotiated, they would represent the most important trade items subject to the maximum reductions. On the other hand, only about 1 percent could become duty free based on an existing duty of 5 percent ad valorem.

Textiles, although relatively small in value of trade, are classified in the largest number of tariff items. Nearly 2,000 tariff lines are provided.

Nonmetallic minerals and products comprise the smallest, in terms of trade reported, of the regular tariff schedules. Of the \$1.7 billion in trade, 43 percent was duty-free and 26 percent was dutiable between 0.1 and 5.0 percent AVE. The largest duty free item was precious and semi-precious stones (valued at \$345 million). The largest dutiable items were cut diamonds which, under the TRA, could be made duty free.

Value of U.S. imports for consumption, by tariff schedule, by ranges of ad valorem equivalents, 1972

[In thousands of dollars]

Tariff category	Total	Duty free	Dutiable at—								Dutiable but no AVE
			0.1 to 5	5.1 to 10	10.1 to 15	15.1 to 20	20.1 to 30	30.1 to 40	40.1 to 49.9	50 or more	
1. Animal and vegetable products.....	8,003,459	3,232,339	968,747	2,949,623	512,764	159,952	36,950	36,346	18,064	25,305	63,369
2. Wool and paper: printed matter.....	3,850,536	3,029,721	211,733	335,527	28,022	241,886	3,617	30			
3. Textile fibers and textile products.....	3,358,654	353,244	32,502	366,959	298,984	534,625	650,843	985,455	135,505	457	30
4. Chemicals and related products.....	6,919,702	1,563,445	4,461,698	205,453	532,388	127,681	18,575	177	51	1	10,233
5. Nonmetallic minerals and products.....	1,739,070	744,635	444,704	118,087	179,632	77,221	135,477	15,640	924	22,750	
6. Metals and metal products.....	24,498,867	7,235,623	9,879,351	5,969,060	946,119	110,455	123,990	15,920	3	8,277	210,069
7. Miscellaneous products.....	5,215,681	392,397	855,518	2,465,855	556,611	581,348	267,986	70,773	3,884	735	20,574
8. Special classifications.....	1,163,893	1,144,321									39,572
9. Temporary modifications.....	512,457	90,617				392,393	14,326	6,536	2,036	6,549	
Total.....	55,282,319	17,786,392	16,854,253	12,410,564	3,054,520	2,225,561	1,251,764	1,130,877	160,467	64,074	343,847

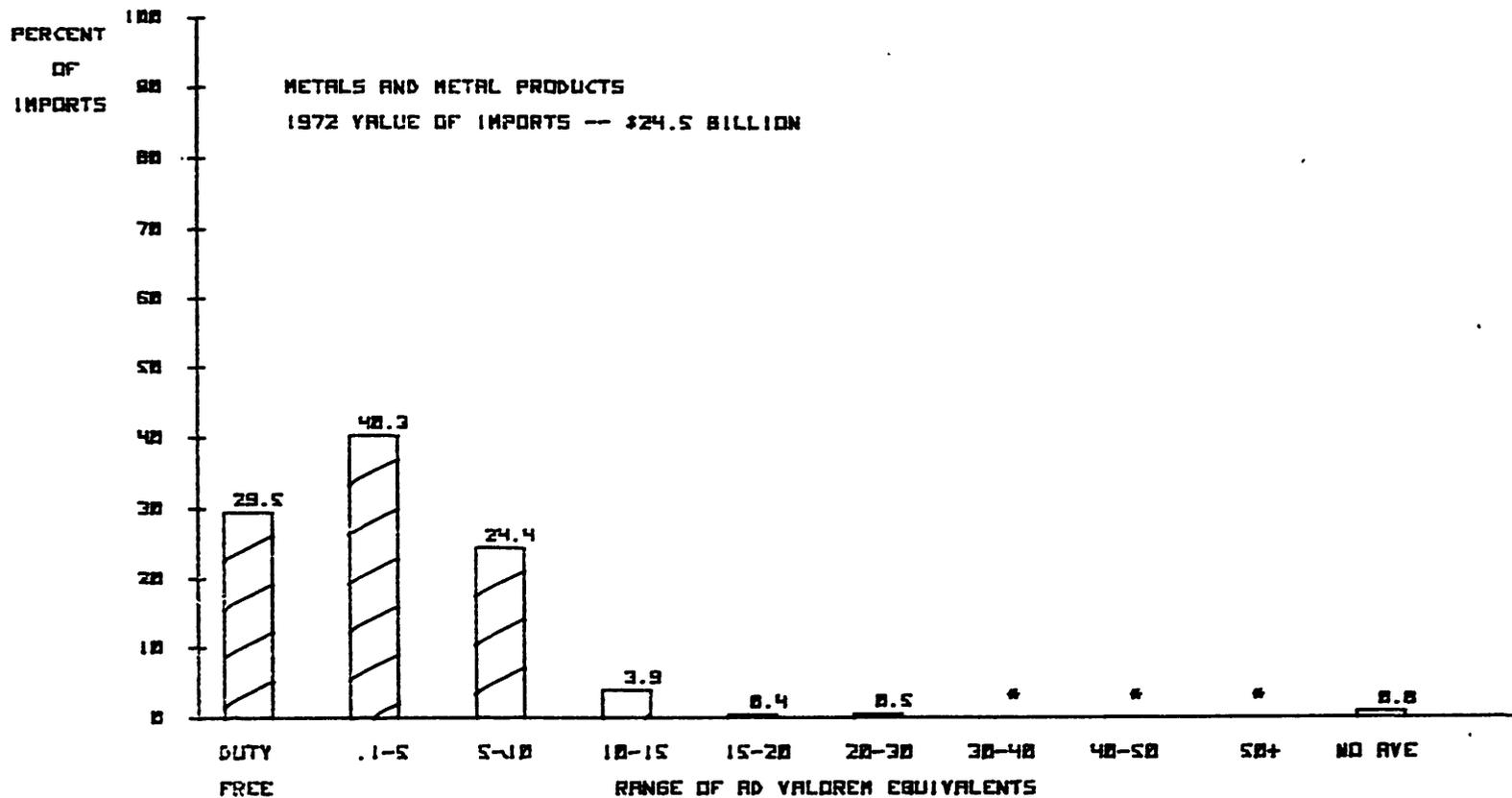
Source: Compiled by the U.S. Tariff Commission from official statistics of the U.S. Department of Commerce.

U.S. imports for consumption, by tariff schedule, proportions dutiable in various ranges of ad valorem equivalents, 1972

[In percent]

Tariff category	Total	Dutiable at—									Dutiable but no average
		Duty free	0.1 to 5	5.1 to 10	10.1 to 15	15.1 to 20	20.1 to 30	30.1 to 40	40.1 to 49.9	50 or more	
1. Animal and vegetable products . . .	100	40.4	12.1	36.8	6.5	2.0	0.5	0.5	0.2	0.3	0.8
2. Wool and paper; printed matter . . .	100	78.7	5.5	8.7	.7	6.3	.1	(1)	-----	-----	-----
3. Textile fibers and textile products . . .	100	10.5	1.0	10.9	8.9	15.9	19.4	29.3	4.1	-----	-----
4. Chemicals and related products . . .	100	22.6	64.5	3.0	7.7	1.8	.3	(1)	(1)	(1)	.1
5. Nonmetallic minerals and products . . .	100	42.8	25.6	6.8	10.3	4.4	7.8	.9	.1	1.3	-----
6. Metals and metal products	100	29.5	40.3	24.4	3.9	.4	.5	(1)	(1)	(1)	.8
7. Miscellaneous products	100	7.5	16.4	47.3	10.7	11.1	5.1	1.4	.1	(1)	.4
8. Special classifications	100	96.7	-----	-----	-----	-----	-----	-----	-----	-----	3.3
9. Temporary modifications	100	17.7	-----	-----	-----	76.5	2.8	1.3	.4	1.3	-----
Total	100	32.2	30.5	22.5	5.5	4.0	2.3	2.0	.3	.1	.6

¹ Less than 0.05 percent.

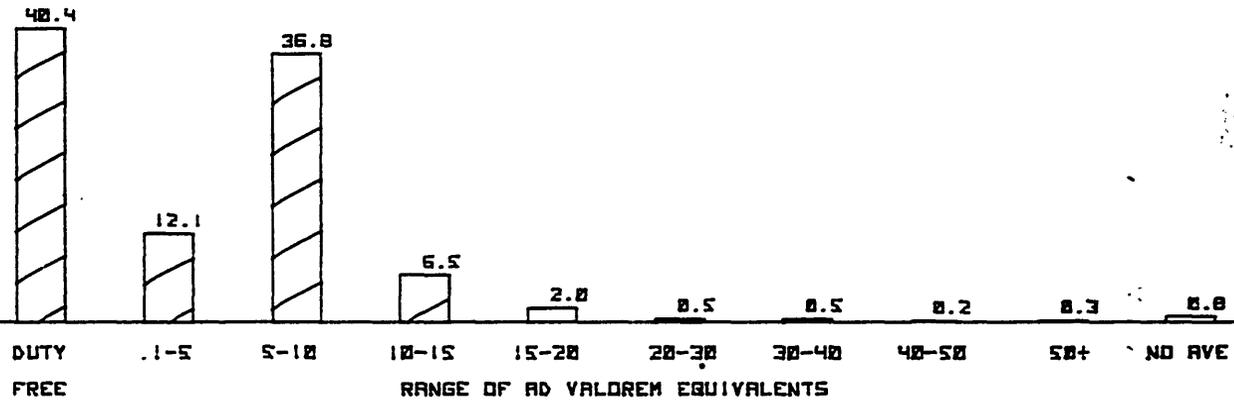


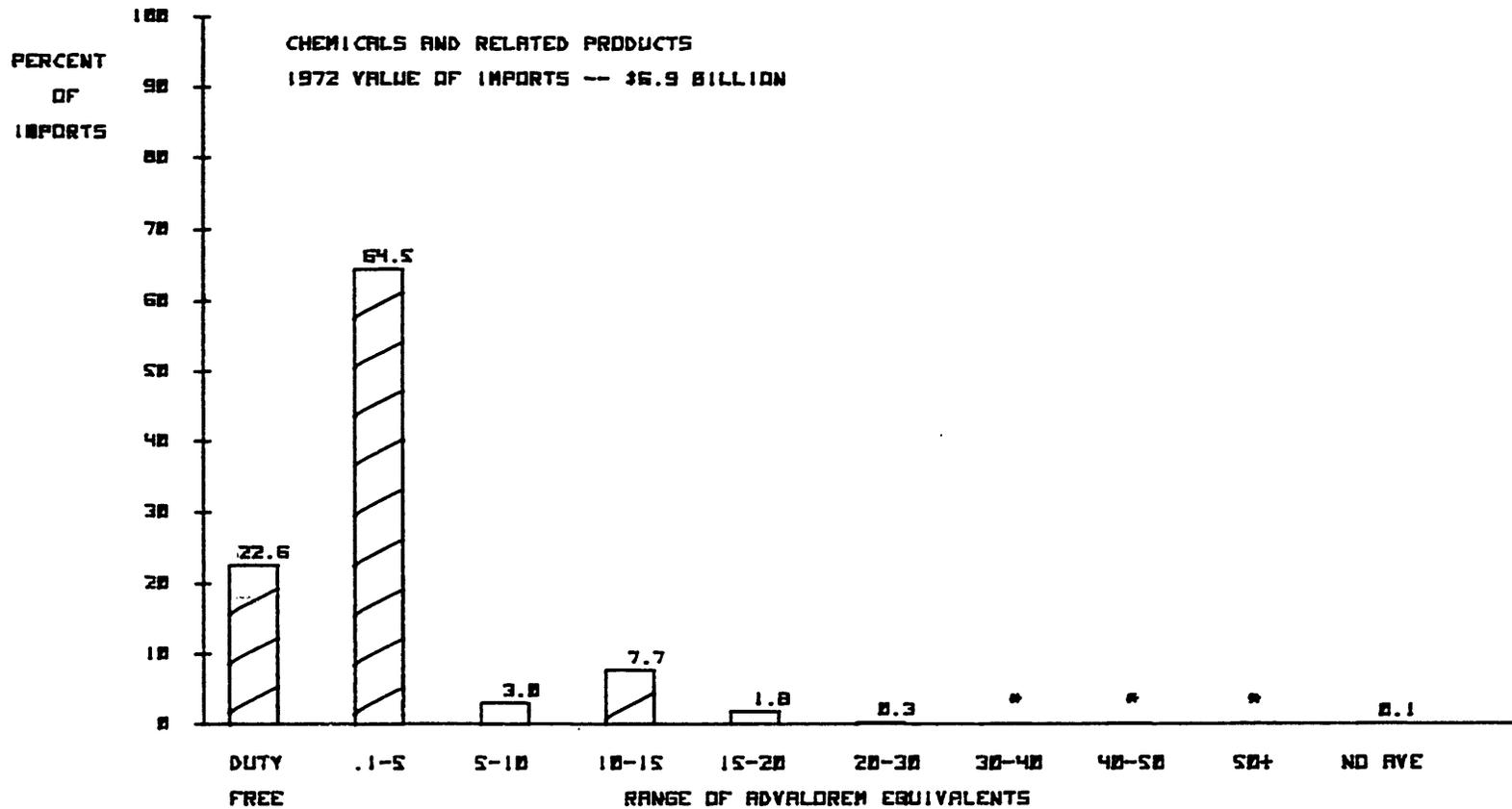
* LESS THAN 0.05 PERCENT

PERCENT
OF
IMPORTS

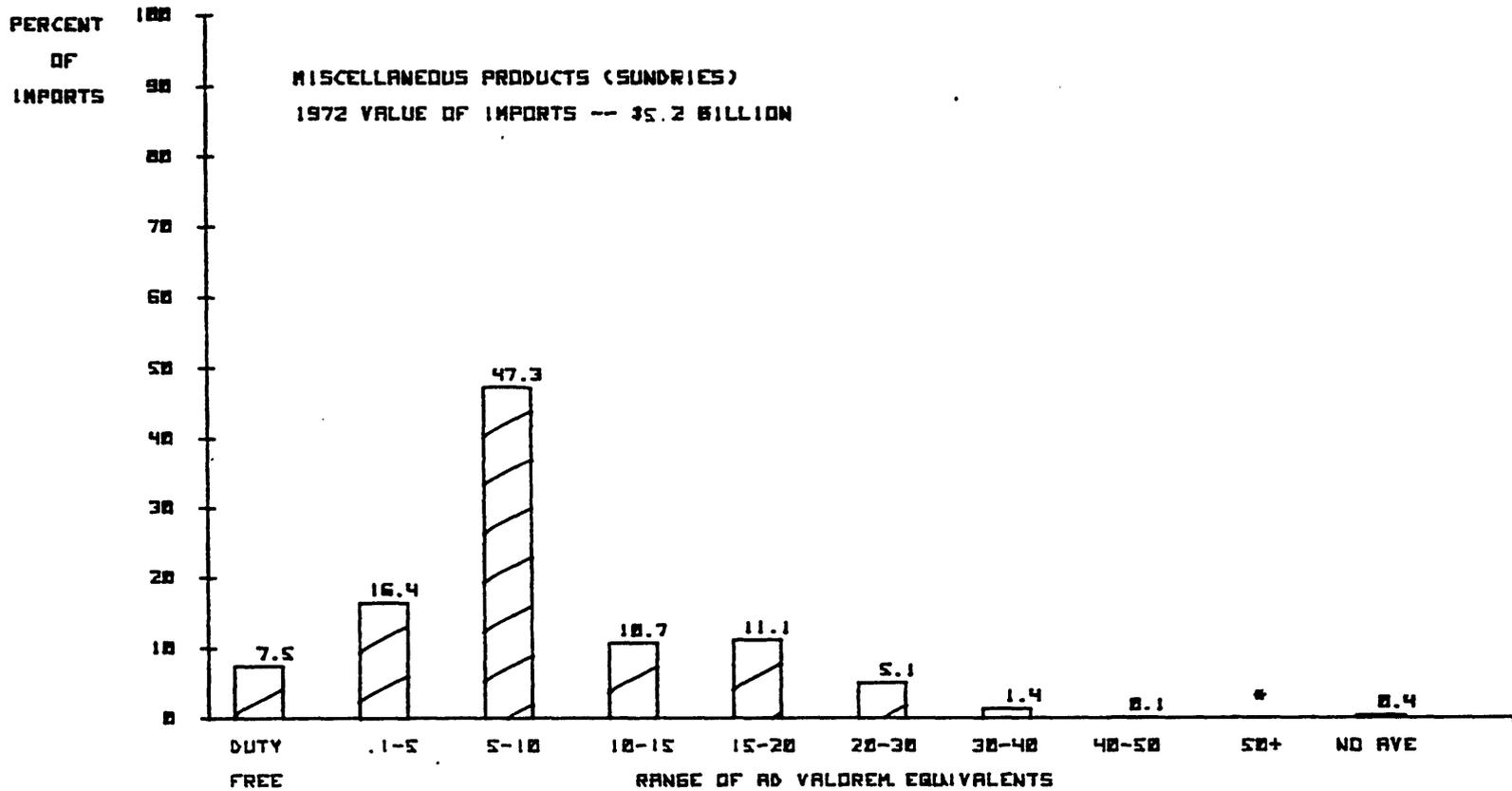
100
90
80
70
60
50
40
30
20
10
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ANIMAL AND VEGETABLE PRODUCTS
1972 VALUE OF IMPORTS -- \$8.0 BILLION



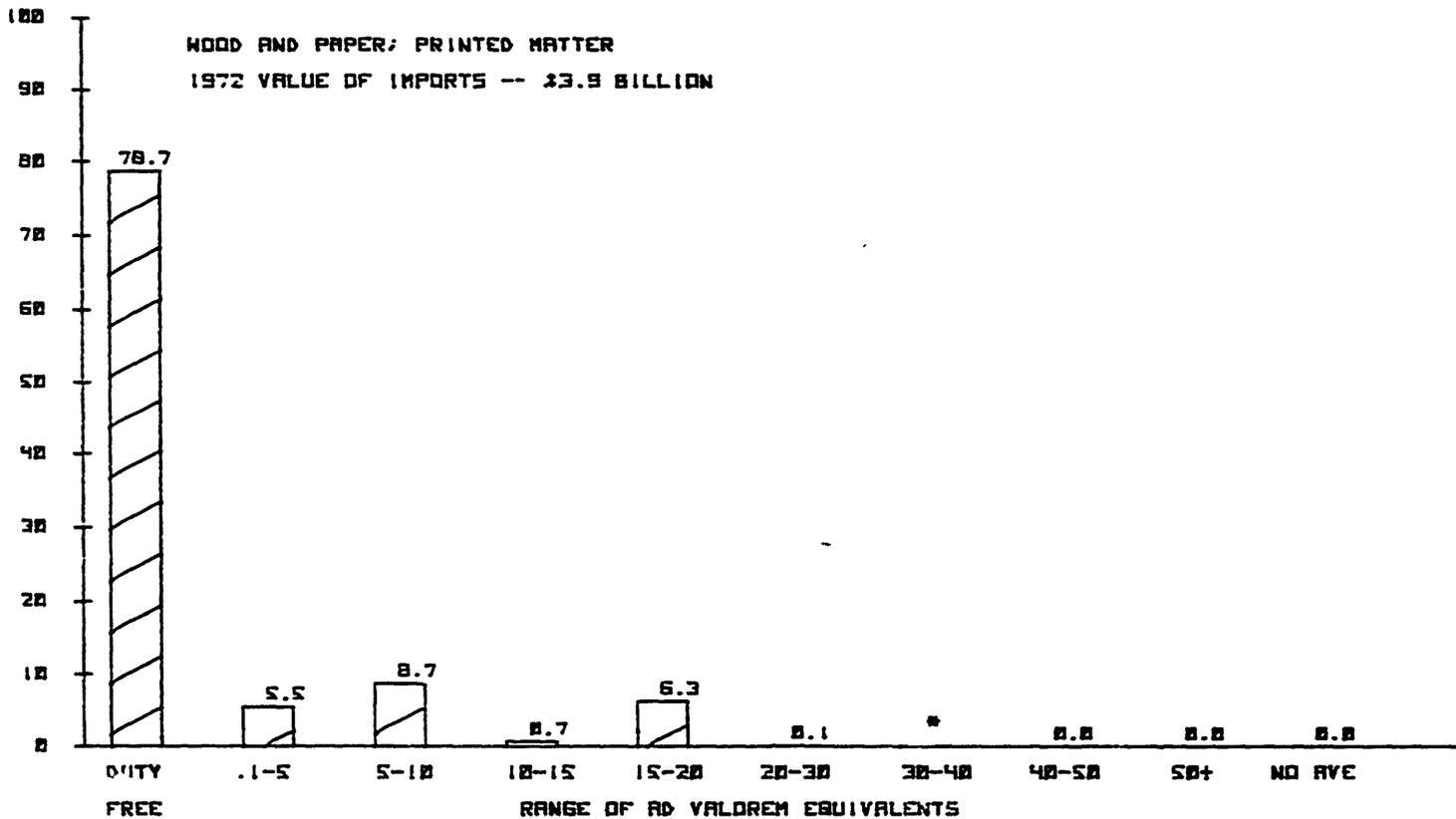


* LESS THAN 0.05 PERCENT



* LESS THAN 0.05 PERCENT

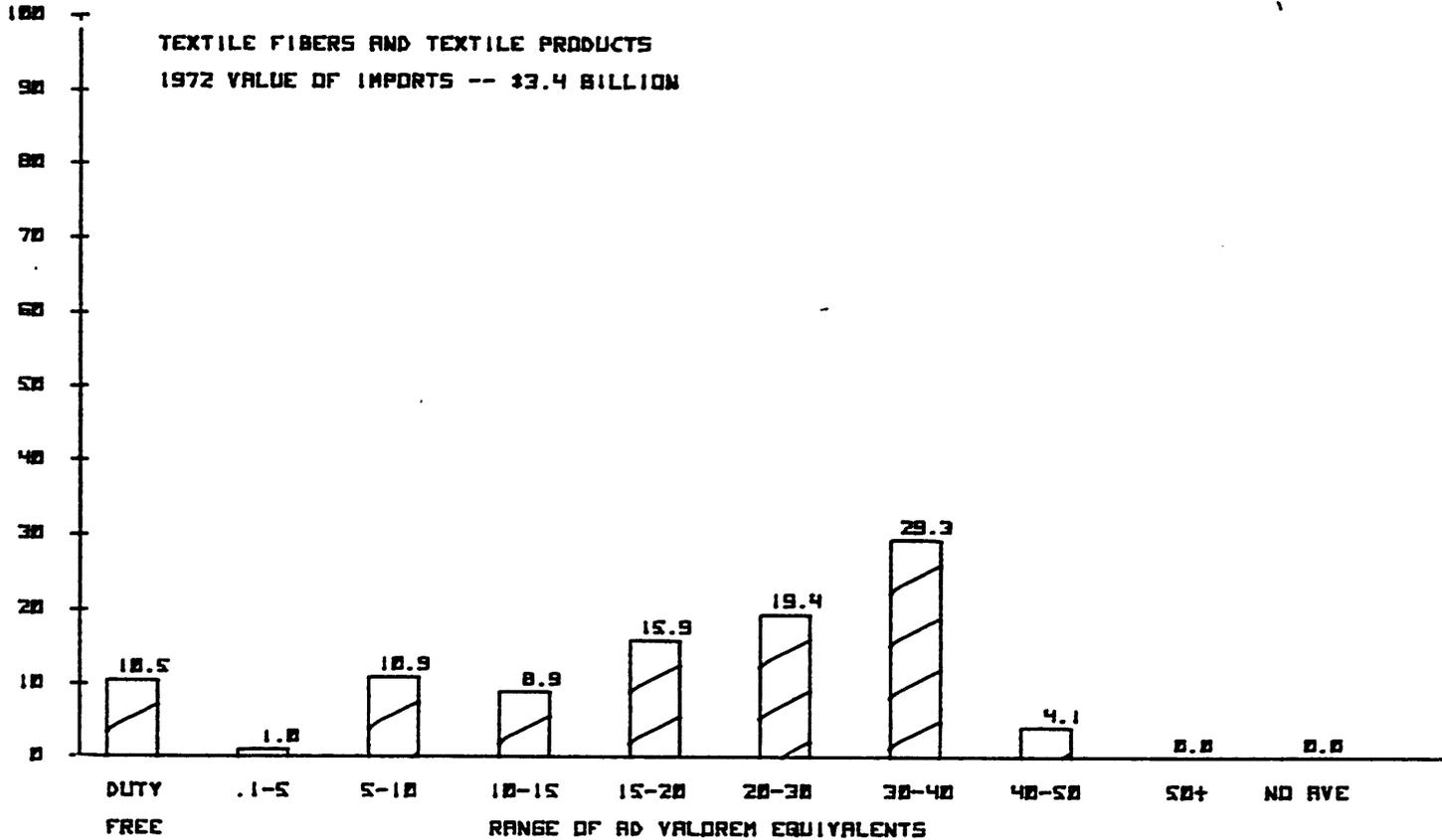
PERCENT
OF
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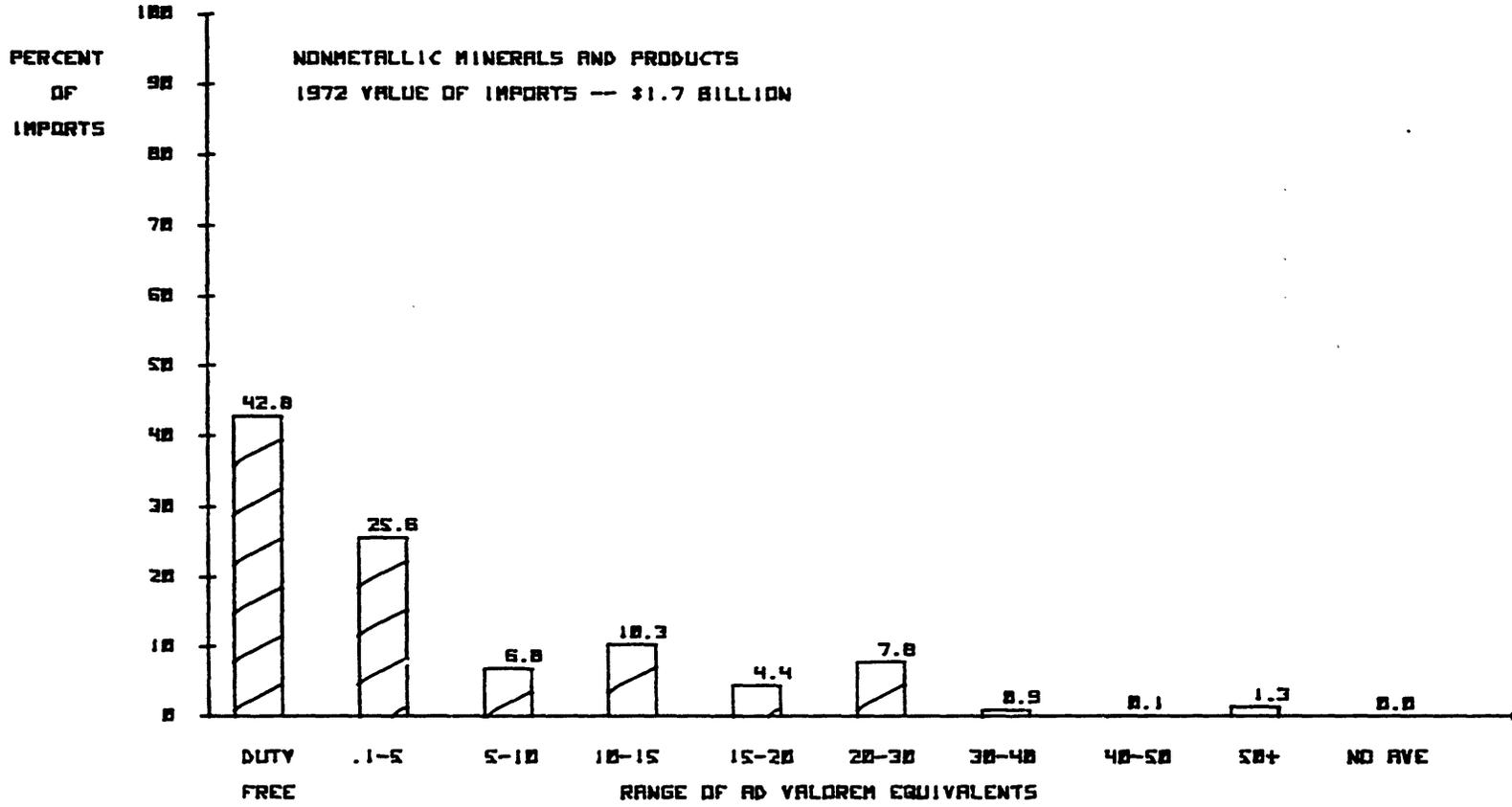


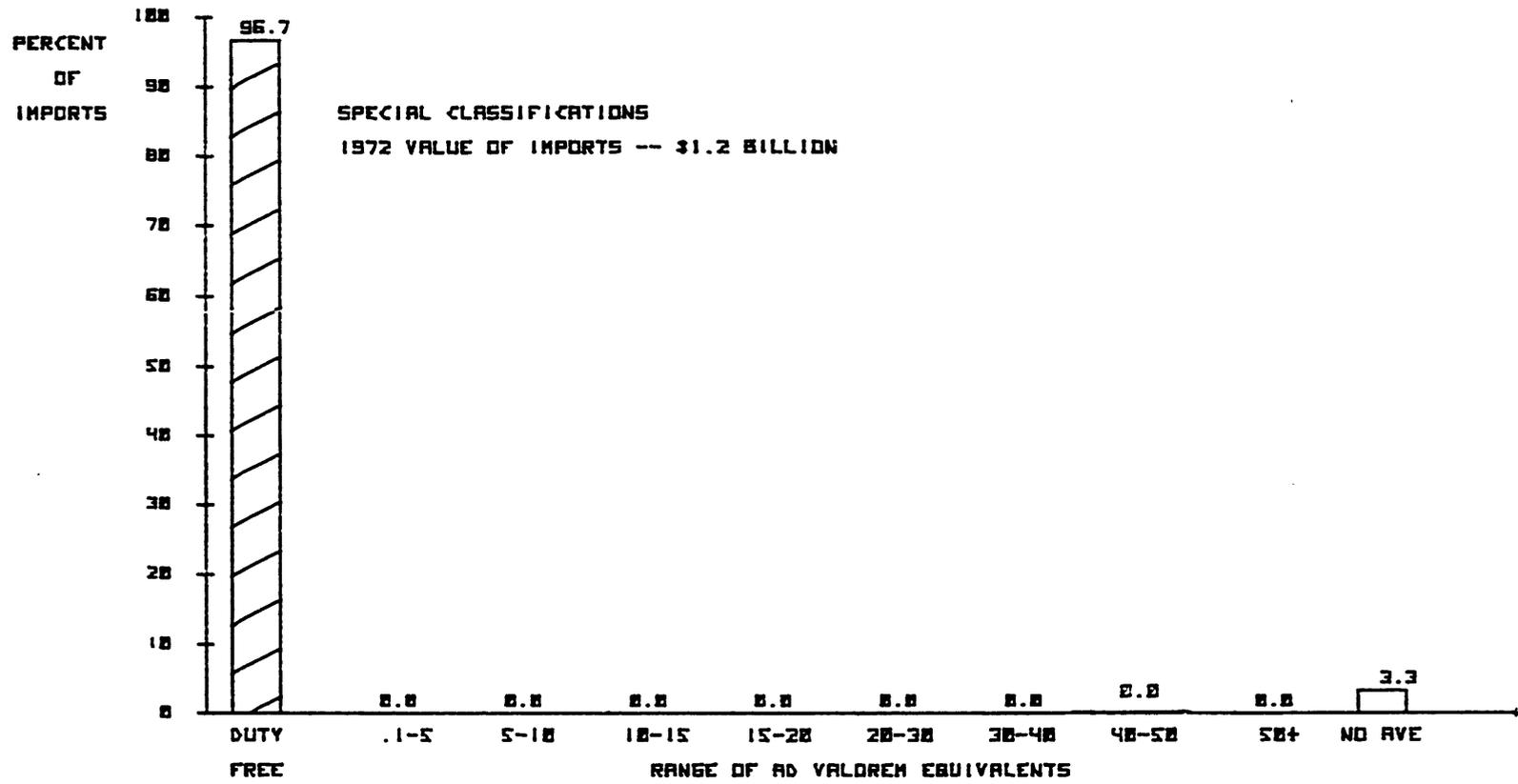
* LESS THAN 0.05 PERCENT

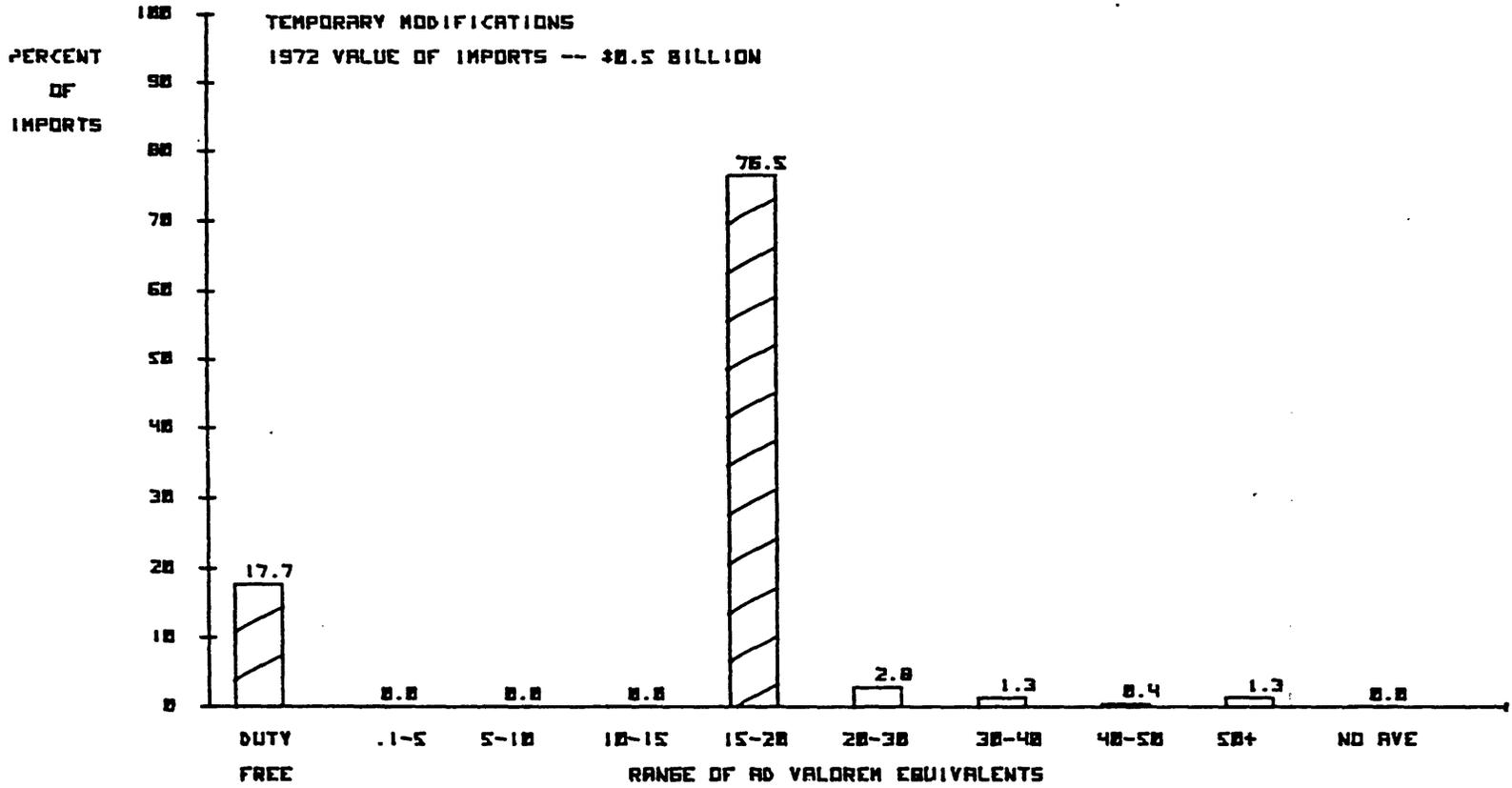
PERCENT
OF
IMPORTS

TEXTILE FIBERS AND TEXTILE PRODUCTS
1972 VALUE OF IMPORTS -- \$3.4 BILLION









The last two profiles cover special classifications (mostly U.S. goods returned and free of duty) and temporary modifications. The last category includes quota items, other "special" tariff treatment (the import surcharge was in this schedule), and escape actions. The latter influence the duties collected and, as shown, most U.S. escape action rates are in the 15 to 20 percent ad valorem range.

Trade by individual items.—The individual tariff items, generally provide the lowest level of aggregation for trade statistics and analysis. The table below lists 64 dutiable items in which the value of imports reached \$100 million or more. Imports of these 64 items were valued at \$21.5 billion, or 39 percent (57 percent of dutiable trade) of total import trade. The last two columns of that table show the 1972 ad valorem rate, and the rate which would result assuming the rate reducing formula in section 101 were applied. No other adjustments, for rounding authority, for example, are made. As shown in the table, the change in tariff structure that results, originates not so much in high tariffs being reduced by large amounts, but instead by the elimination of many "low rate" duties, and by the 60 percent reduction of rates between 5 and 25 percent. Although the 64 major trade items in 1972 contained a number of rates above 25 percent AVE, none of these were so high that a full 75 percent reduction could be made before the 10 percent AVE "floor" intervened.

TSUS dutiable items in which trade was valued \$100,000,000 or more at current trade agreement rates of duty, and as adjusted for tariff reducing authority as proposed in the TRA

TSUS Item	Description	Value (thousand)	1972 AVE	TRA AVE
69210	Passenger vehicles.....	3, 154, 189	3. 0	Free
47510	Crude oil—25° API or more.....	2, 407, 472	3. 9	Free
47505	Crude oil less than 25° API.....	1, 391, 730	2. 2	Free
15520	Sugar.....	824, 432	8. 1	3. 2
10610	Beef and veal.....	744, 320	5. 2	2. 1
69250	Motoreycles.....	697, 073	5. 0	Free
68520	Television apparatus and parts.....	679, 930	5. 0	Free
60887	Cold rolled plates and sheets.....	557, 589	8. 0	3. 2
38278	Women's etc. knit apparel, MMF ³	443, 606	39. 2	10. 0
68523	Tubeless radio receivers.....	432, 658	10. 4	4. 2
67850	Tape players.....	409, 738	5. 0	Free
60884	Plates and sheets not pickled or cold rolled.....	398, 893	7. 5	3. 0
68760	Other electronic tubes, etc.....	389, 573	6. 0	2. 4
69227	Parts of motor vehicles.....	342, 343	4. 0	Free
77251	Pneumatic tires for motor vehicles.....	339, 216	4. 0	Free
70045	Leather footwear valued over \$2.50 per pair.....	314, 331	10. 0	4. 0
69460	Parts for aircraft and spacecraft.....	308, 550	5. 0	Free
60980	Angles, shapes and sections other than alloy iron or steel.....	267, 995	1. 6	Free
10735	Pork, preserved.....	264, 063	3. 6	Free
16845	Irish and Scotch whisky.....	262, 452	2. 6	Free
68540	Tape recorders, dictation machines and parts.....	250, 905	5. 5	2. 2
47525	Motor fuel.....	232, 483	13. 4	5. 4
52032	Diamonds, not over 0.5 carat, cut but not set.....	227, 417	4. 0	Free
70035	Footwear of leather, for males, others.....	218, 155	8. 5	3. 4

See footnotes at end of table, p. 21.

TSUS dutiable items in which trade was valued \$100,000,000 or more at current trade agreement rates of duty, and as adjusted for tariff reducing authority as proposed in the TRA—Con.

TSUS Item	Description	Value (thousand)	1973 AVE	TRA AVE
24017	Plywood, face Philippine mahogany.....	217, 786	20. 0	8. 0
47535	Naphthalene.....	213, 856	4. 2	Free
60894	Coated plates or sheets, other than alloy iron or steel, not over 10 cents per lb.....	209, 673	9. 0	3. 6
61032	Pipes and tubes, 0.375-in diameter or more.....	205, 723	3. 8	Free
16846	Whisky, not elsewhere specified.....	191, 623	12. 5	5. 0
38081	Men and boys apparel, knit, MMF.....	190, 636	38. 8	10. 0
67630	Office machines, not specially provided for.....	190, 567	5. 0	Free
70055	Footwear, mostly rubber or plastic uppers.....	177, 038	6. 0	2. 4
62602	Unwrought zinc.....	176, 707	4. 1	Free
67652	Parts of office machines.....	175, 428	5. 5	2. 2
73218	Bicycles valued over \$16.67 each.....	173, 316	5. 5	2. 2
61206	Unwrought copper, not elsewhere specified.....	172, 772	. 1	Free
66046	Nonpiston type engines.....	170, 658	5. 0	Free
61802	Aluminum, except alloys.....	167, 534	4. 4	Free
33830	Woven fabrics, MMF, not elsewhere specified.....	161, 850	26. 5	10. 0
66044	Engines other than compression ignition, piston type.....	160, 596	4. 0	Free
16730	Still wines, grape.....	156, 104	8. 9	3. 6
67017	Knitting machines, not elsewhere specified.....	153, 001	6. 0	2. 4
60871	Wire rods, not tempered, over 4 cents per lb.....	151, 700	4. 2	Free
67620	Calculating machines for multiplying and dividing.....	150, 659	5. 0	Free
38084	Men's and boys' apparel, MMF, not knit.....	146, 418	35. 9	10. 0
77460	Articles of rubber or plastic.....	142, 354	8. 6	3. 4
31001	Yarns, MMF, not over \$1 per lb.....	136, 204	15. 7	6. 3
61806	Certain alloys of aluminum.....	134, 707	4. 3	Free
67215	Sewing machines, over \$10 each.....	134, 587	5. 0	Free
68590	Electrical switches, relays, fuses.....	127, 734	8. 5	3. 4
66052	Parts of piston engines.....	124, 702	4. 0	Free
68470	Microphones, speakers, amplifiers, and parts.....	123, 985	7. 5	3. 0
69202	Automobile trucks over \$1,000.....	117, 743	25. 0	10. 0
10045	Cattle.....	115, 201	7. 1	2. 8
68035	Ball or roller bearings.....	115, 130	8. 4	(?)
34550	Knit fabrics of man-made fibers.....	114, 782	28. 7	10. 0
73790	Certain toys and parts.....	114, 682	17. 5	7. 0
40360	Cyclic organic chemical products.....	112, 676	13. 8	5. 5
38233	Women's, infants, cotton apparel, not knit, not elsewhere specified.....	109, 803	16. 5	6. 6
66135	Refrigerators and refrigerating equipment.....	109, 215	5. 9	2. 4
69220	Truck and bus bodies and chassis.....	106, 852	4. 0	Free
11055	Cod, cusk, haddock.....	105, 227	5. 1	2. 0
71505	Watches.....	101, 350	22. 5	9. 0
69440	Airplanes.....	100, 502	5. 0	Free

¹ Suspended May 1, 1973 (Presidential Proclamation 4210). At the same time a license fee system was established to substitute for the quota mechanism of the mandatory oil import program.

² Effective May 1, 1974, rate on certain ball bearings temporarily increased pursuant to escape clause procedure.

³ Man-made fiber.

While an analysis of "\$100 million or more" items is satisfying in that one can quickly grasp the extent of the TRA's proposed rate reducing authority on the bulk of U.S. imports, such an analysis covers only a miniscule number of tariff provisions. Hence, another series of tables beginning on page 23 is provided. These tables represent a compromise between analysis by value of trade and analysis by individual tariff items. For each of the tariff ranges discussed (except those few items dutiable but for which an ad valorem equivalent is not available) these tables provide trade and rate data for the 25 tariff items covering the largest dollar volume of trade. This breakdown provides information on 225 individual rate provisions and covers \$37 billion, or two thirds of the total value of U.S. imports. In those rate ranges where the bulk of trade occurs (i.e., duty free and those rate ranges to 10 percent AVE) the 25 largest trade items cover from 47 to 77 percent of the trade in each range. In those rate ranges above 10 percent AVE, the 25 largest provide coverage of from 57 to 99 percent of the trade in each range.

As throughout this paper the TRA's negotiating authority is addressed in the context of the President's authority to proclaim rate reductions. Thus, for items already duty free, the TRA, in effect, provides for no further change. As noted, however, section 101, the basic authority for trade agreements does permit increasing or imposing rates of duty. Nevertheless, a trade agreement with provisions to increase duties would be unusual⁸ and in any case, it is tariff reductions that are normally of the greatest concern to domestic producers and workers. Consequently, each of the headnotes indicate the range of duty resulting should the TRA's full reducing authority (and in this case the rounding authority as well) be applied.

⁸ Ambassador Eberle's testimony for the record states: "This [rate increasing] authority is required, however, for use in special circumstances, for example, if tariff relationships in a particular product sector warrant the harmonization of duties among major countries involving tariff increases as well as decreases." (p. 23)

25 largest trade items—duty free

(TRA proposes no change)

TSUS	Description	1972 Value (thousands)
69211	Passenger automobiles, APTA.....	\$2, 697, 110
16010	Coffee, crude, roasted or ground.....	1, 197, 756
8000	U.S. goods returned.....	1, 197, 939
25265	Standard newsprint paper.....	1, 056, 144
69228	Motor vehicle equipment, APTA.....	760, 469
20203	Spruce lumber.....	508, 873
25002	Wood, rag and other pulp for making paper.....	494, 150
47515	Natural gas, methane, propane, butane, etc.....	476, 700
11445	Shellfish, n.e.s., fresh, frozen, or prepared.....	463, 862
66045	Piston engines, APTA.....	460, 121
69203	Trucks, \$1,000 or more each, APTA.....	435, 688
60124	Iron ore.....	415, 934
62003	Unwrought nickel.....	330, 825
69221	Truck and bus chassis, APTA.....	288, 071
33540	Jute woven fabric, not bleached.....	212, 165
69230	Agricultural tractors and parts.....	210, 741
62202	Unwrought tin.....	195, 421
14640	Bananas, fresh.....	186, 148
41712	Alumina, aluminum hydroxide.....	173, 413
11010	Fresh, frozen sea herring, smelts, and tuna.....	168, 230
20221	Hemlock lumber.....	158, 303
60106	Bauxite.....	151, 012
15610	Cocoa beans.....	150, 685
20215	Split bamboo.....	145, 682
11047	Frozen fish, skinned, blocks over 10 pounds.....	140, 979
	Total.....	12, 676, 421

NOTE.—25 largest duty free items represent 71 percent of all duty free trade (\$17.8 billion). Duty free trade constitutes 32.2 percent of total imports (\$55.3 billion).

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable within tariff rates 0.1 to 5 percent
(TRA permits elimination of these duties)

TSCS	Description	1972 Value (thousands)	AVE
69210	Passenger vehicles	\$3,154,189	3.0
47510	Crude oil—25° API or more	2,407,472	¹ 3.9
47505	Crude oil less than 25° API	1,391,730	¹ 2.2
69250	Motorcycles	697,073	5.0
68520	Television apparatus	679,930	5.0
67850	Tape players	409,738	5.0
69227	Parts of motor vehicles	342,343	4.0
77251	Pneumatic tires for motor vehicles	339,216	4.0
69460	Parts of aircraft	308,550	5.0
60980	Angles, shapes and sections, other than alloy iron or steel	267,995	1.6
10735	Pork	265,063	3.6
16845	Irish and Scotch whiskey	262,452	2.6
52032	Cut diamonds not over 0.5 carat	227,417	4.0
47535	Naptha	213,856	¹ 4.2
61032	Pipes and tubes; 0.375 inch or more in outside diameter	205,723	3.8
67630	Certain office machines	190,567	5.0
62602	Unwrought zinc	176,707	4.1
61206	Unwrought copper	172,772	.1
66046	Non-piston type engines	170,658	5.0
61802	Aluminum	167,534	4.4
66044	Engines, other than compression ignition type, piston type	160,596	4.0
60871	Wire rods, not tempered, valued over 4 cents per pound	151,700	4.2
67620	Calculating machines	150,659	5.0
61806	Certain alloys of aluminum	134,707	4.3
67215	Sewing machines, valued over \$10 each	134,587	5.0
	Total	12,782,234	

¹ Rate suspended until 1980.

NOTE.—25 largest represent 77 percent of all trade in this range (\$16.5 billion).
0.1–5 percent duty range constitutes 30 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable within tariff rates 5.1 to 10 percent

(TRA permits 60 percent rate reductions, i.e. to 2 to 4 percent)

TSUS	Description	1972 Value (thousands)	AVE
15520	Sugar.....	\$824, 432	8. 1
10610	Beef and veal.....	744, 320	5. 2
60887	Pickled or cold rolled, plates and sheets.....	557, 589	8. 0
60884	Plates and sheets, not pickled or cold rolled.....	398, 893	7. 5
68760	Electronic tubes.....	389, 573	6. 0
70045	Leather footwear, valued over \$2.50 per pair....	314, 331	10. 0
68540	Tape recorders, dictation machines, and parts...	250, 905	5. 5
70035	Leather footwear for men and boys.....	218, 155	8. 5
60894	Steel plates and sheets, alloys, coated and plated, valued not over 10 cents per pound.....	209, 673	9. 0
70055	Footwear, mostly rubber or plastic uppers.....	177, 038	6. 0
67652	Parts of office machines.....	175, 429	5. 5
73218	Bicycles, valued over \$16.666 each.....	173, 316	5. 5
16730	Still wines, grape.....	156, 104	8. 9
67017	Certain knitting machines.....	153, 001	6. 0
77460	Articles of rubber or plastic.....	142, 354	8. 6
68590	Electrical switches, relays, fuses.....	127, 734	8. 5
68470	Microphones, loudspeakers, amplifiers, parts.....	123, 985	7. 5
10045	Live cattle.....	115, 201	7. 1
68035	Ball or roller bearings.....	115, 130	¹ 8. 4
66135	Refrigerators and refrigerating equipment.....	109, 215	5. 9
11055	Cod, cusk, haddock.....	105, 277	5. 1
60846	Bars of steel, not cold formed, not coated or plated valued over 5 cents per pound.....	97, 962	7. 0
68550	Radio-tape recorder combinations.....	96, 324	7. 5
68532	Record players, phonographs, record changers...	94, 891	5. 5
	Total.....	5, 870, 832	

¹ Duties on certain ball bearings were increased pursuant to escape action effective May 1, 1974.

NOTE.—25 largest represent 47 percent of all trade in this range (\$12.4 billion). 5.1 to 10 percent duty range constitutes 22.5 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable within tariff rates 10.1 to 15 percent

(TRA permits 60 percent rate reductions, i.e., to 4 to 6 percent)

TSUS	Description	1972 Value (thousands)	AVE
68523	Transistor radios.....	432, 058	10. 4
47525	Motor fuel.....	232, 483	¹ 13. 4
16846	Whiskey, not elsewhere specified.....	191, 623	12. 5
40360	Cyclic organic chemical products.....	112, 676	13. 8
67074	Certain parts of textile machinery.....	73, 636	11. 0
40785	Benzenoid drugs.....	55, 082	² 12. 8
13760	Tomatoes.....	55, 537	14. 0
70043	Other leather footwear, valued not over \$2.50 per pair.....	51, 422	15. 0 ²
60852	Other bars of alloy steel.....	46, 815	10. 5
74010	Certain jewelry of precious metals with precious or semiprecious stones.....	46, 781	12. 0
70823	Certain mounted lenses.....	44, 741	12. 5
61049	Certain pipes and tubes.....	43, 030	10. 5
73236	Certain bicycle parts.....	37, 509	15. 0
70847	Frames, for eyeglasses.....	37, 447	15. 0
40525	Benzenoid plastics materials.....	35, 659	² 12. 4
14420	Mushrooms, otherwise prepared.....	34, 992	14. 8
60945	Round wire, alloy iron to steel.....	29, 411	10. 5
77230	Wearing apparel of rubber or plastics.....	27, 616	12. 5
36015	Certain floor coverings.....	27, 028	11. 0
64897	Pipe tools (except cutters).....	26, 786	11. 0
53328	Fined grained earthenware or stoneware in sets, valued over \$12.....	26, 566	11. 7
61052	Alloyed pipes and tubes.....	26, 243	13. 0
40515	Benzenoid pesticides.....	25, 209	² 14. 1
70845	Eyeglasses and similar articles valued over \$2.50 per pair.....	22, 783	15. 0
24510	Certain hardboard.....	21, 171	13. 5
	Total.....	1, 764, 833	-----

¹ Rate suspended until 1980.

² Certain benzenoid chemicals subject to ASP method of valuation.

NOTE.—25 largest represent 57 percent of all trade in this range (\$3.1 billion). 10.1 to 15 percent duty range constitutes 5.5 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable within tariff rates 15.1 to 20 percent

(TRA permits 60 percent rate reductions i.e., to 6 to 8 percent)

TSUS	Description	1972 Value (thousands)	AVE
24017	Plywood, Philippine mahogany.....	\$217, 786	20. 0
31001	Yarns of MMF, ¹ valued over \$10 each.....	136, 204	15. 7
73700	Certain toys.....	114, 082	17. 5
38233	Cotton wearing apparel (not knit), women's, girls, etc.....	100, 803	16. 5
17028	Oriental tobacco.....	92, 995	18. 8
31002	Yarns of MMF, valued over \$1 per pound.....	88, 021	16. 0
40650	Benzenoid colors.....	79, 951	² 20. 0
73720	Dolls, doll parts.....	67, 709	17. 5
70660	Luggage, handbags.....	67, 141	20. 0
70060	Other footwear with rubber or plastic content...	57, 720	² 20. 0
38039	Men's and boy's cotton, not knit, wearing apparel..	52, 567	16. 5
65339	Illuminating articles.....	33, 649	19. 0
68810	Christmas tree lighting sets.....	31, 521	20. 0
75105	Umbrellas.....	29, 756	20. 0
37624	Lace and net articles.....	23, 714	17. 8
72506	Certain stringed instruments.....	20, 401	17. 0
70852	Prism binoculars.....	18, 771	20. 0
73740	Toys and toy animals without spring mechanism..	16, 626	17. 5
14181	Vegetables packed in salt brine, pickled.....	15, 480	17. 5
70624	Luggage, handbags of textiles.....	15, 049	20. 0
37656	Rainwear garments coated with rubber.....	13, 658	16. 5
67058	Latch needles for knitting machines.....	13, 489	15. 5
70927	Medical and surgical instruments and parts.....	13, 236	18. 0
37628	Corsets, girdles.....	12, 272	18. 0
24025	Plywood, face finished.....	12, 152	20. 0
Total.....		1, 354, 753

¹ Man-made fiber.

² Certain articles subject to ASP method of valuation.

NOTE.—25 largest represent 62 percent of all trade in this range (\$2.2 billion). 15.1–20 percent duty range constitutes 4 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable within tariff rates 20.1 to 30 percent

(GIRA permits 60 percent rate reductions in duty range 20.1 to 25 percent and 75 percent reductions in duty range 25.1 to 30 percent *except* that no rate above 25 percent can be reduced below 10 percent ad valorem, i.e., to 8 to 10 percent)

TSUS	Description	1972 Value (thousands)	AVE
33830	Man-made woven fabrics, not elsewhere specified.....	\$101,850	26.5
69202	Trucks valued at \$1,000 or more each.....	117,743	25.0
34550	Knit fabric of MMF ¹	114,782	28.7
71505	Watches.....	101,350	22.5
38258	Women's wearing apparel, wool knit.....	89,098	24.6
38027	Men's or boys' cotton, not knit, shirts.....	41,898	21.0
38206	Women's girls' cotton knit wearing apparel.....	40,328	21.0
38006	Men's, boys' wearing apparel, knit cotton.....	32,842	21.0
53224	Glazed ceramic wall and floor tiles.....	28,553	22.5
38061	Men's, boys' wearing apparel, wool knit.....	25,676	24.7
38066	Men's boys', wool wearing apparel, not knit.....	24,515	25.3
53494	Nonbone chinaware or subporcelain household articles.....	22,602	22.5
74038	Jewelry and parts valued over \$0.20 per dozen....	20,122	27.5
53221	Mosaic floor and wall tiles.....	15,642	24.5
38263	Women's wool wearing apparel, not knit.....	15,551	24.4
52224	Fluorspar containing not over 97 percent by weight of calcium fluoride.....	13,426	26.0
34635	Velvet, plush and velour cotton fabrics.....	11,244	30.3
54233	Ordinary glass, between 16-28 oz. per sq. ft.....	11,021	22.3
37210	Lace or knit muffler shawl.....	10,845	30.0
54654	Glassware valued between \$0.30-\$1, not elsewhere specified.....	10,811	30.0
13590	Cucumbers (not in season).....	9,681	26.0
30764	Wool or hair yarn not elsewhere specified.....	9,408	28.1
75515	Fireworks.....	8,798	22.3
38960	Other MMF articles, not elsewhere specified.....	8,573	24.7
75604	Cigarette lighters valued over \$5 per dozen, not elsewhere specified.....	7,914	25.0
	Total.....	954,273	

¹ Man-made fiber.

NOTE.—25 largest represent 76 percent of all trade in this range (\$1.25 billion). 20.1 to 30 percent duty range constitutes 2.3 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable within tariff rates 30.1 to 40 percent

(TRA permits 75 percent rate reduction subject to 10 percent ad valorem floor, i.e. to 10 percent)

TSUS	Description	1973 Value (thousands)	AVE
38278	Women's wearing apparel, MMF ¹	\$443, 606	39. 2
38081	Men's or boys' wearing apparel, MMF.....	190, 636	38. 8
38084	Men's or boys' wearing apparel, MMF, not knit or ornamented.....	146, 418	35. 1
38281	Women's wearing apparel, MMF not knit.....	99, 836	33. 7
34660	Pile fabric of MMF.....	29, 948	33. 4
37624	Lace or net brassiers.....	23, 714	32. 0
17060	Scrap tobacco.....	18, 493	37. 0
70053	Footwear-Protective boots.....	17, 541	37. 5
30631	Wool, finer than 44S, unsorted.....	16, 152	30. 1
53366	Nonbone chinaware, household special articles valued between \$24 to \$56.....	13, 624	37. 7
70485	Gloves of MMF.....	11, 456	38. 9
65091	Scissors, shears, blades over \$1.75 per dozen, not elsewhere specified.....	10, 563	37. 0
14815	Canteloupe.....	9, 059	35. 0
71630	Watch movement, assembled, between 7 to 17 jewels.....	8, 826	30. 6
38200	Cottonlace, net wearing apparel-women's, girls', infants'.....	8, 323	35. 0
71631	Assembled watch movements, 7 to 17 jewels....	7, 615	35. 1
34530	Wool knit fabrics.....	7, 142	34. 2
38063	Men's or boys' wool wearing apparel, not knit....	4, 897	30. 9
74574	Parts of slide fasteners.....	4, 453	35. 0
74034	Watch bracelets of materials NSPF, \$0.20 to \$5 per dozen.....	4, 135	35. 0
13592	Cucumbers (in season).....	4, 089	38. 8
71527	Clocks, movements, between \$1.10 to \$2.25 each.....	3, 860	31. 8
68370	Flashlights and parts.....	3, 727	35. 0
92303	Steins and mugs.....	3, 168	31. 4
30633	Scoured wool finer than 44S, not elsewhere specified.....	2, 614	35. 2
	Total.....	1, 093, 895	

¹ Man-made fiber.

NOTE.—25 largest represent 99 percent of all trade in this range (\$1.1 billion). 30.1 to 40.0 percent duty range constitutes 2 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items— dutiable within tariff rates 40.1 to 49.9 percent
 (TRA permits 75 percent rate reduction, i.e. to 10 to 12.5 percent)

TSUS	Description	1972 Value (thousands)	AVE
38204	Women's lace or net wearing apparel of MMF ²	\$63, 527	42. 5
33660	Woven wool fabric, over \$2 per pound, not elsewhere specified.....	25, 883	47. 0
16820	Brandy, valued over \$9.....	13, 524	40. 1
38254	Women's wool knit wearing apparel.....	13, 034	40. 1
38004	Men's, boys' lace or net wearing apparel of MMF.....	7, 713	42. 5
38057	Men's or boys' wool knit wearing apparel.....	5, 582	40. 7
37860	Underwear, knit MMF.....	5, 051	42. 0
36325	Lace, net or ornamented bedding.....	4, 042	42. 5
38202	Women's, girls', infants lace or net wearing apparel of wool.....	3, 870	42. 5
17032	Cigarette tobacco.....	3, 065	46. 5
74821	Artificial flowers, fruit.....	3, 043	42. 5
37805	Lace or net underwear.....	2, 314	42. 5
92311	Nonbone chinaware, subporcelain; household ware, steins, mugs.....	2, 036	¹ 45. 0
35545	Fish netting, fishing net.....	1, 653	48. 2
37460	Hosiery MMF.....	1, 169	41. 2
17072	Cigars and cheroots valued less than 15 cents.....	1, 126	43. 0
53351	Hotel, restaurant nonbone china, subporcelain ware.....	924	48. 5
71134	Clinical thermometers.....	815	42. 5
38002	Men's, boys' lace or net wool wearing apparel.....	730	42. 5
37270	Mufflers, scarves, MMF knit.....	313	40. 1
35146	Lace piece or motif.....	279	45. 0
31925	White cotton fabric typewriter ribbon.....	208	40. 6
16732	Grape wine, 14 percent or less.....	195	46. 6
16822	Brandy valued over \$9.....	149	42. 5
30364	Wool, not elsewhere specified, fine.....	107	46. 3
	Total.....	160, 352	

¹ Rate in effect under escape action.

² Man-made fiber.

NOTE.—25 largest represent 99 percent of all trade in this range (\$161 million). 40.1 to 49.9 percent duty range constitutes 0.3 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff Commission.

25 largest trade items—dutiable at rates of 50 percent or more
(TRA permits 75 percent rate reductions, i.e., to 12.5 percent or
above)

TSUS	Description	1972 Value (thousands)	AVE
10535	Concentrated citrus fruit juice.....	\$16, 178	88. 4
53305	Chinaware, nonbone household valued at \$10 to \$24 set.	13, 048	59. 4
54652	Glassware not valued over \$0.30 each.....	8, 352	50. 0
10850	Spirits for beverages.....	4, 352	51. 4
94906	Stainless steel knives and forks (over quota).....	2, 602	¹ 69. 2
99910	Vessels, aircraft equipment and repairs.....	2, 142	50. 0
10540	Grape juice.....	1, 148	50. 0
15250	Figpaste and pulp.....	1, 132	59. 7
10840	Rum.....	1, 008	70. 4
92315	Dishes of nonbone chinaware.....	954	² 58. 9
92313	Nonbone chinaware, subporcelain dishes.....	851	² 55. 6
53363	Nonbone chinaware, household ware valued not over \$10 set.	750	53. 5
05089	Scissors, shears, blades.....	706	50. 0
17065	Cigarettes.....	644	59. 9
13250	Potato starch.....	553	60. 0
33655	Wool woven fabric valued at \$1.266 to \$2 per pound, not elsewhere specified.....	291	66. 0
14630	Avocados.....	271	52. 2
76040	Parts of fountain pens, ballpoint pens.....	194	53. 5
70345	Fur headwear valued between \$9 to \$24 dozen..	170	65. 0
68047	Speed changers, not elsewhere specified.....	143	113. 1
75621	Briar tobacco pipes and bowls, not over \$5 dozen..	116	53. 1
37016	Lace, ornamental cotton handkerchiefs, not elsewhere specified.	85	54. 6
75027	Whiskbrooms of broom corn valued not over \$0.32 each. (over quota)	55	¹ 67. 4
70548	Unlined men's leather gloves not over \$20.....	54	87. 4
33650	Wool woven fabric, not elsewhere specified, not over \$1.266 per pound.....	44	106. 6
	Total.....	56, 443	-----

¹ Subject to tariff rate quota.

² Rate in effect under escape action.

NOTE.—25 largest represent 88 percent of all trade in this range (\$64 million).
50.0 percent or more duty range constitutes 0.1 percent of total imports.

Source: Compiled from official statistics by the staff of the U.S. Tariff
Commission.



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