

UNITED STATES TARIFF COMMISSION

FOOTWEAR FOR WOMEN:  
FORMER WORKERS OF THE BRUNSWICK, MAINE, AND  
ROLLINSFORD, N.H., PLANTS OF THE AUERBACH SHOE CO.,  
BOSTON, MASS.

Report to the President  
on Investigation No. TEA-W-235  
Under Section 301(c)(2) of the Trade Expansion Act of 1962



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Washington, D.C.  
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UNITED STATES TARIFF COMMISSION

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## CONTENTS

	<u>Page</u>
Report to the President -----	1
Finding of the Commission -----	2
Views of Chairman Bedell and Commissioner Moore -----	3
Views of Commissioner Leonard -----	7
Information obtained in the investigation:	
Description of articles under investigation -----	A-1
U.S. tariff treatment -----	A-2
U.S. consumption, shipments, and imports -----	A-4
U.S. and foreign wage rates -----	A-6
Data relating to the Auerbach Shoe Co. :	

\*            \*            \*            \*            \*            \*            \*

Appendix A. Statistical tables -----	A-31
Appendix B. Letters from Frank Garvey, controller of Auerbach Shoe Co., and from J. C. Penney Co., Inc-----	***

### Figures

1. Auerbach Shoe Co.: Average unit price and labor cost per pair of boots produced, 1970-73 -----	***
2. Wholesale price index: Monthly averages for domestic hides and skins, cattlehide leather, and women's and misses' footwear, 1970-73 -----	***
3. Auerbach Shoe Co.: Production and sales of women's boots, 1970-73 -----	***
4. Auerbach Shoe Co., Brunswick, Maine, plant: Number of production workers, monthly and annual averages, 1969-73 -----	***
5. Auerbach Shoe Co., Rollinsford, N.H., plant: Number of production workers, monthly and annual averages, 1969-73 -----	***
6. Auerbach Shoe Co., Brunswick, Maine, plant: Total number of production man-hours worked per month, total number of pairs of boots produced per month, and annual monthly average number of pairs of boots produced, 1971-73-----	***

Contents--Continued

	<u>Page</u>
7. Auerbach Shoe Co., Rollinsford, N.H., plant: Total number of production man-hours worked per month, total number of pairs of boots produced per month, and annual monthly average number of pairs of boots produced, 1971-73-----	***

Appendix Tables

1. U.S. rates of duty applicable to women's and misses' footwear of the types provided for in specified TSUS items, July 1, 1934, and GATT concessions to Jan. 1, 1972-----	A-32
2. Women's and misses' footwear with supported-vinyl uppers (item 700.5545): U.S. rates of duty and imports for consumption, 1934, and 1964-73-----	A-33
3. Women's footwear with leather uppers (TSUS item 700.45): U.S. rates of duty and imports for consumption, 1969-73-----	A-34

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,  
July 22, 1974.

To the President:

In accordance with section 301 of the Trade Expansion Act of 1962 (TEA) (19 U.S.C. 1901), the U. S. Tariff Commission herein reports the results of investigation No. TEA-W-235 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 footwear for women (of the types provided for in items 700.45 through 700.55 (except 700.52) 1/ of the Tariff Schedules of the United States (TSUS)) produced by Auerbach Shoe Co., Boston, Mass., 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 appropriate subdivision thereof.

The investigation was instituted on May 31, 1974, on the basis of a petition for adjustment assistance filed on May 23, 1974, under section 301(a)(2) of the act on behalf of the former workers of the Brunswick, Maine, and Rollinsford, N. H., plants of the firm.

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1/ Although TSUS item numbers 700.51 and 700.53 were included in the notice of investigation, it was established during the course of the Commission's investigation that the Auerbach Shoe Co. did not produce footwear of the types provided for in those item numbers.

Notice of the investigation was published in the Federal Register (39 F.R. 20110) on June 6, 1974. No public hearing was requested, and none was held.

In the course of its investigation, the Commission obtained information from the petitioners, officials and former customers of Auerbach Shoe Co., official Government statistics, and the Commission's files.

#### Finding of the Commission

On the basis of its investigation, the Commission 1/ finds unani-  
mously that articles like or directly competitive with the footwear for  
women (of the types provided for in items 700.45 and 700.55 of the  
Tariff Schedules of the United States) produced by the Auerbach Shoe  
Co., are not, as a result in major part of concessions granted under  
trade agreements, being imported into the United States in such  
increased quantities as to cause, or threaten to cause, the unemploy-  
ment or underemployment of a significant number or proportion of  
the workers of such firm or an appropriate subdivision thereof.

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1/ Commissioner Parker did not participate in the decision.

Views of Chairman Bedell and Commissioner Moore 1/

This statement sets forth the reasons for our negative determination in the instant investigation under section 301(c)(2) of the Trade Expansion Act of 1962 (TEA). The investigation was instituted on the basis of a petition filed on behalf of the former workers of the Brunswick, Maine, and Rollinsford, N. H., plants of the Auerbach Shoe Co., Boston, Mass.

Under section 301(c)(2) of the TEA, the Commission, in order to make an affirmative decision, must find that--

- (1) Articles like or directly competitive with those produced by the workers' firm are being imported in increased quantities;
- (2) The increased imports are a result in major part of concessions granted under trade agreements;
- (3) A significant number or proportion of the workers of the firm, or an appropriate subdivision thereof, are unemployed or underemployed, or threatened with unemployment or underemployment; and
- (4) The increased imports resulting in major part from trade-agreement concessions are the major factor in causing or threatening to cause the unemployment or underemployment of the workers.

We have made a negative determination because the fourth condition has not been met; that is, increased imports of footwear like or directly competitive with the footwear produced at the Brunswick and Rollinsford plants were not the major factor causing, or threatening to cause, the unemployment or underemployment of the petitioning workers.

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1/ Commissioner Ablondi concurs in the result.

Workers at the Brunswick, Maine, plant of the Auerbach Shoe Co., prior to the cessation of production at that plant in December 1973, manufactured women's calf-high and above-the-ankle utilitarian boots that retailed from about \$15 to \$30 a pair. Such boots, which were generally lined with a fabric material and of a type for wear in cold or inclement weather, are referred to as cold-weather boots. In 1973, about 60 percent of the boots produced at this plant were constructed with uppers of leather; the remainder had uppers of manmade materials.

Annual production of women's cold-weather boots at the Brunswick plant was relatively stable during 1969-73. Output totaled \* \* \* pairs in each of the years 1969, 1972, and 1973. Furthermore, Auerbach's principal customers for cold-weather boots advised the Commission that their imports of these boots were very small and that their purchases from Auerbach had remained steady or increased in recent years.

Although Auerbach's operations had been profitable in each of the years 1969 through 1973, the company's management decided in 1973 to cease production of footwear at the Brunswick plant for the following reasons: (1) Its customers had significant inventories of cold-weather boots and were reluctant to commit themselves to early major purchasing programs for their 1974 requirements; (2) its customers insisted on firm price quotations for the entire 1974 season, and Auerbach was unwilling to meet this demand for price protection because of rapidly rising material



and labor costs; and (3) its customers were unwilling to pay for boots within a reasonable period of time after they were produced. In the past, the firm had financed the finished inventory for various retailers for periods ranging from 6 to 9 months; however, during a period of high interest rates such a policy would impose a severe financial burden on the company. Thus, it is clear that the decision to terminate production of footwear at the Brunswick plant was based on considerations unrelated to import competition.

Prior to the cessation of footwear production at the Rollinsford, N. H., plant in March 1973, workers at that plant manufactured principally women's calf-high fashion boots (sometimes referred to as stretch boots). These boots had uppers of urethane and retailed at about \$15 a pair. Workers at the Rollinsford plant were engaged in the stitching of uppers for the Brunswick plant during the period from April 1973 until the plant was closed in December 1973.

Annual production of women's fashion boots at the Rollinsford plant more than doubled during 1969-72, increasing from \* \* \* pairs in 1969 to \* \* \* pairs in 1972, the last full year in which boots were produced at that plant. An official of Auerbach stated that production of footwear at the Rollinsford plant was terminated because there was no longer a demand for fashion boots. These boots gained popularity in the late 1960's with the introduction of new styles in women's wearing apparel, such as the miniskirt and the calf-length midiskirt that accented boot designs. Stretch boots continued to be fashionable during 1970 and 1971. However, with

the switch by women to other types of wearing apparel, particularly to pants suits, the market for stretch boots and other fashion boots diminished markedly in 1972. Several major customers of Auerbach advised the Commission that the market for stretch and other fashion boots was "dead" by late 1972. Consequently, the decision to terminate production of women's boots at the Rollinsford plant was attributable to the reduced demand for the type of footwear produced at that plant and not to an increase in concession-generated imports.

#### Conclusion

On the basis of the information available to the Commission, we conclude that imports were not the major factor causing, or threatening to cause, the unemployment or underemployment of the petitioning workers and we have therefore made a negative determination.

## Views of Commissioner Leonard

My determination in the instant case is negative because one of the statutory criteria has not been met, i. e., that the increase in imports of footwear like or directly competitive with that produced by the Auerbach Shoe Co. is the result in major part of concessions granted under trade agreements. My reasoning in support of this determination is set forth in the statement of my views in the Commission's report on nonrubber footwear submitted to the President on January 15, 1971. 1/

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1/ Nonrubber Footwear: Report to the President on Investigation No. TEA-1-18 . . . , IC Publication 359, pp. 31-47.



## INFORMATION OBTAINED IN THE INVESTIGATION

## Description of Articles Under Investigation

The Auerbach Shoe Co., with executive offices in Boston, Mass., operated a plant in Brunswick, Maine, and a wholly owned subsidiary-- Sport Specialty Shoemakers Co.--in Rollinsford, N.H. Workers at the Brunswick plant, prior to the cessation of production in December 1973, manufactured women's calf-high and above-the-ankle utilitarian boots that retailed in recent years for about \$15 to \$30 a pair. Such boots, which were generally lined with a fabric material, were of a type intended for wear in cold or inclement weather. About 60 percent of the boots produced at the Brunswick plant in 1973 were constructed with uppers of leather; the remainder were constructed with uppers of manmade materials. Hereinafter in this report, the boots produced at the Brunswick plant are referred to as cold-weather boots.

Workers at the Rollinsford plant, prior to the cessation of footwear production in March 1973 (during the remainder of 1973 the workers at this plant stitched uppers for the Brunswick plant), manufactured principally women's so-called stretch, calf-high fashion boots with uppers of urethane that retailed in 1971-72 (the last 2 full years of operation) for about \$15 a pair. The boots produced at these two Auerbach plants were constructed by the cement process. (In this method of construction, the outsole is affixed to the upper by an adhesive without sewing.)

Women's boots, including the types produced by Auerbach, especially the calf-high stretch boots, gained popularity and became

fashionable in the late 1960's with the introduction of new styles in women's wearing apparel, such as the miniskirt and the longer calf-length skirt, that accented boot designs. Such boots continued to be fashionable throughout 1970 and 1971; boot designs during this period were usually calf-high, form-fitting types that were worn principally for fashion interest. Styles ranged from inexpensive stretch urethane boots to high-quality leather zipper boots. However, with the switch by women to other types of wearing apparel, particularly with the increasing popularity of pants suits, the market for stretch boots and other fashion boots diminished markedly in 1972.

According to industry sources, women's cold-weather boots, the type produced at the Brunswick plant, have always been a stable market item, especially in cold-weather climates. Prior to the fashion trends of the late 1960's, cold-weather boots were constructed to be worn only for functional needs. However, as boots became fashionable, cold-weather boots were designed to meet the needs not only of inclement weather but frequently also of fashion requirements.

#### U.S. Tariff Treatment

In the Tariff Act of 1930, women's leather boots of the type produced by Auerbach were originally dutiable under paragraph 1530(e) at 20 percent ad valorem. The rate of duty applicable to such footwear, which is now provided for in TSUS item 700.45 (effective August 31, 1963), was reduced for the first time effective January 1, 1968, to 18

percent ad valorem, pursuant to concessions granted during the Kennedy Round of negotiations. The current rate of duty for item 700.45 is 10 percent ad valorem.

Auerbach also produced women's boots with uppers of manmade materials. Such materials were not used for uppers until the late 1940's or early 1950's. Prior to the effective date of the TSUS, imports of women's footwear with manmade uppers, which were dutiable under various provisions of the Tariff Act, were classified principally--

- (1) By similitude, at the rate of 20 percent ad valorem applicable to leather footwear provided for in paragraph 1530(e). 1/
- (2) Under paragraph 1537(b) as articles in chief value of rubber, at the trade-agreement rate of 12.5 percent ad valorem where the soles were of india rubber and constituted the chief value of the footwear in question.
- (3) Under paragraph 1539(b) at the reduced rate of 21 cents per pound plus 17 percent ad valorem where the footwear was in chief value of a product having a synthetic resin as the chief binding agent.

In the TSUS, a rate of 12.5 percent ad valorem was established for item 700.55 as the trade-agreement rate to replace the wide range of rates previously applicable to the various types of footwear provided for in this item. 2/ The current rate on footwear with manmade uppers is 6 percent ad valorem.

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1/ The principal kinds of footwear with manmade uppers now being imported (i. e., those with soles of rubber or plastics) would have been dutiable by virtue of the similitude provision under par. 1530(e) at a rate of 20 percent ad valorem.

2/ The col. 2 rate of duty for item 700.55 is 35 percent.

Table 1 in appendix A shows the reductions in rates of duty resulting from trade-agreement concessions granted under the General Agreement on Tariffs and Trade (GATT) for footwear of the types now dutiable under items 700.45 and 700.55.

#### U.S. Consumption, Shipments, and Imports

Official data with respect to U.S. consumption, shipments, and imports of women's cold-weather boots are not available. However, it is believed that, consumption and shipments of such boots have been stable in recent years, and that imports of women's cold weather boots have been small.

Official data are also not available with respect to consumption, shipments, and imports of women's stretch boots. It is known, however, that because of the fashion interest in stretch and other fashion boots during the late 1960's and early 1970's, that consumption and shipments of such boots during this period was on an upward trend, but declined markedly in 1972 as the result of a shift by women to other types of wearing apparel. U.S. shipments of women's boots of all types (SIC code 3144) by domestic producers in 1972 (the only year for which data are available) amounted to 12.6 million pairs, valued at \$105.2 million.

Tables 2 and 3 in appendix A show total U.S. imports of women's nonrubber footwear (including boots) admitted under TSUS items 700.45 (footwear of leather valued over \$2.50 per pair) and 700.55 (certain footwear of rubber or plastics).



Data with respect to U.S. consumption, production, and imports of all women's nonrubber footwear (including boots) are shown below. As shown in this table, imports increased their share of the U.S. market from 17 percent in 1965 to 53 percent in 1973.

Nonrubber footwear for women: U.S. production, imports for consumption, and apparent consumption, 1965-73

Year	Production <u>1/</u>	Imports <u>2/</u>	Apparent consumption <u>3/</u>	Ratio of imports to apparent consumption
	Million pairs	Million pairs	Million pairs	Percent
1965-----	319	67	386	17
1966-----	323	70	393	18
1967-----	290	96	386	25
1968-----	322	133	455	29
1969-----	271	139	410	34
1970-----	260	165	425	39
1971-----	237	180	417	43
1972-----	223	198	421	47
1973-----	190	212	402	53

1/ Production represents the output of women's and misses' footwear as reported by the U.S. Bureau of the Census, plus shipments to the U.S. mainland from Puerto Rico.

2/ Partly estimated from the official statistics for footwear of the kinds described in pt. 1, subpt. A, of schedule 7 of the TSUSA except imports described in items 700.32, 700.51, 700.52, 700.53 and 700.60 and except zoris (very inexpensive thonged sandals of rubber or plastics), dutiable under item 700.55. Includes imports of misses' footwear, which have been negligible compared with those of women's.

3/ Computed from U.S. production plus imports without an allowance for exports, which in 1973 amounted to about 1 million pairs.

Source: Compiled from official statistics of the U.S. Department of Commerce, except as noted.

U.S. and Foreign Wage Rates

The table on the following page shows the average hourly earnings and the estimated compensation per hour received by shoe workers in eight countries in 1970, 1971, and 1972. While of some use in comparing the labor costs of the shoe industries in the various countries listed, the table has several shortcomings that make such comparisons inexact. First, only in the United States, Italy, and Hong Kong is the industry definition limited exclusively to footwear. In the other countries the industry classifications are more encompassing. Second, as footnote 1 to the table indicates, published hourly earnings in the various countries differ in composition. Third, total compensation for workers includes various factors in the eight countries.

Date Relating to the Auerbach Shoe Co.

\* \* \* \* \*

Hourly earnings of production workers and estimated total compensation per hour worked in specified industries related to footwear in 8 countries, 1970-72

Country	Industry	(In U.S. dollars)					
		1970	1971	1972	1970	1971	1972
Brazil	Clothing and footwear	3/ \$0.28	4/	4/	4/	4/	4/
Hong Kong	Rubber footwear	5/ .30	5/ \$0.35	\$0.41	\$0.32	\$0.37	\$0.44
Italy	Footwear 6/	.60	.80	.93	1.09	1.42	1.62
Japan	Rubber products, including plastic footwear. 7/	.88	1.08	1.49	1.00	1.23	1.69
Korea	Rubber and plastic products 7/ 8/	.18	.18	.18	.22	.22	.22
Spain	Clothing and footwear 8/	.38	.43	.53	.55	.62	.76
Taiwan	Rubber and plastic products 7/	4/	4/	10/ .19	4/	4/	10/ .23
United States	Footwear, excluding rubber-	2.43	2.53	2.63	2.95	3.09	3.24
	Rubber footwear	2.70	2.78	2.88	3.48	3.61	3.77

1/ Published earnings do not represent the same items of labor compensation in each country because of differences in the treatment of various supplementary benefits. Earnings generally refer to gross cash payments to wage workers before deductions for taxes and social security and include overtime pay, shift differentials, regular bonuses and premiums, and cost-of-living adjustments. Holiday, vacation, and sick leave pay, bonuses not paid regularly each pay period, and other supplementary benefits are included by some countries and excluded by others. The earnings data are per paid-hour for some countries and per hour worked for other countries.

2/ Compensation refers to all payments made by employers directly to their workers before deductions of any kind plus employer contributions to legally required insurance programs and private welfare plans for the benefit of employees. The figures on additional compensation per hour worked as a percentage of published earnings are the best estimates currently available to the Bureau of Labor Statistics. The estimates are based primarily on labor costs or labor compensation surveys adjusted to the listed years on the basis of other available data.

3/ Average for 1969; monthly earnings of 211.60 cruzeiros converted to an hourly basis by assuming 195 hours of work per month.

4/ Not available.

5/ Daily earnings converted to an hourly basis by assuming 9 hours of work per day. The compensation figures include pay for time not worked, bonuses, and the value of pay in kind, but not overtime pay or employer contributions to social insurance funds.

6/ Approximately 15 percent of the workers in the Italian shoe industry are home workers, who are paid at a lower wage rate than the factory workers in the industry.

7/ The shoes shipped from Hong Kong, Japan, Korea, and Taiwan to the United States are principally of plastics. Separate data are not available on the plastics footwear industry, except for Hong Kong. Approximately half of the workers in the Japanese plastics shoe industry are home workers, who are paid at a lower rate than the factory workers in that industry.

8/ Including salaried employees.

9/ The compensation factor included in this figure is employer social security payments, which range from 40 to 50 percent of payroll.

10/ July-December 1972. The published earnings data are computed per hour worked and include overtime pay, regular premiums, and bonuses, family allowances, the market value of payments in kind, and wages paid to persons absent from work. Compensation figures also include annual bonuses and employer contributions to national insurance.

Source: Based on data provided by the U.S. Bureau of Labor Statistics from the following: Brazil--Year Book of Labour Statistics, 1973; International Labour Office, Geneva; Hong Kong--Annual Departmental Report, 1970-73, Commissioner of Labour, Hong Kong; Italy--Rassegna di Statistiche del Lavoro, various issues, Confederazione Generale dell'Industria Italiana, Rome; Japan--Year Book of Labour Statistics, various issues, Ministry of Labour, Tokyo; Korea--Monthly Statistics of Korea, various issues, Economic Planning Board, Seoul; Spain--Year Book of Labour Statistics, 1973, International Labour Office, Geneva; and Taiwan--Monthly Bulletin of Labor Statistics, November 1973, Directorate-General of Budget, Accounting, and Statistics, Taipei. Conversion from the currencies of the foreign countries in the table to U.S. dollars was made on the basis of average daily exchange rates for the year as reported by the Federal Reserve Bulletin.

A-8 through A-30

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APPENDIX A  
STATISTICAL TABLES



Table 1.--U.S. rates of duty applicable to women's and misses' footwear of the types provided for in specified TSUS items, July 1, 1934, and GATT concessions to Jan. 1, 1972

TSUS item No.	Abbreviated description	Rate of duty	
		July 1, 1934 <u>1/</u>	GATT concession <u>2/</u>
		Rate	Effective date
		Percent <u>ad val.</u>	Percent <u>ad val.</u>
700.45	Leather footwear: "Other" (including cement process): Valued over \$2.50 per pair-----: 20	18	Jan. 1-Dec. 31, 1968. Jan. 1-Dec. 31, 1969. Jan. 1-Dec. 31, 1970. Jan. 1-Dec. 31, 1971. Jan. 1, 1972.
700.55	Footwear having uppers of supported vinyl.	Princi- pally 20 <u>3/</u>	4/ 12.5 : Aug. 31, 1963-Dec. 31, 1967. 11 : Jan. 1-Dec. 31, 1968. 10 : Jan. 1-Dec. 31, 1969. 8.5 : Jan. 1-Dec. 31, 1970. 7 : Jan. 1-Dec. 31, 1971. 6 : Jan. 1, 1972.

1/ Except as noted, the rate on July 1, 1934, was the same as the original rate in the Tariff Act of 1930, effective June 18, 1930.

2/ For concessions granted in the Kennedy Round, effective Jan. 1, 1968, the table shows staged rates that became effective up to and including Jan. 1, 1972.

3/ Supported vinyl was not used for shoe uppers until the late 1940's or early 1950's. When footwear with supported-vinyl uppers was imported during the 1950's and early 1960's, it was generally dutiable, by virtue of the similitude provisions of par. 1559, at the rate provided for "similar" leather footwear in par. 1530(e). The col. 2 rate for item 700.55 is 35 percent.

4/ The trade-agreement rate established in the TSUS, effective Aug. 31, 1963, under authority of the Tariff Classification Act of 1962 (Public Law 87-456) to replace the wide range of rates previously applicable to the various types of footwear provided for in this TSUS item.





Table 2.--Women's and misses' footwear with supported-vinyl uppers (item 700.5545): U.S. rates of duty and imports for consumption, 1934 1/ and 1964-73

Year	Rate of duty	Imports		
		Quantity	Value	Unit value
		<u>1,000</u> <u>pairs</u>	<u>1,000</u> <u>dollars</u>	<u>Per</u> <u>pair</u>
1964 <u>2/</u> -----	<u>3/</u> 12.5	27,574	12,429	\$0.45
1965 <u>2/</u> -----	12.5	29,579	13,564	.46
1966-----	12.5	33,239	17,024	.51
1967-----	12.5	49,767	27,704	.56
1968-----	11	68,579	46,603	.68
1969-----	10	70,777	55,820	.79
1970-----	8.5	77,288	73,757	.95
1971-----	7	86,942	104,196	1.20
1972-----	6	89,776	104,907	1.22
1973-----	6	96,942	136,036	1.40

1/ During the period before the TSUS became effective, footwear with supported-vinyl uppers (with soles other than india rubber) was generally dutiable, by virtue of the similitude provisions of par. 1559 of the Tariff Act of 1930, at a rate provided for similar leather footwear in par. 1530(e), principally 20 percent ad valorem. The col. 2 rate for item 700.55 is 35 percent.

Data are not available on U.S. imports of footwear with supported-vinyl uppers for the years prior to 1964. Such imports were probably negligible until the mid-1950's.

2/ Data are partly estimated.

3/ Rate established in the TSUS, effective Aug. 31, 1963.

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

Table 3.--Women's footwear with leather uppers (TSUS item 700.45):  
U.S. rates of duty and imports for consumption, 1969-73

Year	Rate of duty	Imports		
		Quantity	Value	Unit value
	<u>Percent</u> <u>ad valorem</u>	<u>1,000</u> <u>pairs</u>	<u>1,000</u> <u>dollars</u>	<u>Per pair</u>
1969-----	16	26,745	131,329	\$ 4.91
1970-----	14	34,164	172,266	5.04
1971-----	12	43,725	220,504	5.04
1972-----	10	60,912	303,406	4.98
1973-----	10	68,248	355,406	5.21

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

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