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UNITED STATES TARIFF COMMISSION

INTERNAL COMBUSTION ENGINE IGNITION PARTS,
CERTAIN SWITCHES AND RELAYS, AND CONTROL
STICK GRIPS FOR HELICOPTERS: FORMER WORKERS
OF THE P & D MANUFACTURING CO.

Report to the President
on Investigation No. TEA-W-216
Under Section 301(c)(2) of the Trade Expansion Act of 1962



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UNITED STATES TARIFF COMMISSION

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Note.--The whole of the Commission's report to the President may not be made public since it contains certain information that would result in the disclosure of the operations of an individual concern. This published report is the same as the report to the President, except that the above-mentioned information has been omitted. Such omissions are indicated by asterisks.

REPORT TO THE PRESIDENT

U.S. Tariff Commission,
December 28, 1973.

To the President:

In accordance with section 301(f)(1) of the Trade Expansion Act of 1962 (76 Stat. 872; 19 U.S.C. 1801), the U.S. Tariff Commission herein reports the results of an investigation made under section 301(c)(2) of the act to determine whether, as a result in major part of concessions granted under trade agreements, articles like or directly competitive with rotors; distributor points and caps; electrical capacitors, relays, and switches; and control stick grips for helicopters (of the types provided for in items 683.60, 683.61, 685.80, 685.81, 685.90, 685.91, and 694.60 of the Tariff Schedules of the United States) produced by the P & D Manufacturing Division, Long Island City, N.Y., of the Bendix Corp., Southfield, Mich., are being imported into the United States in such increased quantities as to cause, or threaten to cause, the unemployment or underemployment of a significant number or proportion of the workers of such firm or an appropriate subdivision thereof.

The investigation was instituted on the basis of a petition for adjustment assistance filed under section 301(a)(2) of the act on behalf of the former workers of the firm. The original petition was received on October 12, 1973. Following receipt of an amendment on October 29, 1973, the Commission instituted the investigation on November 9, 1973.

Notice of the investigation was published in the Federal Register (38 F.R. 31571) on November 15, 1973. No public hearing was requested and none was held.

The information presented herein was obtained principally from officials of the Bendix Corp., the United Automobile Workers Union, and U.S. automobile manufacturers and importers, and from the Commission's files.

Finding of the Commission

On the basis of its investigation, the Commission finds (Commissioners Moore and Ablondi dissenting with respect to rotors, and distributor points and caps, and not voting with respect to the other articles involved) that articles like or directly competitive with rotors; distributor points and caps; electrical capacitors, relays and switches; and control stick grips for helicopters (of the types provided for in items 683.60, 683.61, 685.80, 685.81, 685.90, 685.91, and 694.60 of the Tariff Schedules of the United States) produced by the P & D Manufacturing Division of the Bendix Corporation at its plant in Long Island City, New York, are not, as a result in major part of trade-agreement concessions, being imported into the United States in such increased quantities as to cause, or threaten to cause, the unemployment or underemployment of a significant number or proportion of the workers of such firm, or an appropriate subdivision thereof.

Statement of Reasons for Negative Determination
by Chairman Bedell and Commissioners Leonard
and Young 1/

This investigation originated in response to a petition filed on behalf of the former workers of the P & D Manufacturing Division of the Bendix Corporation, for a determination under section 301(c)(2) of the Trade Expansion Act of 1962 (TEA) of their eligibility to apply for adjustment assistance. The P & D Division was engaged in the manufacture of distributor caps, breaker point sets, rotors, and capacitors, all for use in the ignition systems of motor vehicles; certain relays and switches for use in motor vehicles; and helicopter control stick grips. The Division's plant, which was located at Long Island City, N.Y., was closed in December 1972. Bendix shifted the production of most of the articles produced at the P & D Division to other domestic or foreign plants of the company.

The Commission, in order to make an affirmative determination under section 301(c)(2) of the TEA, must find that each of the following four criteria is met:

- (1) Articles like or directly competitive with the products produced by the workers concerned must be imported in increased quantities;
- (2) The increased imports must be a result in major part of concessions granted under trade agreements;
- (3) The workers concerned must be unemployed or underemployed or threatened with unemployment or underemployment; and

1/ Vice Chairman Parker concurs in the result.

- (4) The increased imports resulting in major part from trade-agreement concessions must be the major factor in causing or threatening to cause the unemployment or underemployment of the workers.

In this case we have made a negative determination because, whether or not imports of articles like or directly competitive with those produced by the petitioners have increased, the imports which have entered to date have not been "the major factor" in causing or threatening to cause the unemployment or underemployment of the petitioning workers.

So far as could be determined during the course of the investigation, U.S. imports of articles that are substitutable for those produced at the P & D Division were insignificant in the years preceding the closing of the Long Island City plant. Imports of helicopter control stick grips, as well as imports of automotive switches and relays similar to those produced at the P & D Division, are believed to have been nil. Imports of parts for ignition systems--distributor caps, breaker point sets, rotors, and capacitors--have increased in recent years, but have consisted almost entirely of replacement parts for use in foreign-made motor vehicles, while those produced by the P & D Division were for use (mostly replacement) in motor vehicles manufactured in the United States and Canada.

The U.S. market for replacement parts in motor-vehicle ignition systems--the principal area covered by the P & D Division--has begun to decline, and the decline is expected to continue. The development of electronic ignition systems, which are gradually being adopted by the domestic producers of motor vehicles, is beginning to result in declining demand for the distributor parts produced by the P & D Division.

Moreover, the replacement market for distributor parts for domestic motor vehicles, which has been supplied almost entirely by U.S. producers with domestically produced articles, is highly price competitive. Faced with the prospects of a declining market, and sharp competition from other domestic producers who generally produce a complete line of electrical automotive parts, Bendix chose not to undertake additional investment which would have been necessary to reduce production costs of ignition-system parts and/or to broaden the product line produced at the Division. Consequently, the production of some articles was moved to other domestic plants of the company, and that of other articles to the Mexican plant of the company. Undoubtedly, the existence of item 807.00 of the TSUS, under which articles assembled abroad from U.S. components are dutiable, in effect, only on the value added abroad, was a factor in the decision of Bendix to assemble certain parts in Mexico rather than the United States. The provisions of item 807.00 have not been the subject of a U.S. trade-agreement concession, and, thus, imports entered under that provision are not directly concession generated. In certain circumstances, however, 807.00 imports begun in order to compete with concession-generated imports can be considered to be a result in major part of trade-agreement concessions, but we do not find such circumstances in this case.

In view of the foregoing, it does not appear that imports had a significant impact on the operations of the P & D Division. We have, therefore, determined that articles like or directly competitive with those produced by the petitioning workers are not, as a result in major part of trade-agreement concessions, being imported into the United

States in such increased quantities as to cause or threaten to cause the unemployment or underemployment of the workers involved.

Dissenting Views of Commissioners Moore and Ablondi

In this investigation, the Bendix Corp. terminated the operations of its P & D Manufacturing Division in Long Island City, N.Y. in 1972 and transferred the production of distributor caps, rotors, and breaker-point sets for internal combustion engines to a Bendix plant located in San Potosi, Mexico. We have made an affirmative determination with respect to former workers of the P & D Manufacturing Division who were engaged in the production of these ignition parts because we have found that they have complied with the requirements for eligibility to apply for adjustment assistance under the Trade Expansion Act of 1962.



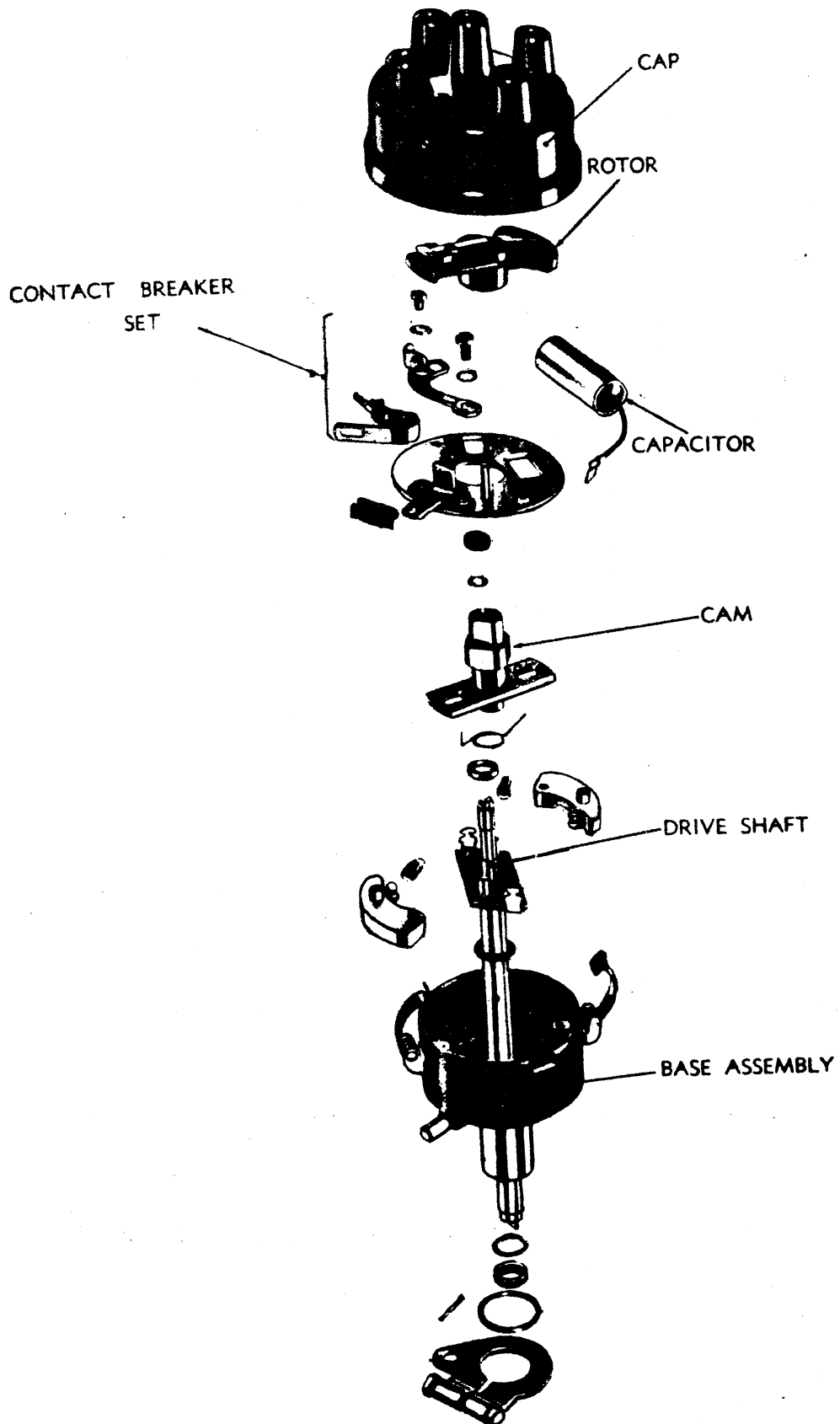
INFORMATION OBTAINED IN THE INVESTIGATION

Description of Articles Under Investigation

The articles produced by the petitioning employees of P & D Manufacturing Co., Inc., were electrical contact breaker point sets, distributor caps, capacitors, and rotors, all for use in the ignition systems of internal combustion engines; switches and relays for use in motor vehicles; and control stick grips for helicopters.

All of the stated ignition parts are components of or are used in conjunction with the distributor, which distributes high voltage surges of electricity to the spark plugs. See illustration on p. A2. The breaker point set, which regulates the duration of spark, is composed of two arms, each having a tungsten contact disc necessary to make and break the electrical connection. The distributor cap covers the distributor, protecting it from dirt and moisture. The cap has connector posts for attaching wires which connect the distributor to the spark plugs and to the ignition coil. The capacitor (also known as a condenser) is a device which consists of two or more conducting plates separated by insulating material; it is used for storing and supplying an electric charge. The rotor is turned by the distributor shaft and, in turn, makes contact with each of the wires from the individual spark plugs. In this way, the firing order of the spark plugs is determined.

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Distributor parts

A relay is an electromagnetic device which utilizes a small electric current to switch a larger electric current on and off. The relays produced by P & D were all used in automobile air conditioning systems where, in conjunction with a thermostat, they control the temperature in the automobile.

The switch produced by P & D is part of a device designed to regulate the hydraulic pressure in a brake system which has both disc and drum brakes. The device also controls a signal light which alerts the driver to a malfunction in the brake system.

In addition to the production of automobile parts described above, which accounted for the major share of the company's output, the P & D Division also produced control stick grips for helicopters. The grips were made of molded plastics and were designed to fit as components in the control stick assembly, which includes numerous other parts. The grip incorporates a four-way switch which is used to control operation of several functions, such as an intercom system, the hoisting winch, or a machine gun. These grips were sold to domestic helicopter manufacturers for use in military helicopters.

Customs Treatment

Distributor caps, points, rotors, capacitors (condensers), relays, and switches were dutiable as electrical articles or parts thereof at 35 percent ad valorem under paragraph 353 of the Tariff Act of 1930, as originally enacted. Importations, if any, of these articles prior to August 31, 1963, were also subject to classification under the following tariff paragraphs and respective statutory rates of duty: Par. 369(c), 25 percent ad valorem; Par. 370, 30 percent ad valorem; and Par. 372, 30 percent ad valorem.

As a result of a series of tariff concessions beginning in 1939, the duty on distributor caps, points, and rotors as ignition equipment for internal combustion engines has been reduced to the current rate of 4 percent ad valorem (item 683.60), and the duty on electrical capacitors, to the current rate of 10 percent ad valorem (item 685.80). As a result of tariff concessions beginning in 1951, the duty on relays and switches for use in controlling electrical circuits has been reduced to the current rate of 8.5 percent ad valorem (item 685.90).

Control stick grips for helicopters were dutiable as parts of airplanes at 30 percent ad valorem under paragraph 370 of the Tariff Act of 1930, as originally enacted. As a result of tariff concessions beginning in 1948, the duty on parts of aircraft including control stick grips has been reduced to the current rate of 5 percent ad valorem (item 694.60).

The successive rates of duty applicable to distributor caps, points, rotors, electrical capacitors, electrical relays and switches, and control stick grips for helicopters are shown in the following table.

U.S. rates of duty applicable to imports of internal combustion engine ignition parts, electrical relays and switches, and control stick grips for helicopters, 1930-73

Effective date of duty	(In percent ad valorem)		Articles and TSUS (Tariff Schedules of the United States)		Control stick grips for helicopters, item
	Distributor parts (caps, points, and rotors), item		Electrical relays and switches, item		
	683.60 1/ 2/	685.80 1/ 2/	685.90 1/ 2/	694.60 3/	
June 18, 1930	35				30
Jan. 1, 1939	25	35			30
Jan. 1, 1948	15	15			15
June 6, 1951	12.5	12.5	17.5		15
June 30, 1956	12.5	12.5	17.5		14
June 30, 1957	12.5	12.5	17.5		13.5
June 30, 1958	10.5	12.5	17.5		12.5
July 1, 1962	9.5	12.5	17.5		11
July 1, 1963	8.5	12.5	17.5		10
Jan. 1, 1968	7.5	12	15.5		8
Jan. 1, 1969	6.5	11	14		7
Jan. 1, 1970	5.5	11	12		6.5
Jan. 1, 1971	5	10	10		5.5
Jan. 1, 1972	4	10	8.5		5

1/ The TSUS statutory rate (col. 2) for this item is 35 percent ad valorem, which was the statutory rate for par. 353 of the previous tariff schedules. Importations, if any, of these articles prior to Aug. 31, 1963, were also subject to classification under the following: par. 369(c), statutory rate 25 percent ad valorem; under par. 370, statutory rate 30 percent ad valorem; and under par. 372, statutory rate 30 percent ad valorem.

2/ If of Canadian origin and entered on or after Jan. 1, 1965, for use as original equipment in the manufacture in the United States of motor vehicles, these articles are free of duty under TSUS items 683.61, 685.81, and 685.91 (Presidential Proclamation 3682).

3/ The TSUS statutory rate (col. 2) for this item is 27.5 percent ad valorem.

Imports of some of the aforementioned articles have been entered under tariff items 806.30 and/or 807.00. Item 806.30 provides that imports of U.S.-made articles of metal exported for processing abroad and returned for further processing in the United States are duty free except for the value of processing outside the United States. Item 807.00 provides that imported articles assembled in whole or in part of U.S.-fabricated components are dutiable only to the extent of the value added abroad; the value of the U.S. components is free of duty. Although the rates of duty applicable to the value added abroad are subject to trade-agreement concessions, the provisions of items 806.30 and 807.00 are not.

Pursuant to the Automotive Products Trade Act of 1965 (APTA), automobile ignition parts, capacitors, and switches and relays if imported from Canada for use as original motor-vehicle equipment have been duty free under items 683.61, 685.81 and 685.91 respectively. These provisions were proclaimed by the President to be retroactive to January 18, 1965, following approval of the APTA on October 21, 1965.

Markets

There are two segments of the market for the ignition parts produced by P & D Manufacturing Co.: (1) Automotive original equipment manufacturers (OEM) and (2) the aftermarket or the market for replacement parts.

Automotive OEM and aftermarket

The automotive OEM market fluctuates directly with the demand for new U.S.-produced motor vehicles (table 1). Each new vehicle would require at least one each of the ignition parts here under consideration. The only exception would be the vehicles equipped with electronic ignition.

In 1971 and 1972, Chrysler Corp. began to offer an electronic ignition system on some of its cars, a system which would eliminate breaker points, rotors, distributor caps, and capacitors in the distributor. During 1973, Chrysler Corp. has made electronic ignition standard on most of its cars. It is anticipated that the electronic ignition system can last the life of the car, thereby eliminating the periodic tuneup needed by a conventional breaker point system. The electronic system is also more efficient in controlling exhaust emission since it produces a more uniform firing voltage than breaker points. It is expected that by 1975 General Motors, Ford, and American Motors will have joined Chrysler in offering an electronic ignition system not requiring breaker points, rotors, distributor caps, or capacitors. By 1976 electronic ignition will probably be standard equipment on all new U.S.-manufactured autos.

The aftermarket or replacement-parts market is influenced by the following factors: Total number of motor vehicles in use, total miles driven, and the number of engine tuneups performed per miles driven. The aftermarket consumption is considerably larger than the OEM market; industry sources indicate that the aftermarket is perhaps six times as large as the OEM market. More than *** percent of P & D's sales were routed to the aftermarket. The aftermarket sales of nonelectronic ignition parts will continue long after the OEM market has switched to electronic ignition; however, industry sources indicate that the nonelectronic market will gradually disappear.

Currently, automobile engines represent a much larger market for the ignition parts considered here than other engines such as those used for snowmobiles, minibikes, chain saws, lawnmowers, motorcycles, and boats. However, as new-car manufacturers switch to electronic ignition, the importance of the "other" engine market will increase.

* * *

Marketing

There are several ways in which ignition parts for internal combustion engines are marketed. For example, some suppliers produce the entire distributor which is sold to the OEM, while others, such as P & D, manufacture and supply only certain parts of the distributor.

The distribution network is further fragmented by the fact that some manufacturers sell only to the OEM market, some sell only to the aftermarket, and some sell in both areas. The aftermarket is divided between the firms that have their own distribution network and those that sell to independent distributors or directly to national chainstore merchandisers, such as Sears and Montgomery Ward.

The principal purchasers of the type of switch and relay produced by P & D are automobile manufacturers. Both of these devices usually last the life of the car, requiring replacement only when defective. Similarly, most helicopter grip sticks are used in new military helicopters, with a small but unknown portion of production being used for replacement parts.

U.S. Producers

In addition to U.S. automobile manufacturers about 10 U.S. firms produce ignition equipment for internal combustion engines. The most important are Standard Motor Products, the Valley Forge Division of AMVET, and the OCRAM Division of Gulf and Western. Other producers include Wells Manufacturing Co., Automotive Controls Corp., Fansteel, Inc., and Holley Carburetor Division of Colt Industries. Bendix Corp. has produced about *** percent of the total domestic production. The firms mentioned above have manufacturing facilities in Illinois, Wisconsin, Michigan, New York, and Connecticut. Manufacturers of switches include Mason Electric Co., and Guardian Electrical Industries. Relays are produced by Guardian Electrical Industries, the Presolite Co., and the United-Carr Divisions of TRW. The helicopter control stick grip is produced by Mason Electric Co., and Guardian Electrical Industries.

U.S. Consumption

The consumption of point sets and capacitors is difficult to estimate since the vast majority of these parts are sold in the after-market. However, the number of tune-ups performed per year is related to the number of registered vehicles on the road, among other things. This relationship was used as a basis for estimates in order to provide a trend for the past few years, though the actual quantities consumed each year may vary from this trend. On this basis the consumption has increased from about 58 million units of points and of capacitors in 1968, to 67 million units of each in 1972 (table 2).

The consumption of distributor caps and rotors is more closely related to the domestic production of automobiles since they are replaced less often. It is estimated that consumption of distributor caps rose from about 23 million units in 1968 to about 28 million in 1972. The estimated consumption of rotors rose from 27 million units in 1968 to 33 million units in 1972.

Domestic consumption of the type of switch produced by P & D has increased steadily during the past 5 years. This type switch is used in an automobile having disc brakes in the front and drum brakes in the rear. This braking system has become more popular in automobiles during the period of 1968-72. In 1968, 1,086,000 domestic cars with this system were produced (13 percent of domestic production), compared with 6,509,000 in 1972 (73.5 percent). The switch normally lasts the life of the car but some replacement parts are produced.

Consumption is estimated to have increased from 1.2 million to 7.1 million units in the period 1968-72 (table 2). Industry representatives indicate that switches used in domestic cars are probably all produced domestically, the only imports being replacement parts for foreign automobiles with disc brakes.

The relay produced by P & D is used in thermostatically controlled heating and cooling systems for automobiles, an option available on higher-priced automobiles. Data is not available on the number of automobiles produced with this option in 1968 or 1969 so as to permit an estimate of U.S. consumption in those years. In 1970 the estimated consumption of this type of relay was about 440,000 units; it increased to about 610,000 units in 1972. In 1972 about 6 percent of all domestically produced autos had this option.

U.S. Imports

In discussions with industry representatives, the Commission was unable to find any evidence of significant imports of distributor caps, point sets, or rotors for use in domestically produced automobiles during the period 1968-72; imports were destined for use in automobiles imported from other than Canada. Industry representatives also stated that the type of switch and relay produced by P & D Co., which was used in domestically produced automobiles, has not been imported. Some imports of capacitors for use in domestically produced automobiles have occurred.

Data collected from domestic and foreign auto manufacturers and aftermarket suppliers of auto parts indicate that the imports of point

sets rose from about 3.4 million in 1968 to a high of 6.9 million units in 1971, and fell off slightly, to 6.7 million units in 1972. Imports of rotors are estimated to have risen from about .6 million in 1968 to about 2 million units in 1972. Distributor caps rose from about .5 million to 1.5 million during the period. Imports of capacitors for use in automobiles have risen from about 1.5 million to 10 million units during the period 1968-72. 1/ American auto manufacturers have been importing some capacitors for American cars during 1970-72. The number of capacitors imported by these firms increased from *** million in 1970 to *** million in 1972 (table 3).

The helicopter control stick grips are not purchased from foreign sources due to the Buy American Act 2/ and the procurement policies of the Department of Defense and its contractors, which effectively exclude imports of this device.

1/ It is estimated that over 110 million aluminum electrolytic capacitors were imported in 1972, about 100 million of these were for other than automotive use.

2/ Under this act and related executive orders, Federal agencies are required to procure materials of domestic origin unless the bid or offered price of such materials is more than 6 percent above the bid or offered price (on a delivered basis, including duty) of like materials of foreign origin.

P & D Manufacturing Co.

P & D Manufacturing Co., was a division of Bendix Corporation. ^{1/} Bendix, a multinational firm, is a major supplier of products used widely in aviation, missile and space, automotive, marine, electronics, and numerous other industrial fields. Sales of Bendix for fiscal year 1972 (ending September 30) amounted to \$1.3 billion, of which automotive products accounted for \$733 million and aviation products, for \$113 million. P & D Company (then known as Pifith and Danziger) was acquired by Bendix Corporation in 1965. It was located in Long Island City, N.Y. in a two story brick building with manufacturing facilities on the first floor and offices on the second. The building was more than 25 years old.

* * *

The building now stands empty.

Upon the closing of the P & D Company facility, the production of capacitors, switches, and helicopter control stick grips was transferred to other Bendix Corporation plants in the United States. The capacitors and switches are now being produced in Newport News, Virginia, and the helicopter control grip sticks in Franklin, Indiana.

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Production of point sets, rotors, and distributor caps was transferred to Bendix Mexicana in San Luis Potosi, Mexico. The production of these

^{1/} Bendix was incorporated in Delaware in 1929 as the Bendix Aviation Corporation and received its present title on June 1, 1970.

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items began at the other divisions during 1972, however none of the items had been produced previously by the other divisions of Bendix Corporation.

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STATISTICAL APPENDIX

Table 1.--Certain motor vehicles: U.S. factory sales, imports for consumption, exports of domestic merchandise, and apparent consumption, 1968-72

Article	U.S. factory sales	Imports	Exports	Apparent consumption	Ratio of imports to consumption
	1,000 units	1,000 units	1,000 units	1,000 units	Percent
New automobiles:					
1968-----	8,822	1,620	<u>1/</u> 330	10,112	16.0
1969-----	8,224	1,847	<u>1/</u> 333	9,737	19.0
1970-----	6,547	2,913	<u>1/</u> 285	8,275	24.3
1971-----	8,585	2,587	<u>1/</u> 387	10,785	24.0
1972-----	<u>1/</u> 8,824	2,485	<u>1/</u> 410	10,899	22.8
Snowmobiles:					
1968-----	<u>1/</u> 121	120	<u>2/</u> 5	236	51.0
1969-----	<u>1/</u> 89	194	11	272	71.1
1970-----	<u>1/</u> 121	254	21	354	71.7
1971-----	<u>1/</u> 168	230	36	362	63.6
1972-----	<u>1/</u> 168	230	49	349	65.9
Motorcycles:					
1968-----	<u>3/</u>	353	7	<u>3/</u>	<u>3/</u>
1969-----	<u>3/</u>	642	4	<u>3/</u>	<u>3/</u>
1970-----	<u>3/</u>	1,091	5	<u>3/</u>	<u>3/</u>
1971-----	<u>3/</u>	1,539	5	<u>3/</u>	<u>3/</u>
1972-----	<u>3/</u>	1,690	7	<u>3/</u>	<u>3/</u>

1/ Partly estimated.

2/ Estimated.

3/ Not available.

Source: Factory sales of automobiles compiled from data supplied by the Motor Vehicle Manufacturers Association; all other information compiled from official statistics of the U.S. Department of Commerce, except as noted.

Table 2--Specified Automobile parts: Estimated U.S.
consumption, 1968-72

(In thousands of units)^{1/}

Item	1968	1969	1970	1971	1972
Distributor Parts:					
Capacitors-----	58,000	61,000	61,000	65,000	67,000
Point sets-----	58,000	61,000	61,000	65,000	67,000
Rotors-----	27,000	28,000	28,000	30,000	33,000
Distributor					
caps-----	23,000	24,000	24,000	26,000	28,000
Switches-----	1,190	1,670	3,480	5,040	7,230
Relays-----	NA	NA	440	460	610

^{1/} Estimated

NA - Not available.

Source: Compiled from data in Ward's Automotive Yearbook and responses to Commission questionnaire.

Table 3.--Specified ignition parts: Imports for consumption by type, 1968-72

Item	1968	1969	1970	1971	1972
	Quantity (1,000 pieces)				
Point sets-----	3,400	3,900	4,600	6,900	6,700
Distributor caps-----	500	800	1,000	1,400	1,500
Rotors-----	600	1,200	1,300	1,800	2,000
Capacitors-----	1,500	3,000	3,800	5,200	10,000
	Value (1,000 dollars)				
Point sets-----	1,500	1,900	2,400	3,300	3,100
Distributor caps-----	500	750	1,400	1,700	1,900
Rotors-----	300	600	650	900	1,000
Capacitors-----	900	1,500	2,000	2,800	4,200

Source: Compiled from importers' return to Tariff Commission questionnaire.

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