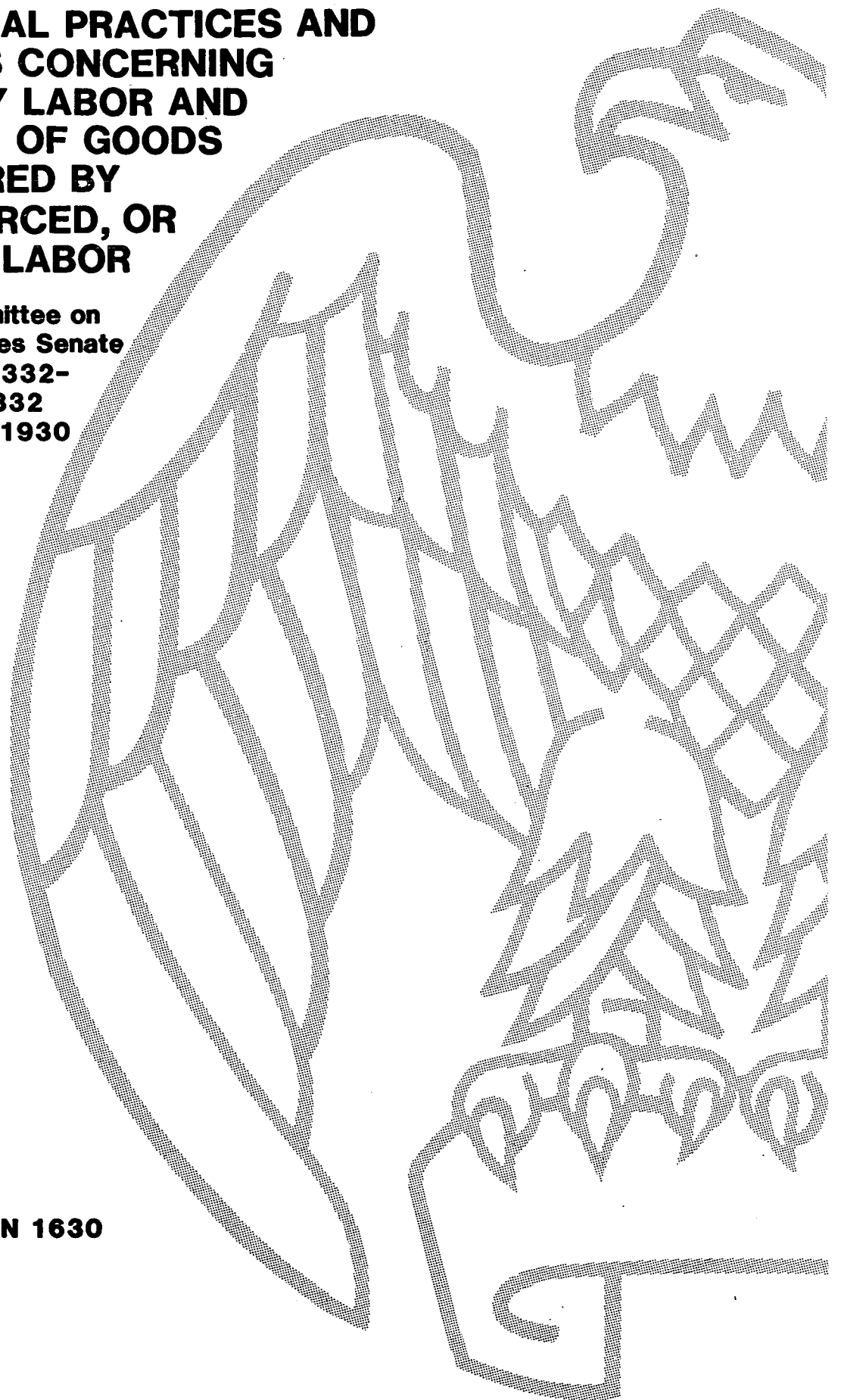


**INTERNATIONAL PRACTICES AND  
AGREEMENTS CONCERNING  
COMPULSORY LABOR AND  
U.S. IMPORTS OF GOODS  
MANUFACTURED BY  
CONVICT, FORCED, OR  
INDENTURED LABOR**

**Report to the Committee on  
Finance, United States Senate  
on Investigation No. 332-  
178 Under Section 332  
of the Tariff Act of 1930**



**USITC PUBLICATION 1630**

**DECEMBER 1984**

**UNITED STATES INTERNATIONAL TRADE COMMISSION**

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## PREFACE

On January 30, 1984, at the request of the Senate Committee on Finance and in accordance with section 332(g) of the Tariff Act of 1930 (19 U.S.C. 1332(g)), the United States International Trade Commission instituted investigation No. 332-178 to examine the nature and extent of imports into the United States of goods that are wholly or partially manufactured by convict, forced, or indentured labor. In addition, the Commission was requested by the Committee to review the application of domestic and international law to international trade in such items, particularly section 307 of the Tariff Act of 1930 (19 U.S.C. 1307).

Notice of this investigation was given by posting copies of the notice of investigation at the Office of the Secretary, U.S. International Trade Commission, Washington, DC, and by publication of the notice in the Federal Register (49 F.R. 4855, Feb. 6, 1984).

In the course of this investigation, the Commission collected data and information from the U.S. Customs Service, the U.S. Department of the Treasury, the U.S. Department of State, the Central Intelligence Agency, published sources, and interested parties.



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## EXECUTIVE SUMMARY

The importation of goods produced with compulsory labor has been an area of concern in the United States for at least 100 years. The United States first enacted a prohibition on the importation of goods manufactured with convict labor 1/ in the McKinley Tariff Act of 1890 and the prohibition was expanded and modified to cover products of forced 2/ or indentured labor 3/ in section 307 of the Smoot-Hawley Tariff Act of 1930. (The terms convict, forced, or indentured labor when used in the aggregate will hereafter be referred to as compulsory or prohibited labor.) The use of section 307 has been relatively infrequent, and the only case currently under review by Customs to ban imports of products made with compulsory labor concerns allegations made against goods from the Soviet Union.

United States Federal and State prison systems operate prison industry programs. Most of the products produced, including textile and apparel articles, furniture, license plates, and brushes, are either used by the institution or sold to other institutions and to Federal, State or other tax-supported agencies. Goods produced in prisons generally are banned from interstate commerce, but there is no legal prohibition against exports of products made by convict labor in State institutions. It is estimated that less than \$100,000 of prison-made goods are exported from the United States annually.

Foreign governments also maintain prison industry systems. Although some prison populations are large, notably those in the People's Republic of China and the Soviet Union, it is believed that most of the output of the foreign prison systems is consumed internally and little is exported.

Since 1922, many international agreements and conventions have been adopted to restrict the use of and improve the conditions of compulsory labor. These agreements focus on the human rights aspect of the issue and do not address the implications of possible international trade in products made from compulsory labor.

It should be noted that this report was prepared in response to a Congressional request for specified information to the extent such information was available. In reviewing the major findings of this report, it should be understood that the Commission did not have the resources to verify independently information provided by other government agencies or by other persons or entities at the Commission's request. The Commission has attempted to compile in one report information not previously available in a single source. The report is not intended for use in any investigation under section 307 or any other provision of the Customs law.

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1/ Convict labor refers to work performed by an individual who has been convicted of a criminal act by a court of law. Work performed by persons in prison, but not convicted of a crime, would usually not be considered convict labor in the strict sense but could be considered forced labor.

2/ Forced labor means all work or service which is extracted from any person under the menace of penalty for nonperformance and for which the worker does not offer himself voluntarily. However, the term "forced labor" does not include activities such as military service and civic obligations.

3/ Indentured labor is work performed under contract but where the contract can be enforced through imposition of a penalty or by imprisonment.

The major findings of the study are as follows:

- o The United States has banned imports of goods made with convict labor since 1890.

Imports of goods manufactured with convict labor were first prohibited in the McKinley Tariff Act of 1890 for the economic protection of U.S. workers. In the Smoot-Hawley Tariff Act of 1930, the ban was broadened, in section 307 of the act, to include goods that were "mined or produced" as well as manufactured, and the prohibited types of labor were expanded to include forced or indentured labor. However, the prohibition does not include merchandise which may have a compulsory-labor content but which is not produced in sufficient quantities domestically to meet consumptive demand. The prohibition has not changed since 1930 and, until 1982, had been applied only as a means of protecting U.S. workers.

- o Enforcement of the ban on imports of goods made with compulsory labor is the responsibility of the U.S. Customs Service.

Federal regulations give the responsibility for enforcement of section 307 to Customs, which is required to gather information and determine if certain goods should be excluded from entry into the United States. A determination of whether goods are produced with compulsory labor is difficult, since import documentation does not require such identification. In addition, physical examination of the goods does not reveal if they are made with compulsory labor, and information about production conditions in foreign countries is often limited. In the case of certain closed societies, little or no information is available.

- o There has been only limited application of section 307 and enforcement decisions have been made with a wide degree of discretion.

Since 1930, there have been approximately 60 to 75 instances where interested parties have requested, and/or Customs has considered, the application of section 307. Examination of Customs' files reveals wide variations in the nature of the investigations conducted and the amount of information gathered. In part these variations are a necessary result of the discretion Customs must exercise in each case because of the varying amount and degree of reliability of the information available relating to the imports of goods made with compulsory labor. In addition, the bases for final disposition of the cases are not always provided.

In addition, Customs has adopted certain administrative practices that have allowed certain goods made with compulsory labor to enter the United States. On an ad hoc basis, Customs has permitted the importation of prison goods where the size of the shipment was small, where the prisoners were working voluntarily and were compensated, or where importers promised not to enter subsequent shipments.



- o There has been increased attention given to enforcement of section 307 since 1982, particularly with respect to imports from the Soviet Union.

In 1982, allegations of the use of forced labor in the construction of the Soviet-Siberian gas pipeline stimulated public interest in the application of section 307 to exclude imports from the Soviet Union. <sup>1/</sup> In 1983, the Commissioner of the U.S. Customs Service submitted to the U.S. Department of the Treasury his determination that certain products being or likely to be imported from the Soviet Union were being made with compulsory labor. However, no final decision has been reached with respect to prohibiting the import of such products. In this case there is the possibility that section 307 would be applied to exclude a broad range of products made with compulsory labor, rather than individual products, as in the past. Proponents of such a broad exclusion order appear to be primarily concerned about human rights violations rather than protection against unfair import competition.

- o In order to clarify Customs practices and assure consistent application of the statute to all U.S. trading partners, Customs has proposed new guidelines with respect to administration of section 307.

Customs has proposed new administrative guidelines intended to result in a more uniform application of section 307. The guidelines interpret and expand the existing regulations used to enforce section 307 <sup>2/</sup> and deal with topics including investigative procedures, defining classes of merchandise for possible exclusion, and exceptions to section 307. The new guidelines may not lead to more consistent application of section 307 to imports of goods made with compulsory labor, since they broaden Customs' discretion in administering the statute and do not provide specific guidance with respect to evidentiary standards, investigative procedures and schedules, criteria for initiating investigations, and rules for making final determinations.

- o International agreements and conventions have no direct effect on international trade in goods made with compulsory labor.

There are at least nine international agreements dealing with the use of compulsory labor. Although the agreements and conventions seek to ban or humanize practices such as slavery, slave labor, and forced or indentured labor, they do not ban convict labor. In addition, the agreements deal with the human rights aspect of compulsory labor and are not directly concerned with controlling or regulating trade in products made with such labor. Control of trade is left to national legislation.

The United Nations and the International Labor Organization are the major organizations where alleged violations are discussed and complaints filed. Both of these organizations have mechanisms for receiving and investigating

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<sup>1/</sup> The U.S. Department of State, in a Feb. 9, 1983 letter of transmittal of its Report to the Congress on "Forced Labor in the U.S.S.R.," stated that forced labor was reportedly used in preliminary work on the export pipeline and that the U.S. media had directed public attention to this matter, as well as to the Soviet Union's current forced labor practices.

<sup>2/</sup> See 19 CFR 12.42-.45 in app. A.

complaints of alleged human rights violations, but often the investigations can be conducted only if the subject country is cooperative, and there is no established method for enforcing recommended corrective measures.

- o About 10 to 12 percent of the U.S. prison population is employed in prison industries, and nearly all of the goods produced are consumed within the prison system or by other public and nonprofit agencies.

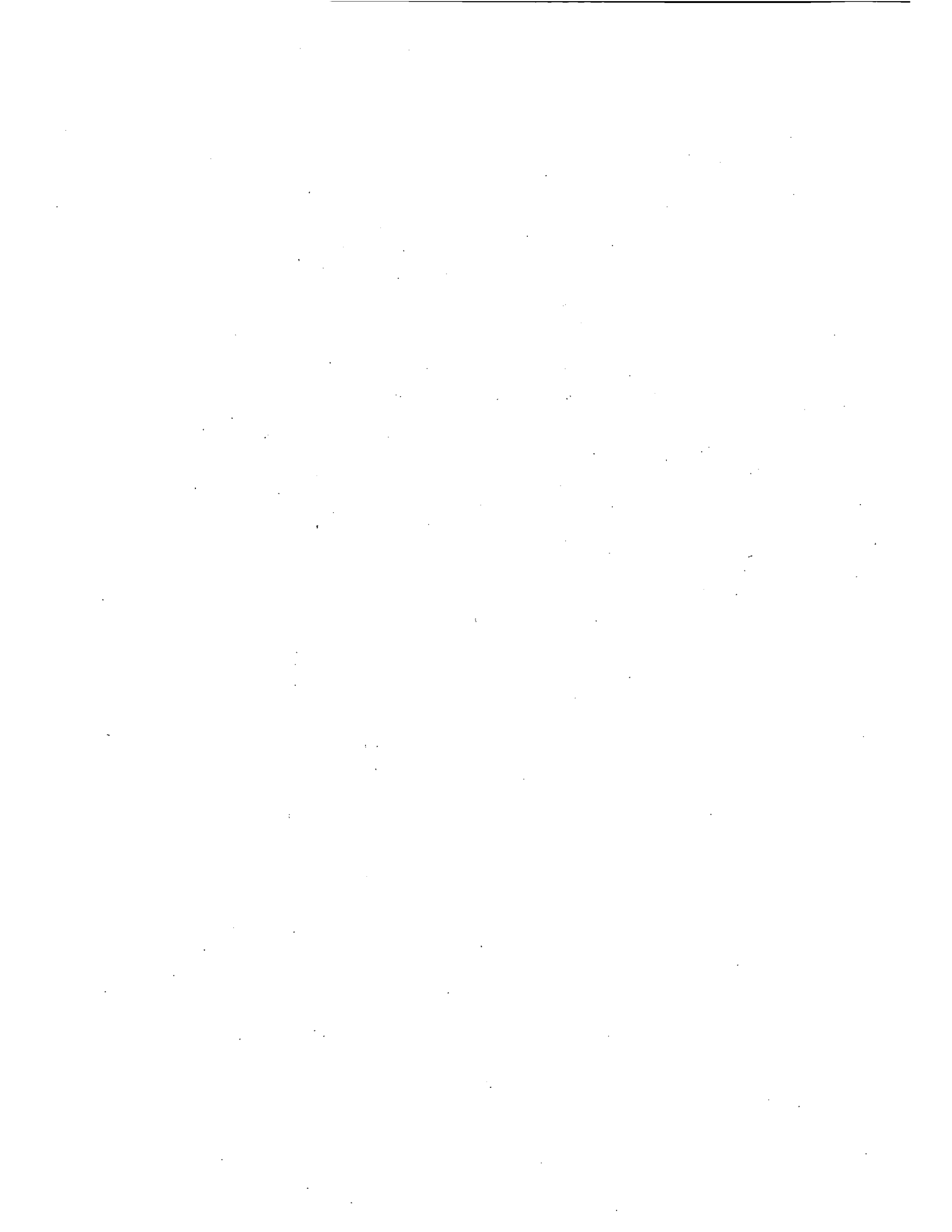
The U.S. prison population declined slightly from 1960 to 1970, then increased from 196,000 in 1970 to 316,000 in 1980, and in 1983 reached an estimated 420,000. In State prisons, which account for over 90 percent of the combined State and Federal prison population, about 10 percent of the inmates are employed in prison industries. In Federal prisons, about 25 percent are employed in prison industries. There is little involvement of private industry in prison industries, few sales of goods on the open market, and exports of prison-made goods are estimated at less than \$100,000. Products made in Federal prisons can be sold only to Government agencies, and products of State prison industries generally cannot be transported in interstate commerce, except under special conditions.

- o While no firm data are available, United States imports of prison manufactured goods are believed to represent a small percentage of total U.S. trade.

Although the total prison population of the countries covered in this investigation is estimated to total about 9 million, relatively few prison workers are believed to be used to produce goods for the export market. A large proportion of the prisoners are reportedly employed in prison housekeeping and maintenance, public works, construction, local agriculture, or other activities which do not produce products which enter into commerce. Prisoners producing commercial products, most of which are consumed within the countries in which they are made, are estimated to number less than 3 million.

Major free-market countries which represent the bulk of trade into the United States normally do not export prison-made goods into the United States. For example, Canada, Japan, Mexico, and the EC, which together supply 60 percent of the total value of U.S. imports, have an estimated total prison population of less than 300,000. In nearly all these countries, only convicted criminals are required to work, and in most cases only 40 to 70 percent of the convicted prisoners participate in work programs at any given time. Additionally, much of the convict labor is engaged in "housekeeping" work in support of the operation of the correctional institutions. As a result, it is estimated that, in these major supplying countries as a group, less than 100,000 prisoners are engaged in producing products suitable for commercial distribution. Even when prison workers are making products to be sold outside the correctional system, the products are often sold to other government agencies or for local consumption. Also, government policies may discourage exports of goods made with compulsory labor or the goods may not be suitable for export because of poor quality. As a result, only a small quantity of output is potentially available for export.

Nonmarket economy countries, especially China and the U.S.S.R., although accounting for under 2 percent of total U.S. imports, represent the largest potential suppliers of compulsory-labor goods. The Russian prison population is estimated at 4 million, but only 1.2 to 1.5 million are believed to be engaged in the manufacture of goods which might enter international commerce. Imports of such goods from the U.S.S.R. may include products such as various chemicals and related products, metal ores, glassware, miscellaneous metal articles, agricultural equipment, furniture and wood cabinets, electrical equipment, and certain petroleum products, with estimated potential imports in the range of \$11 to \$28 million. Although no firm data are available on China's prison population, one source estimates that the population there totals at least 3 to 4 million persons. However, about three-quarters of the prisoners are concerned with agricultural work and producing items which are consumed domestically. It is estimated that approximately 1 million prison laborers produce the types of products which could enter into international trade, a portion of which might be imported into the United States. Among U.S. imports from China, products most likely to have some compulsory-labor content include handmade rugs, fireworks, baskets and bags, and selected apparel items. While both countries are believed to export some compulsory-labor products, in the past 20 years there have been no documented complaints to the U.S. Customs Service about U.S. imports of such products and no efforts to develop information about the quantity of imports until the pending cases involving imports from the Soviet Union.



U.S. Regulation of Imports of Products Made with  
Compulsory Labor 1/

Legislative history

The earliest U.S. legislation prohibiting the importation of goods manufactured by convict labor was the McKinley Tariff Act of 1890. The purpose of the act was to extend over imported articles on a national basis a policy which had already been the practice of most States--namely, protection of free U.S. workers from competition by goods made with low-cost, convict labor. The sponsor of the statute stated:

Nearly if not all of the States of the Union have laws to prevent the products of convict labor in the State penitentiaries from coming in competition with the products of the free labor of such States. . . . [Free] labor of this country should be saved from the convict labor of our own States. . . . It will be of small account to protect our workman against our own convict labor and still admit the convict-made products of the world to free competition with our free labor. 2/

Section 49 of the McKinley Act provided--

That all goods, wares, articles, and merchandise manufactured wholly or in part in any foreign country by convict labor, shall not be entitled to entry at any of the ports of the United States, and the importation thereof is hereby prohibited, and the Secretary of the Treasury is authorized to prescribe such regulations as may be necessary for the enforcement of this provision. 3/

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1/ The term compulsory labor is used interchangeably in this study with prohibited labor and encompasses convict, forced, and indentured labor. Convict labor refers to work performed by an individual who has been convicted of a criminal act by a court of law. Work performed by persons in prison, but not convicted of a crime, would usually not be considered convict labor. Forced labor means all work or service which is extracted from any person under the menace of penalty for nonperformance and for which the worker does not offer himself voluntarily. However, the term "forced labor" does not include activities such as military service and civic obligations. Indentured labor is work performed under contract but where the contract can be enforced through imposition of a penalty or by imprisonment.

2/ Congressional Record, vol. 21, pt. V, 51st Cong., 1st sess., p. 4247, May 7, 1890.

3/ Ibid. This provision was re-enacted without modification in the Tariff Acts of 1894, 1897, 1913, and 1922.

The statute was expanded and modified in three important areas as section 307 of the Smoot-Hawley Tariff Act of 1930 (19 U.S.C. 1307). 1/ Under section 307, goods which were mined or produced by convicts, as well as convict-manufactured goods, were prohibited entry. Under the 1890 Act, the word "manufactured" had been construed to refer only to goods which were fabricated or assembled in a factory or a shop. 2/ This interpretation meant that the importation of goods manufactured by convicts was prohibited, whereas goods mined or otherwise produced by convicts (such as ores or crops) could be admitted.

As a result of the second change, the entry into the United States of goods produced by forced or indentured labor under penal sanctions, in addition to those made by convict labor, was also prohibited. Previously the term "convict labor" had been interpreted as not including all forced or involuntary labor. While the sponsor of these changes based his views on moral concerns--namely that forced labor is morally wrong and that the United States should not condone its use by importing such goods--it appears that Congress' motivation in passing the amendment was largely economic. 3/ The third major change in the 1930 Act was the addition of a provision to exempt goods produced by forced or indentured labor from being banned if they are not produced in this country in sufficient quantities to meet consumptive demand. Section 307 has not been changed since 1930.

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1/ Sec. 307 currently states:

All goods, wares, articles, and merchandise mined, produced, or manufactured wholly or in part in any foreign country by convict labor or/and forced labor or/and indentured labor under penal sanctions shall not be entitled to entry at any of the ports of the United States, and the importation thereof is hereby prohibited, and the Secretary of the Treasury is authorized and directed to prescribe such regulations as may be necessary for the enforcement of this provision. The provisions of this section relating to goods, wares, articles, and merchandise mined, produced, or manufactured by forced labor or/and indentured labor, shall take effect on January 1, 1931; but in no case shall such provisions be applicable to goods, wares, articles, or merchandise so mined, produced, or manufactured which are not mined, produced, or manufactured in such quantities in the United States as to meet the consumptive demands of the United States.

"Forced labor," as herein used, shall mean all work or service which is exacted from any person under the menace of any penalty for its nonperformance and for which the worker does not offer himself voluntarily.

2/ Hearing before the Committee on Ways and Means, House of Representatives on Tariff Readjustment--1929; 70th Cong., 2d sess., vol. 16, Administrative and Miscellaneous Provisions, pp. 9953-60.

3/ Congressional Record, vol. 71, pt. VI, 71st Cong., 1st sess. p. 4489 et seq. of Oct. 14, 1929.

Regulations governing enforcement of section 307

It is the responsibility of the U.S. Customs Service to administer the Tariff Act of 1930, as amended, including the assessment and collection of all duties, taxes, and fees on imported merchandise, the enforcement of customs and related laws, and the administration of certain navigation laws and treaties. Consequently, as part of the Tariff Act of 1930, the prohibition on importation of goods made by convict, forced, or indentured labor in section 307 falls under Customs' jurisdiction.

Customs' responsibilities under this provision differ from those provided under many of the other tariff and trade laws of the United States. In most cases where the importation of specified products is restricted or prohibited, depending on conditions of competition or production in the foreign country or on compliance with certain U.S. standards, the necessary determination may be made based either on the direct examination of the goods by Customs or provided by another agency of the U.S. Government. In the case of section 307, relating to the importation of goods made with compulsory labor, the gathering of evidence and the making of determinations are the responsibility of the U.S. Customs Service; but such determinations cannot be established factually by an examination of the goods. Under current regulations, the Commissioner of Customs is required to investigate and determine whether merchandise within the purview of section 307 is being, or is likely to be, imported into the United States. 1/ The publication of a final finding that certain merchandise is subject to the provisions of section 307, and consequently prohibited from importation, is subject to the approval of the Secretary of the Treasury.

Regulations prescribing how Customs is to enforce section 307 are found in the Code of Federal Regulations at 19 CFR 12.42-12.45 (app. A), and Customs headquarters provides officers at the ports of entry with interpretive guidance with respect to enforcement of section 307. All determinations made by Customs under section 307 are made on a case-by-case basis because of the wide variations in products involved and the differing quantities and types of information available. These determinations are published in the Federal Register and incorporated into the Code of Federal Regulations.

In brief, the regulations provide that actions under section 307 may be initiated based on a communication presented by (a) any district director or other principal Customs officer or (b) any person outside the U.S. Customs Service who has reason to believe that such merchandise is being, or is likely to be, imported. Such a person must submit specific information as to the type of products involved, the conditions of production, and the basis for his belief. Upon receipt of an appropriate communication from either of these sources, the Commissioner of Customs ". . . will cause such investigation to be made as appears to be warranted by the circumstances of the case." The regulations further provide that--

If the Commissioner of Customs finds at any time that information available reasonably but not conclusively indicates that merchandise within the purview of section

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1/ The Secretary of the Treasury is authorized and directed to prescribe such regulations as may be necessary for the enforcement of this provision. This authority has been delegated to the Commissioner of Customs.

307 is being, or is likely to be, imported, he will promptly advise all district directors accordingly and the district directors shall thereupon withhold release of any such merchandise pending instructions from the Commissioner as to whether the merchandise may be released otherwise than for exportation. [Emphasis supplied]

An importer attempting to enter goods withheld under section 307 must submit within 3 months after the date of importation a certificate of origin signed by the foreign seller or owner and containing sufficient information to show that no prohibited labor was used in their manufacture. Merchandise which is prohibited entry may be exported or destroyed, with documentation of the action provided to the district director of Customs, or a protest of the Commissioner's finding may be filed within the statutory time limit.

Commission staff review of Customs' investigations and enforcement actions revealed that Customs has applied section 307 based on its statutory grant of a wide degree of discretion. In part, this discretion is a necessary result of the varying amount and the degree of reliability of the information in Customs' possession relating to individual imports of goods made with compulsory labor. In practice, this means that cases are examined individually and thus follow no common pattern. For example, in some cases a Customs determination was based on a thorough on-site inspection; in others, decisions apparently were reached with very limited information. Moreover, in some cases Customs provided specific reasons why certain imports were permitted; in others, no action was taken and goods simply entered the United States.

Section 307 was designed, according to legislative history, to protect American workers from unfair competition from imports of lower-priced articles made with compulsory labor. However, a review of the investigations conducted under the section revealed that in some instances, under unpublished administrative interpretations, suspect or convict-made goods may be allowed entry into the United States.

#### Customs investigations under section 307

The application of section 307 has been relatively infrequent, with the Department of the Treasury reporting approximately 60 to 75 cases where application of section 307 was sought. To ascertain Customs' specific actions with respect to enforcement, the Commission staff reviewed 33 cases concerning alleged violations of the statute. Three of the cases occurred during the 1950's; the others occurred during 1968-83. Summaries of the significant cases are presented in appendix B. The result of this review showed 1 case under review, 8 instances where goods were banned, and 24 instances where goods were allowed entry.



Pending case currently under review.--Customs has before it a case involving goods from the Soviet Union allegedly produced with compulsory labor. In 1982, allegations concerning the possible use of forced labor on the construction of the Soviet gas pipeline aroused public and congressional interest in the issue of forced labor in the U.S.S.R. The Subcommittee on International Finance of the Senate Committee on Banking, Housing, and Urban Affairs held hearings in June 1982 on Soviet utilization of forced labor. A February 1983 report by the State Department and a Central Intelligence Agency list of Soviet industries that utilize forced labor provided further information on forced labor in the Soviet Union.

On September 28, 1983, the Commissioner of Customs recommended that three dozen products from the U.S.S.R. be barred from entry into the United States on the basis that they are produced with forced labor. 1/ Following interagency discussions of the recommendation, Customs was requested to draft new guidelines to assist in the uniform implementation of section 307. After examination of additional information, the number of products from the U.S.S.R. being considered by Customs for exclusion was reduced to five. 2/ To date, no determination has been made concerning barring entries of such articles from the Soviet Union.

On September 26, 1984, the Washington Legal Foundation, as counsel for 35 members of Congress, filed a complaint with the United States Court of International Trade requesting the Court to enjoin the Treasury Department and Customs to immediately bar from entry the three dozen products from the U.S.S.R. said to be identified in Customs' September 28, 1983 proposed finding.

Products prohibited entry.--Eight cases were reviewed in which importers were refused permission to enter goods made with prison labor. Two of the cases involved investigations conducted by Customs in the 1950's that resulted in the issuance of formal Treasury Department rulings banning importation of furniture from Mexico. In another case, in 1951, Customs found that compulsory labor had been used in the Soviet Union to produce canned crabmeat. Imports of that product were consequently banned until 1961.

Of the five other cases in which importers were refused permission to enter goods made with prohibited labor, one concerned gymnastic equipment from Canada and the other four involved a variety of products from Mexico. Although Customs advised the importers that the products would be banned under section 307, no investigation was conducted nor was a Treasury ruling issued.

Products allowed entry.--This group of 24 cases involved imports from 16 countries and, for the most part, the products were hand-labor items, including furniture, toys, baskets, rugs, and apparel. Exceptions to this general observation are coal from South Africa; booklets, exhaust system parts, and license plates for scrap from Canada; and enamelware from Spain.

The procedures followed, information gathered, and determinations made in these cases vary widely. To illustrate, in the case of coal from South Africa (1974), an extensive investigation was conducted in which data were gathered

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1/ The list of products that the Commissioner of Customs recommended be barred from entry into the United States is classified.

2/ The five products are refined oil products, tea, tractor generators, gold ores, and agricultural machines.

from six Federal agencies, six coal producers, two coal brokers, three trade associations, and the South African coal mining industry. Customs determined that the product imported, low-sulfur coal, was a commodity that was distinct from coal as a generic class, and that since U.S. production of low-sulphur coal was insufficient to meet domestic demand, the product was not subject to exclusion under section 307. However, at the other extreme, there are also cases in which no investigation was conducted. An example of such a case involved miniature ships and swords from Spain (1974) in which all that the file contained is a note saying "closed by telephone."

#### Customs practices with respect to enforcement of section 307

Interpretive practices have evolved and been used by Customs that exempt certain entries of compulsory labor goods from exclusion under section 307. These exemptions include:

- (1) A de minimis exception so that small quantities of goods, which might be imported by an individual for his own use, have not been prohibited entry.
- (2) When compulsory labor is used to produce the raw materials, machinery, and facilities used in the manufacture of a product for export (as opposed to the actual direct manufacturing activities for that final product), the completed product is not prohibited under section 307.
- (3) A set of criteria known as the Hendrick rule has been frequently applied by Customs since the mid-1950's. Under this rule, goods made with compulsory labor are outside of the scope of section 307 if they meet all of the following criteria:
 

That the goods are made:

  - (a) by the convict on his own time,
  - (b) by the convict of his own volition,
  - (c) with no pecuniary benefit to the state, and
  - (d) with adequate pecuniary benefit to the convict or his dependents (equal to prevailing wages paid to non-convict labor for the same work).
- (4) Other factors which have been considered in some cases are whether a like product is produced in the United States, whether future imports in commercial quantities are likely, and whether the scope of the product class is properly specified in the allegations.

With these operative guidelines, and when sufficient information cannot be developed or there is a reasonable degree of uncertainty as to the existence of relevant facts, Customs has in a number of cases determined that action to halt importations could not be taken.

Proposed administrative guidelines for enforcement of section 307

Customs has developed (but not officially released) new internal criteria 1/ in an effort to provide for more consistent enforcement of section 307, particularly in light of the heightened interest in the pending case involving the Soviet Union. The standards are not drafted in the form of proposed regulations or rules, and no modifications to existing regulations are apparently intended.

In general, they include many of Customs' existing practices, provide general statements with respect to evidentiary standards and the determination of classes of merchandise and at the same time continue to allow for considerable administrative discretion in certain substantive areas. The standards incorporate, from current practice, an exception from section 307 where the prohibited labor content is found to be de minimis. Article D.1 of the proposed standards states--

In addition, the merchandise is excludable if any part or component is made with prohibited labor, except where the part or component is de minimis.

Another de minimis exclusion is found in article D.2, which states--

the legislative history of the statute reflects the intent of Congress to protect American industries from foreign competitors who obtain a competitive advantage by using forced labor. Therefore, with respect to any producer in a free market economy for which such information is available, the Commissioner should make a specific finding that the use of forced labor gives that foreign producer a more than de minimis price advantage over U.S. producers.

The de minimis guideline does not provide any fixed percentage or other decision making criteria.

The new guidelines have a section on evidentiary standards but do not specify what is considered appropriate or sufficient evidence for exclusion. Clarification is needed because under current practice the evidence gathered varies widely according to the country of exportation and the depth of the investigation which is conducted. This aspect is crucial with respect to imports from certain countries that do not permit U.S. officials to visit the institutions where the forced labor is alleged to be taking place.

The Commission's analysis of cases where application of section 307 was sought shows the following areas not clarified in the proposed guidelines:

1. Criteria for determining if an investigation is warranted.

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1/ See app. C for Legal Elements and Evidentiary Standards for Application of 19 U.S.C. sec. 1307, Prohibiting the Importation of Convict-Made Merchandise.

2. Schedules and procedures for conducting investigations and making determinations.
3. Provision for regular review of pending cases or embargoed merchandise.
4. Formal procedures for getting data from other agencies with respect to the consumptive demand and de minimis tests.
5. Requirement that products considered for exclusion be identified in terms of specific provisions of the Tariff Schedules of the United States.

Under the new guidelines these areas are still subject to a great degree of administrative discretion. Therefore, section 307 may still be applied inconsistently since the standards do not provide a specific framework for evaluating the type and sufficiency of the evidence necessary to justify an exclusion order. Moreover, they do not ensure that detailed information is obtained in a timely fashion, or that reasons are given in all cases for decisions to investigate or exclude articles or to close case files.

#### International Agreements and Conventions

Compulsory or involuntary labor has been the subject of at least eight international agreements and one declaration <sup>1/</sup> that attempt to prohibit the use of such labor. The United States is a party to some of these agreements. These agreements, which are all still in effect (see app. D), have varying numbers of signatories and provide the international fora for control of involuntary labor and expression of the prevailing feelings against such practices.

The agreements, which date back to 1926, vary in terms of the practices that are prohibited, obligations of signatories, and complaint and enforcement procedures. A country can, depending on the facts of a particular case, choose to pursue a claim under any of the agreements to which both it and the alleged offending state are parties. This choice would depend on the claimant's evaluation of the likelihood of success under each agreement; in addition, each such agreement establishes enforceable obligations among the parties only to the extent that their terms are accepted or subject to reservations by each one. Thus, a multilateral agreement which appears to express the commitments of all the parties actually provides only framework rules or standards, and many sets of differing commitments accepted by groups or pairs of parties may exist thereunder.

Despite the areas of difference, the agreements do have certain important common elements. They seek to ban or humanize practices such as slavery, slave labor, and forced or indentured labor but do not ban convict labor, i.e., labor following sentencing resulting from a conviction by a court of

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<sup>1/</sup> They are the Slavery Convention of 1926, the ILO Conventions No. 29 and 105, the United Nations Charter and the Universal Declaration of Human Rights, the European and the American Conventions on Human Rights, and the International Covenant on Civil and Political Rights, plus the so-called Helsinki Accords.

law, or in some cases, after proper arrest and detention on charges having reasonable grounds. Other forms of compulsory labor which are not prohibited based on special circumstances and public needs are--

- (1) labor in lieu of military service in countries which recognize the status of conscientious objectors to military duty,
- (2) labor required or sought in times of danger or when a calamity threatens the well-being or survival of a community, and
- (3) labor which constitutes a normal civic obligation of a country's citizens.

Another common characteristic is that the agreements deal with the human rights aspect of compulsory labor and are not directly concerned with controlling or regulating trade in products made with such labor. Finally, although sanctions for noncompliance may be provided, actual enforcement of decisions under an agreement may be impossible--particularly since under most international pacts no outside persons may enter the offending state's territory to verify compliance. Dispute resolution is generally a time-consuming process and may ultimately result only in the expulsion of the offender from the agreement (as in the case of South Africa and apartheid), a relatively unsatisfactory result.

The United States is a party to the following agreements in the human rights area: the United Nations (U.N.) and the Organization of American States Charters; the Universal Declaration of Human Rights; the Slavery Convention, 1926, and its Protocol, 1953; the Supplementary Convention on the Abolition of Slavery; and the nonbinding Helsinki Accords. <sup>1/</sup> The United States has signed but not yet ratified three other conventions--the two U.N. Covenants on human rights and the American Convention on Human Rights--and has not signed International Labor Organization (ILO) Conventions 29 or 105. Therefore, this country can formally utilize the complaint-and-enforcement procedures only of those agreements which it has ratified and implemented.

#### Provisions of the international agreements

The Slavery Convention 2/ (entered into force in 1927).--This early League of Nations instrument bans slavery and the slave trade but not the use of forced or compulsory labor for public needs. However, it states that all signatories must endeavor to prevent compulsory labor ". . . from developing into conditions analogous to slavery" (art. 5). In those areas where forced labor is still employed at the time of ratification, the signatory country is obliged to try to end the practice; until such labor is no longer necessary, its use is to be of "exceptional character," with the laborers to receive adequate pay and to work near their homes. The convention makes the governing authorities of each signatory country responsible for ending the use of such labor in its territory and for dealing with complaints of its own citizens about labor conditions. A 1956 Supplementary Convention done under the auspices of the United Nations expanded upon those institutions and practices

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<sup>1/</sup> See Digest of United States Practice in International Law--1975, p. 7, et seq.

<sup>2/</sup> Opened for signature, Sept. 25, 1926, 60 L.N.T.S. 253. See also 266 U.N.T.S. 3.

which would be prohibited as constituting slavery. It provides for the exchange of information on country practices and for negotiations to eliminate improper ones.

The ILO Convention Concerning Forced or Compulsory Labour, No. 29 (entered into force in 1932).---The focus of this convention is on the suppression of forced labor, a form of economic exploitation, in colonial territories and less developed countries. This convention specifies who may perform such labor (men of certain ages), when it is permitted, how long it may be performed (60 days in any 12-month period), and what the working hours and wages are to be (the same as those prevailing for voluntary labor). It calls for wage payments to be in cash, with overtime pay as earned; for workers' compensation; for hygienic conditions and accommodations; for ample rest, good diet, and medical care; and for work assignments near workers' homes. No underground mining is to be done by compulsory laborers. In addition, the illegal exaction of forced or compulsory labor is made a penal offense.

The ILO Convention 105 Concerning the Abolition of Forced Labor (entered into force in 1959).---Convention 105 complements Convention 29 and is especially concerned with the use of compulsory labor as a means of political coercion or reprisal. Article 1 of Convention 105 holds that each member--

undertakes to suppress and not to make use of any form of forced or compulsory labour--

- (a) As means of political coercion or education or as a punishment for holding or expressing political views or views ideologically opposed to the established political, social or economic system;
- (b) As a method of mobilizing and using labour for purposes of economic development;
- (c) As a means of labour discipline;
- (d) As a punishment for having participated in strikes;
- (e) As a means of racial, social, national or religious discrimination.

Article 2 of the Convention states: "Each member of the International Labor Organization which ratifies this Convention undertakes to take effective measures to secure the immediate and complete abolition of forced or compulsory labour as specified in article 1 of this Convention." These provisions represent one of the broadest condemnations of involuntary labor to be found in multilateral agreements.

The United Nations Charter (entered into force in 1943).---Article 55 <sup>1/</sup> of the Charter states that the organization's members shall promote " . . . universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion." Pursuant to the Charter, the Universal Declaration of Human Rights, adopted by the U.N. General Assembly in 1948 as the leading document to define their

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<sup>1/</sup> 15 U.N.T.S. 40 (1945) (amended Oct. 9, 1946).

scope, emphasizes that human rights are to be protected by the rule of law. Relevant provisions state--

Article 4. No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms.

Article 5. No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment.

Article 23. 1. Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment.

Article 24. Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay.

These basic United Nations documents serve as the framework for the modern, legal protection of human rights, and the U.N. is thereby made a forum for the discussion of alleged violations of those rights.

The European Convention on Human Rights 1/ (entered into force in 1954).--This agreement prohibits slavery and slave trade and also states that no person shall be required to perform forced or compulsory labor. The European Convention contains an outright prohibition on slavery, servitude, and the performance of forced or compulsory labor, with four exceptions: service during emergencies threatening the community, military duty, or equivalent work, labor done after a conviction or while in detention by a "competent legal authority" after lawful arrest or during conditional release, and work forming part of normal civic obligations.

The European Convention creates a Commission to assure that all obligations of the agreement and its several protocols are met. It may receive petitions from any party and, if the party to a given dispute agrees, from persons, groups, or nongovernmental organizations concerning claimed violations, after all domestic remedies have been exhausted. A review and--if necessary--an investigation of each complaint are undertaken, with the goal being the "friendly settlement" of the dispute. Absent a resolution, the claim may be referred to the European Court of Human Rights or to the Committee of Ministers (through the Secretary General) of the Council of Europe. Judgments of the Court, to which individuals cannot bring complaints or maintain actions, are final as to the parties concerned, as are decisions of the Committee; in both cases, the Committee is responsible for the execution of the decision.

The American Convention on Human Rights 2/ (entered into force in 1978).--This convention also bars forced or compulsory labor, affording the same exceptions for public purposes as does the European Convention. These and many other rights of individuals are protected by the Inter-American Commission on Human Rights and the Court of Human Rights, by way of an individual petition procedure accepted by 17 of the 21 parties. This system handles allegations by individuals, nongovernmental entities, and parties that

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1/ Convention for the Protection of Human Rights and Fundamental Freedoms, Nov. 4, 1950, 213 U.N.T.S. 222.

2/ Entered into force July 18, 1978, OEA/Ser.K/XVI/1.1, Doc. 65, Rev. 1, Corr. 1, OAS Treaty Series, No. 36 (1978).

another party has violated human rights (as set forth in this convention) or that a nonparty has violated the 1948 American Declaration of the Rights and Duties of Man. The alleged violation may have occurred within or outside the national boundaries of the country concerned, and the person filing the petition may be a victim of the violation or a third party (whether or not authorized by the victim to file). Again, domestic remedies must be exhausted to the extent possible.

Each petition is reviewed by the Secretary of the Commission (IAC) based on preliminary evidence. If accepted, the Commission or either party to the action may invoke the "friendly settlement" procedure to attempt to resolve the claim. Should this procedure fail, a report of facts and conclusions is forwarded to the parties; the Commission's inquiry may result in a decision on the merits of the issue and on specific recommendations to the government concerned. These recommendations are not binding upon the state, but IAC proceedings do help focus international attention on the situation. Within 3 months of the issuance of the recommendations, the Commission or the government concerned may petition the Court for a binding ruling, if the state has accepted the Court's jurisdiction. However, the majority of complaints are rejected as either being matters of domestic concern and protection or as being irremediable under international law.

The Final Act of the Conference on Security and Cooperation in Europe (Helsinki Accords) (adopted in 1975).--This agreement affirms on behalf of its signatories the "most fundamental human rights: liberty of thought, conscience, and faith; the exercise of civil and political rights; the rights of minorities." <sup>1/</sup> Participating states pledge themselves to protect civil, political, economic, social, cultural, and other rights and freedoms and to assure that individuals know of and are able to act upon these rights. Under the Accords, monitoring has been undertaken by international groups and by individuals in the participating states (including the Soviet Union) and violations of human rights are regularly reported to the world.

#### Enforcement of international agreements

The International Labor Organization.--The ILO's procedures for providing and protecting individual rights afford rights and remedies only to governments, trade unions, employers' associations, and delegates to the International Labor Conference. Any party to an ILO convention may raise issues based on any ILO convention through the "representation" procedures of Article 24 of the ILO Constitution or the "complaint" procedures of article 26. In addition, any workers' or employers' association may also file representations, and the ILO governing body may file complaints.

The ILO governing body investigates each representation by way of a Commission of Inquiry, which asks the government concerned to comment on the allegations and then determines the sufficiency of the explanation based on the accumulated evidence. The Commission may find that a government's efforts

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<sup>1/</sup> For full text of the Declaration on Principles Guiding Relations Between Participating States, see the Department of State Bulletin, vol. LXXIII, No. 1888, Sept. 1, 1975.



have been insufficient, a finding considered to be a holding that the convention has been violated. Thus, the Commission may make recommendations to the parties that national legislation or other measures be undertaken to remedy the problem. Although almost 100 countries have ratified Convention No. 105, neither the United States nor the Soviet Union has done so, although the Soviet Union has ratified Convention No. 29.

The United States withdrew from the ILO effective in 1977. 1/ The United States' letter of withdrawal cited four reasons for its action: "the erosion of tripartite representation in the ILO, the selective concern for human rights evidenced in the ILO Conference, the disregard of due process in dealing with allegations of human rights violations, and the increasing politicization of the ILO." 2/ The letter continued by noting that the ILO was turning away from one of its traditional goals, the abolition of forced labor. Similar concerns helped prompt a United States withdrawal from UNESCO. 3/ However, the ILO has to some extent begun to achieve the goals of its conventions; for example, some improvement in work rules at Soviet collective farms has been obtained. 4/

The United Nations.--The U.N. is responsible for developing two avenues of redress for alleged human rights violations. First, an internal U.N. procedure, based on Economic and Social Council (ECOSOC) Resolution 1503 (XLVIII)(1970), is designed to remedy serious and/or consistent violations of human rights. This procedure involved all of the U.N.'s human rights organizations: the General Assembly, ECOSOC, the Commission on Human Rights, and the Sub-Commission on Prevention of Discrimination and Protection of Minorities. It may be utilized without jeopardizing any available means of resolving claims of individual human rights violations.

Any individual or group with "direct reliable" knowledge, even if not firsthand knowledge, may submit communications alleging violations. Under this procedure, any country, whether or not a U.N. member, may be the subject of a complaint. Exhaustion of any domestic remedies is required prior to international review, provided such remedies are deemed effective. The full Sub-Commission receives cases and decides whether to refer each situation to the Commission, which may decide to terminate consideration for various reasons or to initiate an in-depth study, whether or not the government involved has consented to review. Finally, but only with the consent of the government concerned, the Commission may make an investigation through an ad hoc committee, which would have the power to receive communications and hear witnesses. Following the investigation, the Commission may recommend action regarding Resolution 1503 cases in its annual report to ECOSOC. ECOSOC may either accept the recommendations of the Commission or adopt its own proposals to serve as recommendations to the General Assembly.

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1/ The United States rejoined the ILO in February 1980.

2/ See Digest of United States Practice in International Law--1975, pp. 70-73.

3/ See letters by Secretary of State Schultz to the Director General (Dec. 28, 1983) and to the UN Secretary General (Dec. 29, 1983), Department of State Bulletin, February 1984, pp. 41 and 42.

4/ Statement by Hon. Robert W. Searby, Deputy Under Secretary of Labor, in a hearing before the Subcommittee on Human Rights and International Organizations of the House Committee on Foreign Affairs and the Commission on Security and Cooperation in Europe, Nov. 9, 1983.

The second U.N. procedure, under the Optional Protocol to the International Covenant on Civil and Political Rights, <sup>1/</sup> offers recourse for violations of an individual's rights (in particular Art. 8, which prohibits slavery, servitude, and forced labor) but in a more limited context. Since the Protocol is subject to separate ratification by parties to the Covenant, the state complained of must be a party to both the Covenant and the Protocol. In addition, the complaint must allege a violation of a right guaranteed by the Covenant, a violation that has occurred within the territory, and one that is subject to the jurisdiction of the subject state.

The Human Rights Committee created under the Covenant receives and considers individual communications. If it appears that the victim is unable to communicate in person, a representative may be appointed. A communication which is otherwise admissible is still rejected if the state concerned has made a reservation rejecting or limiting the provision in question, and domestic remedies must have been exhausted. The Committee may not consider any matter which is simultaneously covered by another international investigation or settlement.

Other enforcement mechanisms.--The ILO and United Nations dispute resolution mechanisms are supplemented by other means of resolution, including third-party arbitration, exchanges of letters, and the imposition of pressures by other nations (such as economic and cultural boycotts and withdrawal from international institutions). In addition, national legislation such as our section 307 may play a part in influencing the activities and policies of other states, and monitoring by groups like Amnesty International may also be of assistance in drawing world attention to a situation.

#### Practical effect of international agreements

As a practical matter, no internationally sanctioned means of dispute resolution is likely to be successful unless the country which is the subject of concern is willing to cooperate in ending the violation or practice. For example, the General Assembly of the United Nations has repeatedly condemned the forced labor practices of the Soviet Union since 1953 (Resolution 740 (VIII), adopted Dec. 7, 1953), with support from many members. Despite such international action, little change in the Soviet labor situation is apparent.

The jurisdictional capacity of international courts to handle human rights disputes or claims under multilateral conventions is also limited in several respects. Initially, a nation must consent to jurisdiction, as is the case with the International Court of Justice. Only nations and not individuals generally have access to such tribunals. The precise issues which a court can deal with are established in the convention creating it, but each party thereto may by reservation specify issues which are prohibited consideration. Finally, there is no international police force to enforce a

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<sup>1/</sup> Entered into force Mar. 23, 1976, G.A. Res. 2200A, 21 U.N. GAOR Supp. (No. 16) at 52, U.N. Doc. A/6316 (1966).

judgment rendered against actions found to violate human rights or other obligations if an offending country refuses to accept it. Political and economic factors chiefly determine the willingness of states to criticize the human rights conduct of other states, further undermining the effectiveness of the enforcement system.

#### U.S. Prison Production and Trade

The prison systems of the Federal Government and of most States currently operate prison-industry programs. However, prison-industry programs today are much less extensive than they were at the turn of the century. Among the reasons for the decline are the growth of alternative institutional programs, the imposition of legal restrictions on the sale of industries' goods, and the failure to adapt the operation of prison industries to new conditions. 1/ In recent years, there has been considerable interest in revising and expanding prison-industry-work programs in ways that would provide benefits to prisoners, taxpayers, and the general public.

The total U.S. prison population in Federal and State prisons increased from 166,000 in 1950 to 213,000 in 1960 and then declined to 196,000 in 1970. 2/ At the end of 1980, however, the total prison population had increased to 316,000. It reached 353,000 in 1981 and an estimated 420,000 in 1983. Most of the increase since 1970 has been in State prisons, with the number of Federal prisoners remaining relatively stable at 20,000 to 25,000.

Large numbers of inmates in Federal and State prisons are used in housekeeping activities at these institutions. Only about 25 percent of the Federal inmates and 10 percent of the State inmates are employed in prison industries. Products of prison industry include textile and apparel items, new and refinished furniture, license plates and other metal articles, miscellaneous products, such as brushes and plastic items, services, such as data entry and printing, and agricultural operations. Except for recent experimental programs, nearly all the products and services produced are either used by the institution or sold to other institutions and to Federal, State, or other tax-supported agencies. Products of Federal prison industries can only be sold to departments and agencies of the Federal Government. Goods produced in State prisons cannot be transported in interstate commerce under Federal law, except in special cases (see 18 U.S.C. 1761). There is no legal prohibition against the exporting of products made in State institutions, but instances of such exports are rare, and the quantities involved have been minimal.

#### Federal prisons

Legislation enacted by Congress in 1948 (18 U.S.C. 4122) set up an industrial program in Federal prisons. Under the guidance of a Federal Prison

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1/ Guidelines for Prison Industries, December 1983 (Grant No. ET-2 from NIC).

2/ U.S. Department of Justice, Sourcebook of Criminal Justice Statistics, Washington, D.C., 1984.

Industries panel, Federal correctional institutions can offer able-bodied inmates employment opportunities that will increase their potential for employment upon release from prison. Inmates are assigned to work details or other structured activities, such as educational or vocational training programs, which are intended to occupy their time for approximately 8 hours a day. These inmate work programs are designed to ensure that:

- Inmates have the opportunity to work.
- Inmate work assignments provide experience useful in the current job market.
- Where possible, the inmate workday approximate the workday in the outside community.
- The advice and assistance of labor, business, and industrial organizations is sought and used.

Institutional work programs.--Many of the working prisoners are engaged in the routine housekeeping and maintenance activities of the institution itself. It is estimated that approximately 60 percent of the inmates of the 43 institutions operated by the Bureau of Prisons are assigned to activities such as preparing and serving food, cleaning dormitories, landscaping, and performing heating, plumbing, and electrical repairs. Since these activities are necessary and there is no particular incentive to keep the number of workers assigned to these activities to a minimum, institutional work programs are nearly always overstaffed. According to some studies, these programs are often overstaffed by 50 percent or more. 1/ Part of the overstaffing practice may be explained by the fact that these activities are used to absorb fluctuations in prison population and to provide temporary assignments for all new inmates. Additionally, there is a tendency to staff these activities for peak loads and to use them to take care of other conditions peculiar to the prison environment. Most recent studies of prison work programs have concluded that employment in prison industries where working conditions are more like conditions in private industry is more likely to prepare inmates for outside employment than institutional work and should, therefore, receive greater emphasis. 2/

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1/ U.S. Department of Justice, Law Enforcement Assistance Administration, Impact of Free Venture Prison Industries Upon Correctional Institutions, Washington, D.C., 1981.

2/ American Institute of Criminal Justice, The Private Sector and Prison Industries: An Overview, Philadelphia, Pa., June 1983 and other studies.

**Federal prison industries.**--Federal Prison Industries, Inc. (FPI), 1/ established in 1934, is a wholly owned Government corporation operated under the provisions of Title 18, United States Code (ch. 307), sections 4121-4128. 2/ Approximately 25 percent of the inmates in Federal prisons are employed in industries operated by FPI. FPI does business under the trade name UNICOR, adopted in 1978. The corporation is administered by a board of six directors appointed by the President to serve without compensation. The board represents industry, labor, agriculture, retailers and consumers, the Department of Defense, and the U.S. Attorney General. Sale of the articles produced is restricted by law to departments and agencies of the Federal Government. Federal agencies are required to purchase from FPI "at [a price] not to exceed current market price, such products of the industries authorized by this chapter as meet their requirements and may be available." Under section 4125, the Attorney General is also authorized to make prisoners available for public works (work on roads, public lands, etc.) and to establish and maintain prison camps.

UNICOR's revenues are derived solely from sales to other Government agencies; it does not receive appropriations. In FY 1982 (ending Sept. 30) sales were \$147 million, resulting in a net income of \$15 million. 3/ Year-end employment totaled 6,575. There were 75 different product operations at 38 institutions in the Federal Prison System. Direct inmate wages, excluding performance pay, accounted for only about 5 percent of the cost of goods sold.

The industrial operations of FPI includes six product divisions:

<u>Division</u>	<u>No. of plants</u>	<u>No. employed</u>
Data/graphics-----	18	667
Electronics-----	10	1,040
Metals-----	6	889
Shoe & Brush-----	10	718
Textiles-----	14	1,161
Wood & Plastic-----	<u>17</u>	<u>1,119</u>
Total-----	75	5,594 <u>1/</u>

1/ More than 900 employees were employed in other activities, including construction.

Several institutions have more than one manufacturing operation. For example, Leavenworth, Kansas has operations in Data/Graphics, Shoe & Brush, Textiles, and Wood & Plastics. Products and services provided major customers and 1982 sales by division are shown in Appendix F for UNICOR operations.

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1/ U.S. General Accounting Office, Improved Prison Work Programs will Benefit Correctional Institutions and Inmates, June 29, 1982.

2/ Appendix E.

3/ Annual Report 1982, Federal Prison Industries, Inc.

State prisons

State prisons accounted for about 94 percent of the total State and Federal prison population in 1983. 1/ 2/ The State prison population has increased steadily over the last 5 years as shown in the following tabulation:

<u>Year</u>	<u>Number of State prisoners</u>
1978-----	268,005
1979-----	278,882
1980-----	295,363
1981-----	341,255
1982-----	382,630
1983(E)-----	400,000 <u>1/</u>

1/ State prison population reported for June 30, 1983 was 399,687.

The largest 1983 prison populations were in the states of New York (29,802), Florida (27,830), Texas (36,963), and California (37,238); these four states accounted for nearly one-third of the total State prison populations. The rate of prison population per 100,000 resident population for all States ranged from 50 to 549 in 1981 and averaged about 150. A 1979 census of State correctional facilities showed a total of 791 facilities, of which 568 were institutions of confinement and 223 were community based facilities.

Work programs.--As in the Federal system, most inmates of State prisons who are working are performing tasks in support of the institution, such as housekeeping, food preparation, and maintenance. State correctional systems have a much lower proportion of inmates employed in prison industries than does the Federal system. A study in 1982 3/ found that only about 10 percent of the inmates worked in these industries. The study found most of the State-prison industries to be characterized by a predominance of low-skilled jobs, obsolete or antiquated equipment, labor-intensive methods, limited markets, short work days, and a general practice of assigning more workers than needed for each production process. The growth and improvement of State prison industries have been limited by Federal restrictions on interstate transportation of prison products and by other Federal or State laws or regulations which have had the general effect of confining sales of any prison-industry product to public agencies as distinguished from sales to the private sector.

State prison systems are independent in their operation, and there is limited involvement at the Federal level in State prison work programs. Two recent programs represent efforts by the Federal Government to assist States in improving or expanding prison industries. The Free-Venture program, which

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1/ U.S. Department of Justice, Bureau of Justice Statistics, Prisoners in State and Federal Institutions on December 31, 1981; Prisoners in 1982; and Prisoners at Midyear 1983; Washington, D.C.

2/ U.S. Bureau of the Census, Statistical Abstract of the United States: 1984, table nos. 328 and 329, Washington, D.C., 1983.

3/ Improved Prison Work Programs will Benefit Correctional Institutions and Inmates, U.S. General Accounting Office, June 29, 1982.

began in 1975, sought to change traditional prison-industry operations into operations more like private-sector businesses which are profit oriented. By 1982, seven states had received about \$4 million in Federal funds to implement the Free Venture model in at least part of their prison industries. 1/ Assessments of the program found that most States had difficulty in effectively implementing the program in a way which achieved the model objectives. Important objectives of the model were: (1) full workday; (2) wages based on productivity; (3) productivity standards comparable to industry; (4) hire/fire authority at the shop level; (5) profitable operations; and, (6) job placement after release. Funding for the experimental Free-Venture program terminated in FY 1981.

A second program called the Prison Industry Enhancement program evolved from the earlier Free-Venture program. 2/ It is aimed at encouraging the private sector to set up joint projects with State prison industries. The objective is to expand opportunities for inmates voluntarily to learn marketable job skills under conditions similar to those in private industry, including comparable wage scales. A major incentive for States to participate in the program is the provision in the legislation for partial exemption from restrictions on the sale of prison-industry products. 3/ No Federal funding is provided for this program. The obstacle to greater State participation most often cited by State officials is the requirement that the States pay prevailing wages.

#### Operations of State prison industries

A survey in 1982 4/ collected information on prison-industry operations in 47 states. Some of the most common industries were printing, manufacturing license plates, producing metal and wood furniture, refinishing and refurbishing furniture, garment manufacturing, and agricultural operations. Typical wages are less than \$1.00 per hour, and about a dozen States use some type of incentive pay based on production. Inmates are not paid in five States: Arkansas, Florida, Georgia, Mississippi, and Texas. Arrangements where private-sector industries contract for and use inmate labor were reported in seven States.

Most State-prison industries sell products outside the correctional system but usually only to other State agencies or other tax supported or tax exempt agencies. Only five States had outside sales over \$10 million.

Operations of prison industries vary considerably from State to State. In recent years, there has been growing interest at the national level in assessing State operations and developing guidelines or model programs which might be more widely adopted in State-prison industries. A survey published in December 1983 as part of a study for the National Institute of Corrections 5/ outlined certain aspects of how States operate prison

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1/ Colorado, Connecticut, Illinois, Iowa, Minnesota, South Carolina, and Washington.

2/ Established by Congress in December, 1979 (P.L. 96-157).

3/ The provisions of section 1761, title 18, U.S. Code shall not apply to these goods.

4/ CONTACT survey.

5/ Guidelines for Prison Industries, Robert C. Grieser, Neal Miller, Gail S. Funke, December, 1983.

industries. It was found that all 50 states now have prison industries. Of these, 41 States have industries at more than one institution, <sup>1/</sup> and 11 of the 41 have industry programs in all their major facilities. The same product is made at more than one institution in 28 States, and 29 States said they had joint ventures whereby a product made at one facility is shipped to another to be used for producing the finished product. Moreover, 17 States reported having industries at facilities other than major institutions, including farms, camps, and independent private ventures. Florida had the highest total number of shops of any State (53) and Alaska the fewest (2); the mean number of shops for all States was 16. The average number employed in prison industries for all States was 637. The average number of inmates employed in manufacturing and services combined was 570, and in agriculture it was 140.

All but five states pay wages for prison-industries labor, but the level varies considerably, from a low of \$0.32 per day to a high of about \$8.50. The average wage paid was just over \$3.00 per day. Several States have different rates for those working in private sector operations, with a few paying the prevailing market wage. Seventeen States pay some type of bonus tied to job performance and another five States have incentive pay in selected shops.

The mean level of sales reported by States was \$7.0 million in FY 1983. Texas had the highest volume of sales in manufacturing/services with \$37 million. Each State sells some of its products to its Department of Corrections, which on the average accounted for 30 percent of prison-industry sales. About two-thirds of the States earned a profit on their manufacturing/service industry operations, but a majority of States with agricultural operations reported a loss on those operations.

Prison industries in many States appear to be undergoing change. Thirty States have phased out selected industries during the last 3 years, and 14 States have industries currently operating that they plan to phase out in the near future. At the same time, 42 States report plans to start up new prison industries, many in service-type industries such as optical, data entry, warehousing, etc. or industries geared toward the school market.

Private sector involvement.---In the early 1800's the contract system of prison labor was widely used. Under the usual arrangement, the company would set up shop inside the prison, contract for the services of a fixed number of prisoners, and sell the manufactured product on the open market. This system was later modified and restricted under legislation aimed at prison "reform" and the elimination of "unfair" competition from cheap prison labor. Restrictive legislation at both the State and Federal level in the early 1900's essentially ended private sector involvement in prison manufacturing, and this situation continued until the 1970's. During the 1970's, however, many of those studying problems in the prison system began to appreciate the potential benefit of a well-run prison industry program. As a result, legislation was passed which encouraged setting up prison work programs modeled after private industry and, later, the actual participation of private industry in operating the industries. These programs are exemplified by the "Free Venture" and "Prison Industry Enhancement" programs described earlier.

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<sup>1/</sup> Seven States only operate one institution each.



The growing involvement of private industry generally takes one of three basic forms:

- (1) The private sector employs inmates;
- (2) The private sector purchases, often under a contract arrangement, goods or services produced by inmates;
- (3) Inmates own and operate their own businesses, often involving craft or artisan-made products.

Kansas and Nevada both have programs in which private companies employ inmates, some of whom work at sites outside the prison. Minnesota and Utah have contract arrangements with private industry for inmates to perform manufacturing operations on their products. In Arizona, a Cooperative Association Of Inmate Operated Enterprises was founded in 1982 to assist inmate members in producing and marketing their individual products or services, including a bakery, auto body shop, photo-copying, ceramics, jewelry, etc. Some States indicate that potential complaints from business or labor are a factor in limiting production or expansion of prison industries.

Some studies have proposed that a logical extension of private sector prison employment would be the establishment of "industrial prisons" where the principal activity of inmates is productive work for wages comparable to or approaching those paid in the community for similar work and which is nearly or entirely self-sufficient in economic terms.

Laws affecting prison industries.--Both Federal and State laws passed in the first half of the century imposed restrictions on the sale and transportation of goods made by convicts or prisoners. These laws effectively removed such goods from the open market by the late 1940's. Federal legislation included the following:

- o The Hawes-Cooper Act (49 U.S.C. 60, 1929)  
This law makes prison-made goods from another State subject to the laws of the importing State.
- o The Ashurst-Summers Act (49 Stat. 494, 1935)  
This law makes it a Federal criminal offense to transport prison-made goods from another State or foreign country into any State where such goods are prohibited.
- o The Summers-Ashurst Act (18 U.S.C 1761, 1948)  
This law makes it a federal offense to transport prison-made goods in interstate commerce, regardless of State law. 1/
- o The Walsh-Healey Act (41 U.S.C. 35-45, 1936)  
This law prohibits the use of convict labor by contractors on government contracts.

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1/ Does not apply to goods made for the use of Federal or State government agencies.

As sentiment grew in the late 1970's for improving prison work programs, legislation was introduced to allow certain model programs to be established.

- o The Prison Industries Enhancement Act (P.L. 96-157, Sec. 827, 1979)  
This law authorized seven pilot projects which could sell goods in interstate commerce and to the Federal Government, provided certain working conditions were met.

Several bills were introduced in 1983 which would increase the number of programs allowed under P.L. 96-157 to 20 or more.

Until very recently, most States had laws which prohibited or severely restricted open market sales of prison goods or the involvement of private industry in prison work programs. However, 36 States report legislative changes in the last 3 years. By 1984, approximately one-half of the States had legislation authorizing some form of access to the open market and some form of private sector involvement with prison industries. States which allow prison industries to deal with the private sector include:

Alaska	Maine	Ohio
Arizona	Massachusetts	Oklahoma
Colorado	Minnesota	South Carolina
Florida	Mississippi	Tennessee
Indiana	Montana	Utah
Iowa	Nebraska	Washington
Kansas	New Hampshire	West Virginia
Kentucky	Nevada	
Louisiana	New Mexico	

Many of the statutes provide that the private firm can rent space from the Department of Corrections or employ inmates directly. They also usually establish wage levels related to the minimum wage or to those for private industry. Often they specify deductions which may be taken from wages for room and board, dependent support, savings, and possibly for victim restitution. The new statutes prohibit the kind of low wages and involuntary servitude which typified prison labor in the early part of the century and generally were not opposed by organized labor.

#### U.S. exports of prison goods

U.S. exports of products made with prison labor are minimal, according to officials involved with prison industries at both the State and Federal level. Sales of products made by Federal Prison Industries, Inc. are restricted by law to departments and agencies of the Federal Government. A few products are reported to have been shipped overseas for use at U.S. military establishments but quantities were negligible. Sporadic interest in exporting goods made in State institutions has occurred in some States, but in only a few cases have such goods actually been exported in significant quantities. Exports of all goods made with prison labor are estimated to have totaled less than \$100,000 annually in recent years. There are no specific Federal laws which prohibit exports of goods made by inmates in State

institutions. Federal laws which prohibit the transport of prison-made goods in interstate commerce would apparently not prevent the movement of goods to the port of shipment for export. Consequently, most of the States which have exported prison-made goods, or shown active interest in exporting them, have been coastal or border States.

States which have demonstrated interest in exporting include Florida, Louisiana, Texas, Arizona, Minnesota, and Washington. Articles exported in the past include license plates and uniforms. Exports of prison-made goods are not expected to increase substantially in the near future. Any growth in such exports which does occur is likely to be handled by private companies using prison labor rather than directly by the state.

### Foreign Prison Production and Trade

#### Correctional systems investigated

During the investigation, information was collected on the operation of correctional systems and the use of compulsory labor in 31 individual countries. 1/ A list of countries and U.S. imports from each is shown in table 1. As the table indicates, countries were considered in three groups: the major U.S. trading partners, non-market economy countries, and other countries. The group of largest suppliers includes eight individual countries plus the European Community (EC). In 1983 this group supplied about 75 percent of total U.S. imports. Canada, Japan, Mexico and the EC supplied 60 percent, and the other large suppliers, mostly in Southeast Asia, supplied 14 percent.

Generally, countries considered to be among the major U.S. trading partners are those with exports to the United States valued at \$2 billion or more in 1983. However, only five countries, 2/ with exports to the United States exceeding \$2 billion each in 1983, were not investigated. Their exports consisted almost entirely of petroleum products, and it was found that for most such products, compulsory labor is unlikely to be used or used to a negligible degree and, even if used, cannot be associated with a specific output. Based on data compiled for the operations of U.S. oil refineries, it is estimated that labor costs amount to less than 2 percent of the total cost of producing refined oil products. With labor comprising such a small part of the total, the amount of compulsory labor used rather than regular labor may be negligible.

The "nonmarket economy" group includes five countries, of which China was the largest supplier. The "other" group includes nine countries, of which the Republic of South Africa is the largest supplier. Most of the countries in this latter group are those which have been the subject of section 307 cases at Customs or of questions raised in the ILO or other international bodies about their use of compulsory labor.

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1/ Most of the information on foreign correctional systems was supplied by the U.S. Department of State and prepared by U.S. embassies or consulates in the respective countries in response to a request of the U.S. International Trade Commission. See each of the countries for specific references to these reports.

2/ Venezuela, Saudi Arabia, Algeria, Nigeria, and Netherlands Antilles.

Table 1.--U.S. imports for consumption, by selected sources, 1981-83 and January-June 1984

(In millions of dollars)

Source	1981	1982	1983	January- June 1984
<b>Major U.S. trading partners:</b>				
Canada	45,776	46,329	51,982	33,342
Japan	37,471	37,422	40,887	26,729
Mexico	13,704	15,488	16,619	8,928
<b>EC:</b>				
United Kingdom	12,845	13,028	12,449	6,887
Germany	11,347	11,991	12,768	8,598
France	5,770	5,460	5,893	3,707
Italy	5,158	5,259	5,436	3,629
Netherlands	2,362	2,484	2,957	2,184
Belgium and Luxembourg	2,298	2,392	2,407	1,588
Denmark	847	908	1,056	684
Ireland	502	550	554	368
Greece	330	229	248	168
Taiwan	8,036	8,863	11,193	6,975
Korea	5,180	5,631	7,181	4,408
Hong Kong	5,343	5,529	6,390	3,677
Brazil	4,333	4,171	4,943	3,216
Indonesia	5,747	4,087	5,042	2,486
Subtotal	167,049	169,821	188,005	117,574
<b>Nonmarket economies:</b>				
China	1,830	2,216	2,218	1,504
U.S.S.R.	357	229	340	225
Poland	360	213	191	94
Romania	559	339	513	391
Czechoslovakia	67	62	63	37
Subtotal	3,173	3,059	3,325	2,251
<b>Other:</b>				
Republic of South Africa	2,436	1,959	2,032	1,466
Argentina	1,123	1,066	869	547
Austria	381	490	442	320
Chile	543	669	896	446
Colombia	821	799	967	573
Dominican Republic	922	623	807	562
Haiti	276	310	337	190
Pakistan	173	163	167	128
Zaire	423	403	366	238
Subtotal	7,098	6,482	6,883	4,470
Grand total	177,320	179,362	198,213	124,295
Total U.S. imports, all countries	259,012	238,373	254,043	158,395

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

Appendix table H-1 shows U.S. imports from leading suppliers during 1976-83. There were 80 countries whose 1983 shipments to the United States were valued at more than \$100 million each. The countries surveyed in this investigation together accounted for more than three-fourths of the total value of U.S. imports in 1983.

#### Foreign prison population and U.S. imports of compulsory-labor products

U.S. imports of merchandise made wholly or in part of compulsory labor are unknown. Because the U.S. Government has no programs or procedures for the collection of statistical data on U.S. imports of products made with convict, forced, and indentured labor, there is in most cases no way to identify such goods by existing Customs examination procedures. Further, there are no regulations which require products to be certified as not made with the prohibited types of labor. The potential for U.S. imports of merchandise made from compulsory labor from any given country is limited by the size of the compulsory labor population in that country, the extent to which it works on producing products suitable for export, and government policies regarding the export of compulsory-labor goods.

The total compulsory-labor population in the major supplying countries is small compared with the total prison population, and only a small proportion of this group is believed to be engaged in the production of commercial products suitable for U.S. import. For example, in Canada, Japan, Mexico and the EC, which together supply 60 percent of the total value of U.S. imports, the total prison population is estimated to be under 300,000 (table 2). In nearly all these countries, only convicted criminals are required to work, and in most cases only 40 to 70 percent of the convicted prisoners participate in work programs at any given time. Additionally, much of the convict labor is engaged in "housekeeping" or maintenance jobs, growing food, or making products for use within the prison system. As a result, it is estimated that, in these major supplying countries as a group, less than 100,000 prisoners are engaged in producing products suitable for commercial distribution. Even when prison workers are making products to be sold outside the correctional system, the products are often sold to other government agencies or for local consumption. As a result, only a small quantity of output is potentially available for export. Also, government policies may discourage exports of goods made with compulsory labor or the goods may not be suitable for export because of poor quality.

In the other major trading partners studied (Taiwan, Korea, Hong Kong, Brazil, and Indonesia), which together accounted for 14 percent of U.S. imports in 1983, it is estimated that the number of compulsory laborers engaged in producing products suitable for export totaled fewer than 50,000. Although several of these countries had somewhat larger prison labor populations (relative to total population) than some of our European trading partners, little of the output of these workers is believed to be exported.

In the remaining nine countries studied, except nonmarket economy countries, the prison population for those countries where such information was available is estimated to total less than 200,000. These countries supplied less than 3 percent of the value of U.S. imports in 1983.

Table 2.--Total population and prison population, selected countries, 1983

Source	Total population	Prison population	Ratio of prison population to total population
	1,000		Percent
<b>Major trading partners:</b>			
Canada	24,910	20	0.08
Japan	119,260	54	0.04
Mexico	74,000	32	0.04
<b>EC:</b>			
United Kingdom	56,300	44	0.08
Germany	61,420	1/	1/
France	54,650	33	0.06
Italy	56,740	40	0.07
Netherlands	14,360	4	0.03
Belgium and Luxembourg	9,860	2/ 7	0.07
Denmark	5,110	3	0.06
Ireland	3,510	1/	1/
Greece	3/ 9,790	1/	1/
Taiwan	18,810	44	0.23
South Korea	39,950	56	0.14
Hong Kong	5,310	7	0.13
Brazil	129,660	50	0.04
Indonesia	3/ 156,670	4/ 36	0.02
Total	840,310	1/	1/
<b>Nonmarket economies:</b>			
China	1,028,000	5/ 4,000	0.38
U. S. S. R.	270,040	6/ 4,000	1.48
Poland	36,570	1/	1/
Romania	22,550	1/	1/
Czechoslovakia	15,420	1/	1/
Total	1,372,580	1/	1/
<b>Other:</b>			
Republic of South Africa	3/ 30,040	3/ 91	0.30
Argentina	29,630	1/	1/
Austria	7,550	9	0.12
Chile	11,680	3/ 14	0.12
Colombia	3/ 27,200	45	0.17

See footnotes at end of table.

Table 2.--Total population and prison population, selected countries, 1983--Continued

Source	Total population	Prison population	Ratio of prison population to total population
	1,000		Percent
Dominican Republic	5,960	1/	1/
Haiti	3/ 5,200	1/	1/
Pakistan	89,730	32	0.06
Zaire	3/ 30,260	7/	-
Total	237,250	1/	1/

1/ Not available.

2/ Estimated by the staff of the U.S. International Trade Commission based on the relationship of the prison population to the total population for 1976-78 from Belgium's Ministere Des Affaires Economiques, Annuaire Statistique De La Belgique, Tome 102, 1982.

3/ 1982 data.

4/ As of the end of 1980.

5/ The prison population in China is estimated by Hungdah Chiu, Professor of Law, University of Maryland, Baltimore, MD, to be at least 3 to 4 million persons, according to his letter of Nov. 20, 1984, to the Commission.

6/ Central Intelligence Agency, The Soviet Forced Labor System, November 1982, p. 2.

7/ The size of the prison population in Zaire is unknown. However, in a declassified portion of a classified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Kinshasa, it was stated that there are no products produced for sale or services performed for remuneration by prisoners in Zaire.

Source: Total population from U.N. Monthly Bulletin of Statistics (except Taiwan); prison population from reports supplied by the U.S. Department of State and prepared by the U.S. embassies in the respective countries, except as noted.

China and the U.S.S.R. have by far the largest prison populations and work forces made up of individuals working under conditions of compulsory labor. The total number of persons working under compulsory labor conditions in these two countries was estimated at 8 million. Most of these workers, however, were not making products for the export market. Instead, they were either working on construction projects or producing raw materials or manufactured products for internal consumption. While both countries are believed to export some compulsory-labor products, in the past 20 years there have been no documented complaints to the U.S. Customs Service about U.S. imports of such products and no efforts to develop information about the quantity of imports, until the pending case involving imports from the Soviet Union.

Actions by Customs under section 307 have been limited in terms of both the number and volume of imports affected. Of the more than 30 cases studied, only imports from Mexico and the U.S.S.R. have been subject to a continuing ban on specified products.

#### Nonmarket economy countries (NME's)

China.--While no official statistics are available on the total prison labor population in China, one recognized source estimates it to be at least 3 to 4 million persons. <sup>1/</sup> The Chinese Government regards work as the key factor in the "reeducation" of minor offenders and the "reform" of criminals.

After China emerged from the social disorder of the Cultural Revolution, the National People's Congress approved a new constitution in 1978, passed a criminal law in 1979, which became effective in 1980, and enacted a civil code in 1981. <sup>2/</sup> The Communist Party dominates Government and, at the local level, there are extensive, organized party committees in the neighborhoods, factories, and schools. These committees may perform such functions as patrolling with the police, mediating minor personal property disputes between individuals, counseling tardy workers, and surveilling/monitoring offenders on probation.

The Chinese correctional institutions are strongly influenced by political ideology, and a major goal of the system is "reeducation" and the "inculcation of socialist morality." There are jails for pretrial detention,

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<sup>1/</sup> The data were estimated by Hungdah Chiu, Professor of Law, University of Maryland, Baltimore, MD, and included in his letter of Nov. 20, 1984, to the U.S. International Trade Commission which states, ". . . the prison population should be at least 3 to 4 million, though some Chinese who recently came to this country told me the number may be as high as ten million." Mr. Chiu is a recognized expert in Chinese law, and has published several books and articles on Chinese law and its penal system.

<sup>2/</sup> "Prison Industries in the People's Republic of China", The Prison Journal, Autumn-Winter 1982 (The Pennsylvania Prison Society), pp. 52-57 and Country Reports on Human Rights Practices for 1983, report submitted to Congress in accordance with section 116 (D) and 502 B(b) of the Foreign Assistance Act of 1961, as amended, U.S. Department of State, February, 1984.



and sentenced offenders may be held in prisons or "labor remolding centers" (labor camps). Adults may also be sentenced to "surveillance" (probation) in which case they are required to work and are supervised by the local committee. Youths 16 years old or younger may be sent to a residential work/study school in the community, where they spend one-half day in school and the other half at work. Those committing more serious offenses may be sent to "labor reformatories," equivalent to U.S. juvenile institutions. If they are convicted of major crimes, they are treated as adults and are sent to adult prisons.

Persons charged with criminal acts are prosecuted on the facts and the law; there is no rule of precedent. Guilt or innocence is decided by a majority vote of a judge and two "assessors" (people's representatives). Of those cases in which the prosecutor feels there is sufficient evidence to go to trial, a large percentage are found guilty. Capital punishment may be imposed against adults convicted of major crimes against the person, such as murder and rape.

A delegation of 35 American criminal justice officials visited China in late 1981 to study the criminal justice system and to visit correctional institutions. <sup>1/</sup> They found one of the most notable aspects of the adult facilities was the emphasis on industrial production. Prison industries are fully integrated into the national economy, and decisions as to which products are to be produced are made by one of the departments of the central Government (the Department of Machinery, for example) in cooperation with the provincial Governments. Both of the two major adult correctional institutions visited by the delegation, Beijing Municipal Prison and the Shandoing Provincial Prison in Jinan, operated at a net profit. The Beijing Municipal Prison is described as the only facility for sentenced felons in the Beijing area; this area has a population of about 8.5 million people. <sup>2/</sup> The population of the prison was about 1,900, slightly under capacity, and included 110 women and 40 "counterrevolutionaries." The principal industries involve the manufacture of socks and plastic sandals, which are sold at retail stores throughout the country. The institution is organized around labor, but political study is also mandatory for all prisoners, and academic education and skills training are available. The Shandoing Provincial Prison holds 1,400 felony offenders and operates an industrial component manufacturing electric generators, generator coils, and motors, many of which are for factory use in other industries. As in other institutions, reformation of the offender is an important goal.

Often, the inmate population is organized into small groups of 8 to 11 prisoners, who share a congregate cell (approximately 300 sq. ft.) and work together as well. These individuals are supposed to help reform each other via group criticism. Inmates may receive financial incentives for exceeding production quotas, and sufficiently meritorious behavior and production may eventually lead to a reduction of their service term or to parole. Shoddy

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<sup>1/</sup> "Prison Industries in the People's Republic of China", The Prison Journal, Autumn-Winter 1982 (The Pennsylvania Prison Society), p. 52.

<sup>2/</sup> Large numbers of convicts are located in work camps or other facilities distant from their home locality.

work habits may result in demerits, solitary confinement, or even an increase in the service time. Additions to time served can be imposed by the prison administration without any court action. The Chinese culture imparts a strong respect for authority, and this has a basic effect on the operation of the correctional system and prison industries.

A recent article in the Chinese press <sup>1/</sup> reports that the Ministry of Justice operated a comprehensive range of factories engaged in metallurgy, coal mining, chemistry, textiles, machinery, and electronics. Last year, nine products from these plants reportedly received State prizes for quality. Certain prison farms and factories are being encouraged to start technical schools which offer training in such areas as carpentry, sewing, and gardening.

In China, as in many other countries, compulsory labor tends to be used for unskilled jobs in agriculture, industry, mining, and construction; the productivity of compulsory labor is likely to be less than that of noncompulsory labor. Because China remains largely an agrarian society, with three-fourths of its workforce employed in the agricultural sector in 1983, <sup>2/</sup> it is likely that most of the compulsory laborers are also engaged in agricultural production. Agricultural output produced by compulsory labor is believed to be consumed locally, partly because of the level of development of China's transportation facilities. <sup>3/</sup> Several large camps are reportedly located in remote areas, <sup>4/</sup> and poor transportation facilities from these and other work camps dispersed throughout the country limit their distribution.

Compulsory labor used in industry and mining is usually involved in unskilled jobs making products for markets where quality is not the most important consideration. <sup>5/</sup> The quality of items produced by compulsory labor may be lower than that of noncompulsory labor. Although there is no direct evidence indicating the quantity of output of such labor in industry or mining which is exported, some of the articles produced are of a type that is exported. Among the leading U.S. imports from China, shown in appendix H, products such as tin, handmade rugs, fireworks, baskets and bags, and possibly a few apparel items are the types of products which might use compulsory labor. The single most important item imported from China, gasoline, is believed to involve little or no compulsory labor content because, as previously noted, labor input in petroleum refinery products is relatively small.

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<sup>1/</sup> Reported in the China Daily of July 20, 1984, according to declassified portions of a confidential report from the U.S. Embassy, Beijing, November 1984, USITC Investigation of Goods Manufactured by Convict Labor.

<sup>2/</sup> Central Intelligence Agency, The World Factbook, 1984, p. 44.

<sup>3/</sup> U.S. Department of Commerce, International Trade Administration, China's Economy and Foreign Trade 1981-85, September 1984, p. 7. See also report from U.S. Embassy, Beijing, "Foreign Economic Trends and Their Implications for the United States: People's Republic of China," July 1984, p. 11.

<sup>4/</sup> Amnesty International Publications, China: Violations of Human Rights, London, 1984, p. 6.

<sup>5/</sup> According to a Chinese survey, and which may have some applicability to prison workers, it was found that less than 3 percent of the workforce currently manning China's large- and medium-scale enterprises is technically qualified. See report from U.S. Embassy, Beijing, cited in footnote 3, at p. 6.

The Commission estimates that no more than one-fourth or about 1 million of the 3 to 4 million prisoners estimated to be in China were engaged in industrial and mining activities. The remainder of the prison population, an estimated 3 million persons or 75 percent of the total prison population, is believed to be engaged in agricultural production, which is consumed locally. This assumes that the percentage of compulsory laborers engaged in agricultural production is similar to that of the general workforce of China. Although there are no available data on actual prison good imports from China, the Commission believes that given the nature of the products made in the prison system and the large number of prisoners, a portion of the goods produced might enter the United States.

The U.S.S.R.--In the Soviet penal system, corrective labor is regarded as an essential element of punishment in all sentences involving deprivation of freedom. 1/ The Soviets believe it both rehabilitates convicts and deters others. However, it should be noted that the Soviet constitution and legal system classify as crimes many political, social, or economic activities which in the West are regarded as the exercise of the rights of the individual. 2/ Crimes with which large numbers of persons are charged each year include "parasitism" (under Article 209, the failure to engage in socially useful work) and "hooliganism" (under Article 206, an intentional violation of public order and disrespect for society, such as disorderly conduct or demanding the right to emigrate).

The U.S.S.R. developed a large, extensive corrective labor system under Stalin, but after his death, the work camp population was reduced sharply and, despite recent increases, remains far below the earlier peak. It is estimated that the current Soviet penal population is about 4 million. More than 2 million of those are incarcerated; an almost equal number are unconfined forced laborers. The latter group includes probationers, parolees released from confinement, and individuals sentenced to forced labor without confinement. 3/

"Correctional labor colonies" or forced labor camps, are by far the dominant form of incarceration in the U.S.S.R. Prisons are used only for certain special classes of prisoners and include the following types: (1) penitentiaries, which are used for persons convicted of especially serious crimes; (2) transit prisons which are used to hold prisoners temporarily, especially those in transit to labor camps; (3) investigatory prisons, which are used to hold those awaiting trial or those being held as witnesses; and (4) psychiatric prisons, which are used to hold and treat persons declared criminally insane. Forced labor camps, in which most convicted criminals

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1/ U.S. Department of State, Forced Labor in the U.S.S.R., Report to the Congress, February 1983.

2/ See, for example, art. 70 ("Anti-Soviet Agitation and Propaganda") and art. 162 of the RSFSR Criminal Code (which imposes up to 4 years imprisonment for various private enterprise activities).

3/ Central Intelligence Agency, The Soviet Forced Labor System, November, 1982. This unclassified report was prepared in response to Congressional Conference Report No. 97-891, dated September 29, 1982, accompanying H.R. 6956 which directed the Secretary of State to undertake an investigation into allegations that forced labor is being employed, and human rights violated by the Soviet authorities in the construction of the trans-Siberian gas pipeline.

serve their time, may be classified according to the four regimes under which they operate, indicating increasingly strict or harsh conditions: (1) general regime; (2) intensified regime; (3) strict regime, and (4) special regime. A mild form of confinement, known as labor "settlement," was introduced in 1977. In it, prisoners are allowed to wear ordinary clothing and have substantial freedom in their activities.

Prison workers are theoretically paid the minimum wage, but after deductions for their board, little actually remains for the prisoner's use. A major incentive for good behavior and hard work is the possibility of transfer to a more desirable type of prison or camp; the reverse is often used as punishment. Inmates are required to work 8 hours per day, 6 days a week. Most camps work two shifts.

Persons sentenced to forced labor without confinement include those assigned to correctional tasks (for minor offenses), who live at home but are required to work at assigned jobs for reduced pay; and those sentenced to correctional labor, who are often sent far from home, where they are required to live in barracks and observe strict curfews, but are generally not under guard. The latter group includes parolees from penal institutions described above and probationers who, under a 1970 decree, may be sentenced to "probation with compulsory labor" as an alternative to confinement. It is estimated that persons sentenced to correctional tasks may number approximately 500,000. Parolees working at correctional labor may also number 500,000, and those on probation may number 1.5 million.

Soviet compulsory labor is used in a wide variety of economic activities ranging from diverse manufacturing activities to mining. The estimated number of camps and prisons and associated activities are shown in the following tabulation: 1/

<u>Institution and activity</u>	<u>Number</u>
Labor Camps, total-----	<u>1,100</u>
Construction-----	100
Manufacturing-----	520
Logging, sawmill-----	350
Mining-----	50
Bricks and blocks-----	60
Agricultural-----	<u>20</u>
Prisons, total (mainly manufacturing)-----	300

Working conditions in many of the work camps and prisons are harsh. Political prisoners are often said to be sentenced to "strict regime" or "special regime" camps and are subject to some of the system's worst treatment. In nearly all the camps, hunger, cold, and isolation are used to punish and to enforce discipline. 2/

Because imports from the U.S.S.R. have recently been the subject of much attention from Government agencies, Congress, and private organizations and

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1/ Ibid., pp. 10-15.

2/ U.S. Department of State, Forced Labor in the U.S.S.R., Report to the Congress, February 1983.

individuals, various estimates of the extent and content of such imports have recently been made. One such estimate compiled by the staff of the Commission on Security and Cooperation in Europe (Helsinki Commission) in 1983 is shown in table 3. 1/ The value of imports from the U.S.S.R., produced by Soviet industries which, in part, utilize compulsory labor, totaled \$138 million out of the total U.S. imports from the U.S.S.R. of \$228 million, based on 1982 trade.

Another set of estimates, prepared by the U.S. Department of Commerce during the interagency consideration of Customs' proposed ban on compulsory-labor goods from the U.S.S.R., indicated that imports of compulsory-labor goods from the U.S.S.R. totaled about \$28 million in 1982, amounting to about 10 percent of imports from the U.S.S.R. in that year. 2/ In its analysis, Commerce found that the descriptive product categories under consideration covered more than 1400 individual 7-digit TSUSA items, although U.S. imports from the U.S.S.R. occurred in only 61 of the item numbers. As shown in the following summary analysis, two product categories, chemicals and petroleum products, accounted for 94 percent of the total actual imports of the listed items from the U.S.S.R.:

<u>TSUSA category</u>	<u>U.S. imports</u> <u>(million dollars)</u>
Animal and vegetable products-----	0.9
Wood and paper-----	0.5
Textiles-----	<u>1/</u>
Chemicals and related products-----	15.6
Petroleum-----	10.4
Nonmetallic minerals-----	<u>1/</u>
Metals-----	0.2
Specified misc.-----	<u>1/</u>
Special class.-----	-
Total-----	\$27.6

1/ Less than \$50,000.

Two of the largest import items from the U.S.S.R., anhydrous ammonia (TSUSA 480.6540) and urea (TSUSA 480.3000), were not included in the Commerce

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1/ The Commission on Security and Cooperation in Europe (known as the Helsinki Commission) is an independent body of the U.S. Government established in 1976 by the U.S. Congress and composed of representatives from both Houses of Congress, and the Departments of State, Commerce, and Defense. Its purpose is to monitor and encourage compliance by all 35 signatories with the provisions of the 1975 Helsinki Final Act of the Conference on Security and Cooperation in Europe. The Commission has neither legislative nor executive powers, but it has been mandated to hold hearings, prepare studies, and issue reports and public statements concerning fulfillment and nonfulfillment of the obligations agreed to under the Helsinki Accords.

2/ This unpublished estimate was prepared by the Department of Commerce in October 1983.

Table 3.--Helsinki Commission estimate of U.S. imports from the U.S.S.R. produced by Soviet industries which, in part, utilize compulsory labor, 1982 and January-June 1983

Description	1982	Jan.-June 1983
Wood products:		
Lumber-----	\$3,517,000	\$1,543,000
Furniture-----	19,000	35,000
Cabinets for radio and TV sets-----	5,000	3,000
Wooden chess pieces-----	1,000	0
Wooden souvenirs-----	13,000	7,000
Cardboard containers-----	440,000	0
Electronic:		
Resistors-----	1,000	2,000
Glass:		
Glassware-----	221,000	56,000
Automotive:		
Auto parts-----	23,000	4,000
Parts for agricultural machinery-----	80,000	88,000
Mining/ore processing:		
Gold-----	4,085,000	887,000
Iron-----	2,000	0
Aluminum-----	1,543,000	0
Uranium-----	9,647,000	0
Limestone-----	0	2,210,000
Construction stone and gravel-----	1,000	0
Petroleum products and chemicals-----	118,203,000	67,066,000
Food:		
Tea-----	400,000	477,000
Miscellaneous-----	1,000	0
Total-----	138,201,000	72,378,000
Total U.S. imports from U.S.S.R (less than 0.1% of total U.S. imports)-----	227,584,000	125,996,000
Total U.S. imports-----	247,000,000,000	121,000,000,000

Source: Compiled in 1983 by the Commission on Security and Cooperation in Europe, except total U.S. imports, January-June 1983, which is from official statistics of the U.S. Department of Commerce. This table appears as app. 5 to the report on hearings before the Subcommittee on Human Rights and International Organizations of the Committee on Foreign Affairs, House of Representatives, November 9, 1983.

Note.--This table of estimated import values was compiled by the staff of the Commission on Security and Cooperation in Europe and is based on two sources: (1) a CIA list of Soviet industries which utilize, or utilize in part, forced labor and produce goods for export, published in the Congressional Record, vol. 129, 98th Cong., 1st sess., p. S12293, Sept. 15, 1983, and (2) a Commerce Department list of the value of all items imported into the U.S. from the U.S.S.R.

estimates since Customs did not find sufficient information to support a ban on imports of these products. <sup>1/</sup>

A later estimate of imports of certain forced-labor goods from the U.S.S.R., made by the Customs Service at the end of 1983 after it had proposed to ban only five product groups, put the total for the specified categories at \$10.9 million in 1982. As shown in the following tabulation, 95 percent of the imports in this estimate were accounted for by refined petroleum products (in thousands of dollars):

<u>Product</u>	<u>Value of imports</u>
Refined oil products-----	10,355.5
Tea-----	400.3
Tractor generators-----	100.0
Gold ores-----	81.6
Agricultural machinery-----	6.2
Total-----	<u>1/ 10,943.6</u>

<sup>1/</sup> Calendar year grand total for all U.S. imports from the Soviet Union in 1982 was \$228 million.

The Helsinki Commission estimate, based on the CIA list of TSUSA items provided to the U.S. Customs Service, may have overstated the extent of U.S. imports of Soviet goods made with compulsory labor. The Helsinki Commission estimate and the CIA list were based on broad commodity categories but existing information suggests that only certain items in these groups were produced using compulsory labor. In addition, a large number of the 7-digit TSUSA items showed no imports from the U.S.S.R. Also, some of the evidence indicates, or at least leaves open the possibility, that compulsory labor was used on a small proportion of the total output of a particular article. In other cases, the compulsory-labor input may be a negligible part of the total production labor used or may be used for making specialized articles suitable only for domestic consumption.

For example, most of the value of imports included in products to be banned under the Customs proposal was in refined oil products. Based on data compiled for the operations of U.S. oil refineries, it is estimated that labor costs amount to less than 2 percent of the total cost of producing refined oil products. With labor comprising such a small part of the total, the amount of

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<sup>1/</sup> Estimates by the Commission on Security and Cooperation in Europe included these items since the CIA list of Soviet industries which utilize, or utilize in part, compulsory labor includes petroleum products and chemicals (see table 3). Most imports of ammonia and urea take place under a long-term agreement between the Soviet Union and Occidental Petroleum. These imports are received as part of a barter arrangement for shipments of superphosphoric acid to the U.S.S.R. Anhydrous ammonia has been a leading import from the Soviet Union since 1978. In 1983, it amounted to \$86 million or 25 percent of the value of U.S. imports from that country. Imports of urea jumped from \$10 million in 1982 to \$39 million in 1983, accounting for an additional 11 percent of imports from the U.S.S.R. in the latter year. See Appendix H for leading items imported from the U.S.S.R. in 1983.

compulsory labor used rather than regular labor may be negligible. Barring of tea is also questionable as the statute does not prohibit products made with forced or indentured labor if U.S. production of such products is not sufficient to meet consumptive demand.

On the other hand, there are some products not included in the Customs list of 5 product groups for which at least some information exists that compulsory labor was used. As noted, the use of Soviet forced labor on production of goods imported into the United States, including chemicals, wood, and mining products, has been alleged by U.S. sources as well as the Commission on Security and Cooperation in Europe.

The U.S.S.R. has an estimated prison population of 1.2 to 1.5 million prisoners involved in manufacturing and mining. The total prison population in the Soviet Union is estimated at 4 million; 1/ however, based on the reported types of work activities in which the prisoners are engaged, it is believed that the bulk of the prison force is not engaged in manufacturing activities. Although more than half the forced labor camps and numerous large prisons operate some kind of manufacturing facility, a significant number of compulsory laborers in the U.S.S.R. work on construction projects, such as pipelines, industrial complexes, hospitals, government office buildings, and the cleaning and construction work for entire new towns. 2/ In addition, the prison workforce at manufacturing camps are usually supplemented by free laborers, who may account for as much as 15 percent of the total. 3/

Customs' most recent estimate of U.S. imports of Soviet goods made with compulsory labor amounted to \$10.9 million and the Department of Commerce estimated that such imports amounted to \$27.6 million. 4/

Other nonmarket economy countries (NME's).--The prison population for the three other nonmarket economy countries studied (Poland, Romania and Czechoslovakia) is not known. Of these countries, Romania is the largest supplier to the U.S. market, shipping \$513 million in 1983. However, more than one-half of the imports supplied by Romania in 1983 were gasoline or other petroleum products, which are believed to have little, if any, direct input from compulsory labor. As shown in appendix H, manufactured goods imported from Romania include footwear, furniture, and apparel. Products from the mining and agricultural sectors which may be exported to the United States include unwrought aluminum, pork products, and cheese.

Poland is a smaller supplier than Romania, and Czechoslovakia is the smallest supplier among the 31 countries studied. Imports from Poland have declined by more than one-half since 1980, dropping to \$191 million in 1983.

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1/ Central Intelligence Agency, The Soviet Forced Labor System, November 1982, p. 2.

2/ Ibid., pp. 10-13.

3/ Ibid., p. 14.

4/ Estimates made in late 1983, based on 1982 import levels.



A single product--pork hams and shoulders--accounted for more than one-third of the total 1983 imports. In 1956, Customs investigated reports related to pork hams from Poland and determined that there was not sufficient evidence to ban such imports under section 307. Imports from Czechoslovakia totaled only \$62 million in 1983.

#### Market-economy countries

In the market-economy countries studied, those considered major U.S. suppliers most likely to supply compulsory-labor goods were Mexico, France, Italy, Belgium, Taiwan, Brazil, and Indonesia. Other countries not among the major U.S. suppliers which may be potential exporters of compulsory-labor goods, include the Republic of South Africa, Pakistan, Chile, Colombia, and the Dominican Republic.

Canada. 1/--Canada's prison population is approximately 20,000. Of those, about 3,000 work in prison industries making products, such as furniture, clothing, shoes, and mailbags, or providing services, such as printing. Distribution of products made by prison labor is limited by law, and almost none of them are believed to be exported. Working conditions in Canada's prisons are similar to those in the United States.

All convicts in Canada sentenced to 2 or more years are held in federal prisons. Those sentenced to less than 2 years are held in provincial prisons. The number of inmates in the Federal system in 1983 was approximately 11,000 and the remainder was in the provincial system. Both the Federal system and Provincial systems operate educational programs, institutional work programs, and prison industries. It is estimated that 1,600 to 1,800 inmates in Federal prisons work in prison industries and that more than 1,000 of those in the Provincial system work in prison industries. No private industry is involved in prison industries at the Federal level, but in a few instances, the Provinces operate a prison industry in conjunction with a private firm. An example is the operation of a slaughter house at Guelph, Ontario by a private company, using both civilian and prison labor. Products made in Federal prison industries include mailbags, clothing for inmates and military personnel, shoes and boots, furniture and shelving, printing, and miscellaneous equipment.

The disposition of products of prison industries is limited by law so that more than 95 percent of such goods go to Government departments or agencies. Penitentiary service regulations in Canada provide that "articles or products that are produced by the labor of inmates employed in penitentiary industry . . . shall not be disposed of to purchasers in the ordinary course of trade under competitive conditions . . . (but) may be disposed of . . . to any department, branch, or agency of the government of Canada, the government of a province or a municipal government or . . . to any charitable, religious or non-profit-making organization." Because both domestic laws and international obligations prohibit exports of articles produced by convict labor, the Commission believes that such imports are nil or negligible.

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1/ The information on Canada is based on declassified portions of a classified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Ottawa, in early 1984.

Japan. 1/--The total prison population in Japan in 1983 was 54,000, of which 45,000 were convicted criminals and the remainder were awaiting trial or were otherwise being detained. Over 90 percent of the convicts are workers. About three-fourths of them are engaged in manufacturing or service work, and about one-fourth is engaged in institutional housekeeping and maintenance. Prison industries include woodcraft, printing, tailoring, metalwork, auto repair, farming, forestry, chemicals, papermaking, paper products, knitting and bagmaking, ceramics, leatherwork, yarn spinning, and food processing. Private firms may contract with prison wardens for convict labor, usually for in-prison processing of raw materials or components supplied by the contractor. Goods produced in prison industries are sold domestically at commercial market prices. Those produced under contract are distributed by the private contractor through normal channels. No laws regulate exports of prison-made products, but it is reported that the Japanese Government takes steps to avoid exports of such products to the United States. For example, private firms who contract for prison labor are notified that the U.S. tariff law prohibits imports of goods made by convict labor.

There are 58 major prisons in Japan. Japanese prisons are reported to be austere, highly disciplined institutions where prisoners are reformed through intense counseling, work, and the use of physical deprivation. Guards are well trained and prisoners are said to be treated fairly. There are few incidents of physical violence, either among prisoners or between prisoners and guards.

Japan's prison population is small relative to its total population. With a population about half as large as that of the United States, Japan's prison population is only about one-third that of the United States. Only a small percentage of prisoners in Japan are sentenced for longer than 3 years, whereas about 80 percent of U.S. prisoners are sentenced for longer than 5 years.

The Commission believes that imports of compulsory-labor goods from Japan are nil or negligible as a result of the Japanese Government policy to prevent exports of such goods to the United States.

Mexico. 2/--Including Federal, State, and local institutions, there are 419 detention centers (prisons and jails) operating in Mexico. The prison population in Mexico is about 32,000. At many prisons, inmates perform services beneficial to the institution, such as cleaning, electrical work, kitchen work, or gardening. At some prisons, inmates are allowed to run small snack stands or to engage in other work activities for their own benefit. In many institutions, prisoners may work as artisans to produce handmade articles for other inmates or for sale to the public. Although Article 18 of the Mexican Constitution requires all prisoners to be gainfully employed, there is no organized, country-wide system of prison industries in Mexico.

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1/ The information on Japan was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Tokyo, "USITC Investigation of Convict Labor," July 20, 1984.

2/ The information on Mexico is based on a declassified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Mexico, "Convict Labor Programs and Impact on Imports into the United States," May 11, 1984.

The only institution reported to have a well organized system of employment for inmates is the prison colony at Islas Marias. This is a rather unique prison "colony," located on an island off the West Coast of Mexico. In it, most married prisoners live with their families in small single-family dwellings, and all colonists are eligible to work in one of the island's industries at prevailing wages. This colony was visited by representatives of the U.S. prison system in 1981 to study results of a system where prisoners enjoy relative freedom of movement within the general confines of the colony, work for normal wages, and are responsible for the support of themselves and their families. Employment is provided either by private industry or by the colony itself for the administration of its operation. Private industries produce tile, seed, corn, soft drinks, rope, and salt, which are shipped to the mainland for sale. Items produced and used on the island include food crops, fruit, livestock, and bricks. Inmates are also employed as cooks, carpenters, tailors, clerical workers, gardeners, and maintenance or school workers. One objective of the colony is to be 90 percent self supporting. Because of the success of the colony, the Mexican Government is considering similar institutions at two other locations.

Work at most Mexican prisons is of a "housekeeping" nature, or it involves small craft or service enterprises operated by prisoners during their free time. Work performed for the institution may earn reductions in time served. There is little use of inmate workers by outside industries. Most products made by inmates during their free time are sold locally. Forced labor is not used in Mexico. The Commission believes the level of compulsory-labor goods potentially imported from Mexico to be small and consist of a variety of handmade articles. Petroleum products, the leading items imported (see appendix H), are not believed to contain compulsory labor.

The European Community.---The EC, with a total 1983 population of approximately 275 million, is estimated to have a prison population of about 180,000, <sup>1/</sup> which is less than half the prison population of the United States. An estimated 60,000 to 65,000 prisoners participate in prison work programs but more than half are performing jobs related to the operation of the institution. Fewer than 30,000 workers produce goods or services, some of which are sold commercially and some are used in the prison system. Most countries in the EC have few restrictions on distribution of prison-made goods and no control over ultimate destination once they enter commercial channels; however, trade sources are of the opinion that few of these products are exported.

United Kingdom. <sup>2/</sup>--Of a total convict population of 44,000, about 14,000 work in farm and industry programs and 8,000 of them work in institutionally-related programs. Because of scheduling problems, few prisoners actually work more than 22 hours per week. The three major

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<sup>1/</sup> Not including the Federal Republic of Germany. According to a report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Bonn, "USITC Investigation of Goods Manufactured by Convict, Forced or Indentured Labor," July 2, 1984, information on prisons and convict labor is the responsibility of state government, not the federal government, and is not publicly available.

<sup>2/</sup> The information on the United Kingdom was supplied by the U.S. Department of State and prepared by the U.S. Embassy, London, "USITC Investigation: Goods Produced by Prison Labor," May 14, 1984.

categories of work programs are farms and gardens, textiles, and engineering/woodworking. Nearly all output of farms and gardens is used by the prison service. Of the textile output, 90 percent is for prison or public sector use (none is exported); about 60 percent of the engineering and woodworking products are for public sector use. The output of prison industry and agriculture in FY 1982 was valued at about \$50 million, of which about \$9 million was distributed through the private sector. Output going to the private sector includes products such as lawn furniture and contract services, such as assembly of circuit boards. Prison officials estimate that less than one percent of output is exported, usually to less developed countries; they were not aware of any products being exported to the United States. Consequently, the Commission believes imports of compulsory-labor goods from the United Kingdom are nil or negligible.

France. 1/--In 1982, about 13,000 inmates out of a total of 33,000 were working in prison activities. About one-third of the 13,000 workers were used for institutional housekeeping and maintenance; nearly one-half work under contract for private employers, and the remainder work in state-managed industries. Inmates usually work only about 20 to 25 hours per week. Output of state-managed industries (shoes, textiles, wood, metal articles, printing, etc.) was estimated at \$13 million in 1982 and that of private employers using prison labor, at \$40 million to \$50 million. Goods produced with prison labor enter normal commercial channels, and it is not known how much is exported. Those familiar with the program believe potential exports of convict-made goods to the United States to be small. The Commission believes the potential for imports of compulsory-labor goods to be very small since many of the leading imports from France, as shown in appendix H, include automobiles, nonpiston engines, or aircraft which are unlikely to contain prison labor.

Italy. 2/--About 11,000 inmates were working in 1983 out of a total prison population of about 40,000, many of whom were in pretrial status. Nearly 9,000 of the prison workers were engaged in housekeeping activities, and only about 2,000 in industrial and agricultural activities. The largest use of inmate labor is in making labor-intensive products such as furniture, shoes, and clothing, often entirely handmade. The demand for inmate labor is limited, partly because they must be paid no less than 75 percent of the going wage rate for the type of work performed. The Commission believes the potential for compulsory-labor imports to be small.

Other EC countries.--The other EC countries are estimated to have only about 6,000 prison workers engaged in industrial and agricultural activities. Among these countries, Belgium probably has the largest number of prison workers engaged in industrial production. The extent to which compulsory-labor products are exported is unknown.

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1/ The information on France was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Paris, "USITC Investigation of Goods Manufactured by Convicted, Forced, or Indentured Labor: France," May 17, 1984.

2/ The information on Italy is based on unclassified portions of a classified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Rome, in early 1984.

Southeast Asian countries.--The major U.S. trading partners in Southeast Asia are Taiwan, Korea, Hong Kong, and Indonesia. These four countries have a total prison population of 143,000 of which an estimated 70,000 participate in prison work programs. Of those in prison work programs, about 32,000 are believed to be working in activities other than institutional housekeeping and maintenance.

In Taiwan, 1/ with a prison population of about 44,000, a large proportion of the convicts are sentenced to forced labor, and most of those sentenced to prison terms are also required to work. The work schedule is generally 6 to 8 hours per day, 6 days per week, plus one-half day on Sunday; pay is generally 20 to 40 percent of the scale for private sector employees in the locale. Work activities include public works projects, merchandise manufacturing, prison housekeeping and food preparation. A substantial quantity of products are produced and sold by the prison, and private firms may have contract arrangements with the prison to produce components or parts within the prison facility. Most prison-made goods are consumed in Taiwan. In 1982, the Customs Service investigated the use of prison labor in the production of wire mesh fire screens exported to the United States, but did not ban such entries. 2/

A significant part of the output of prison labor is used by public agencies or sold for domestic consumption. Therefore, although Taiwan does not have a recognized government policy limiting exports of compulsory-labor goods such as Canada and Japan, the Commission believes that only a small portion of such goods are imported into the United States.

In South Korea, 3/ with a prison population of 56,000 in 1982, about 43 percent or 24,000 of them were engaged in convict labor programs. More than 60 percent of the prison labor is used in activities other than institutional support (food, housekeeping, maintenance, etc.). Major products in 1983 included printed material, textile products, shoes and shoe soles, iron work, tableware, prepared food, and auto repair. The law requires state and local agencies to give preference to prison goods in their purchases. Estimates of the distribution of prison goods are: 40 percent to correctional institutions, 40 percent to state and public institutions, and 20 percent to commercial sales. According to sources in Korea, none of the prison goods are exported; therefore, the Commission estimates that the potential for U.S. imports of compulsory-labor goods is nil or negligible.

Hong Kong, 4/ with a total population of 5.3 million, has a prison population of about 7,000. All convicted adults, numbering about 5,000, are generally required to work. About 3,000 are employed in manufacturing or

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1/ The information on Taiwan was supplied by the U.S. Department of State and prepared by the American Institute of Taiwan, Taipei, "USITC Request for Data on Exports of Merchandise Produced by Convict, Forced, or Indentured Labor," May 31, 1984.

2/ For further information, see appendix B.

3/ The information on South Korea is based on unclassified portions of a classified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Seoul, in early 1984.

4/ The information on Hong Kong was supplied by the U.S. Department of State and prepared by the U.S. Consulate, "USITC Request for Information on Goods Manufactured by Convict, Forced, or Indentured Labor," Apr. 25, 1984.

service industries, including the making of envelopes, carpentry work, laundry and dry cleaning, clothing, shoes, rattan and bamboo items, metalwork, etc. All of the products and services produced by convict labor are utilized by the Government of Hong Kong. None were sold on the open market and none were exported. The Commission estimates the potential for U.S. imports of compulsory-labor goods to be nil or negligible since all such goods are consumed by Government agencies in Hong Kong.

Indonesia has the largest population of the four countries but ranks third in number of prison inmates, with about 36,000 at the end of 1980. Almost twice this number were sentenced during the year, indicating that most sentences are for a term of less than 1 year. A relatively small proportion of the inmates were involved in prison work programs and, reportedly, none are employed by private firms. Most prison labor is used in public works projects. Indonesia was queried by the ILO in 1980 on forced labor, especially that of political prisoners on Buru Island. It seems unlikely that many of the industrial products imported by the United States from Indonesia (petroleum products, textiles, and plywood) would be produced with convict or forced labor. The Commission estimates the potential for imports of compulsory-labor products from Indonesia to be very small. 1/

Other market economy countries.---South Africa had a prison population of 91,000 in mid-1982, 2/ a larger proportion of total population (about 30 million) than most other countries. It is believed that prison labor is used primarily in agricultural production. Fruits and other agricultural products are exported and could have forced-labor content. However, by far the most important products among U.S. imports from South Africa are various metals, metal coins, and diamonds, so the forced labor most relevant to U.S. imports would be that employed in the mining industry. The Commission believes there is a potential for imports of compulsory-labor products of agriculture or mining, such as fruit, sugar, coal, and metals, rather than industrial products.

In Argentina, 3/ most of the prison population works, although those awaiting trial are under no obligation to do so. Prisoners who work are paid a salary. The total prison population in Argentina is not known. The majority of workers are engaged in activities supporting the penal system such as maintenance, food production, and production of uniforms and shoes for the use of inmates. Any manufactured goods sold outside the penal system go mainly to other Government agencies and employees. Therefore, the Commission estimates that no goods made with prison labor are exported.

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1/ The information on Indonesia is based on declassified portions of a classified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Jakarta, in early 1984.

2/ Republic of South Africa, Department of Justice, Report of the Commissioner of Prisons: 1 July 1981 to 30 June 1982, 1983.

3/ The information on Argentina is based on declassified portions of a classified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Buenos Aires, in early 1984.

In Brazil, 1/ there is a prison population of about 50,000, including those being held pending trial. Those awaiting trial may perform housekeeping chores but are not required to participate in work programs. All able convicts are expected to work but the extent of work programs often depends on the initiative of local administrators and the requirements of the local economy. Over one-half the convicts are estimated to participate in work programs with a majority of the work in agricultural projects. Manufacturing is generally limited to simple products, such as identification cards, school uniforms, furniture, or handicrafts. Prisoners do not ordinarily work directly for private industry but some goods are sold to private industries, and there is no law preventing the eventual export of these goods. Leading items imported from Brazil are shown in appendix H. The Commission believes few of the items are likely to be made with prison labor.

In Chile, 2/ the prison population totaled 14,113 persons as of the end of 1982. 3/ Of this total, 1,583 were detained, 6,580 were processed, and 5,950 were condemned. 4/

There are no work camps in Chile, and forced or indentured labor is not used. Although detained and processed prisoners usually do not work, about 70 percent of the condemned prisoners work. These prisoners are paid about 90 percent of the minimum wage (currently 6,500 pesos a month) with certain relatively small deductions. Activities in which they are engaged include artisan products (75 percent of the working prisoners), services (11 percent), industrial production (9 percent), and agriculture (5 percent). Artisan products include guitars and silver, leather, and wood products; industrial output includes furniture, shoes, clothing, and cement blocks.

Generally, the quality of prison-made goods in Chile is low. Consequently, although there is no known law in Chile that prohibits the export of merchandise made by convict labor, it is believed that such exports to the United States are nil or negligible because of low-product quality.

Colombia's total prison population is about 45,000, of which about 7,000 are convicts and the remainder are persons awaiting trial or being otherwise detained. Prisoners working in shops and on farms number about 8,000 (mostly convicts), and other prisoners are employed in providing services such as cleaning and food preparation for the penal institutions. The Government operates its own farms, but industrial operations are subcontracted to private

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1/ The information on Brazil was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Brasilia, "USITC Investigation of Goods Manufactured by Convict Labor," May 16, 1984.

2/ The information on Chile is from a declassified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Santiago, "USITC Investigation of Goods Manufactured by Convict, Forced, or Indentured Labor: Request for Information," June 8, 1984.

3/ The prison population as of March 30, 1984 reportedly was 17,300 persons, of which 2,100 were detained, 7,000 were processed, and 8,200 were condemned.

4/ Detained prisoners are those who stay in jail for a maximum period of 5 days, after which a judge must either press charges or release the prisoner. Processed prisoners are those that have been charged but not convicted, and condemned prisoners are those who have been convicted.

entrepreneurs. These contractors supply working capital, raw materials, and supervision to 95 percent of the more than 300 workshops in the Colombian prison system. Prison workers produce shoes, carpentry products, ceramics, handicrafts, graphic arts, construction materials, and certain product components. Goods produced for private contractors are sold in the commercial market and some are known to be exported. Agricultural products are consumed locally. 1/ Because of the widespread practice of private companies contracting for prison labor, the Commission believes there is a small potential for U.S. imports of compulsory-labor goods from Colombia.

In the Dominican Republic, 2/ there is little convict labor except for a small vocational rehabilitation program in which prisoners learn artisan skills. Output is insignificant. There have been allegations that migrant Haitian workers contracted to cut sugar cane in the Dominican Republic work under forced labor conditions. The ILO has examined these charges and published certain conclusions in a report published in mid-1983. The report indicates that Haitian workers entered into these contracts voluntarily and that the practice does not constitute forced labor. However, the report criticizes the practice of requiring illegal immigrants, who are apprehended by the authorities, to work as cane cutters. Therefore, the Commission believes it is likely that some of the imports of sugar and related products from the Dominican Republic were produced by agricultural compulsory laborers.

In Haiti, 3/ there is little use of prison labor, and none is used to manufacture goods which might be exported. Although convicts may be sentenced to hard labor, this sentence is rarely used, and the penal code specifies that such labor will be on public works projects (men) or as domestics (women). No other forced or industrial labor is reported to exist in Haiti.

In Pakistan, 4/ the current prison population totals an estimated 32,000 persons, of which 15,000 were convicted prisoners and 17,000 were being held pending trial. Of the 15,000 convicts, about 10 percent operate "cook houses," 40 percent do maintenance work, 20 percent are trustees and monitors, and 30 percent work in small, industrial units (cottage industry operations) producing mainly handicrafts and cotton yarn carpets.

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1/ The information on Colombia was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Bogota, "USITC Investigation of Prison Industrial Output," June 18, 1984.

2/ The information on the Dominican Republic was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Santo Domingo, "USITC Investigation of Goods Manufactured by Convict, Forced, or Indentured Labor--Dominican Republic," July 5, 1984.

3/ The information on Haiti was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Port Au Prince, "Use of Forced Labor in Manufactured Goods," Nov. 28, 1984.

4/ The information on Pakistan is based on an unclassified report supplied by the U.S. Department of State and prepared by the U.S. Embassy, Islamabad, "USITC Investigation of Goods Manufactured by Convict, Forced, or Indentured Labor," December 1984.



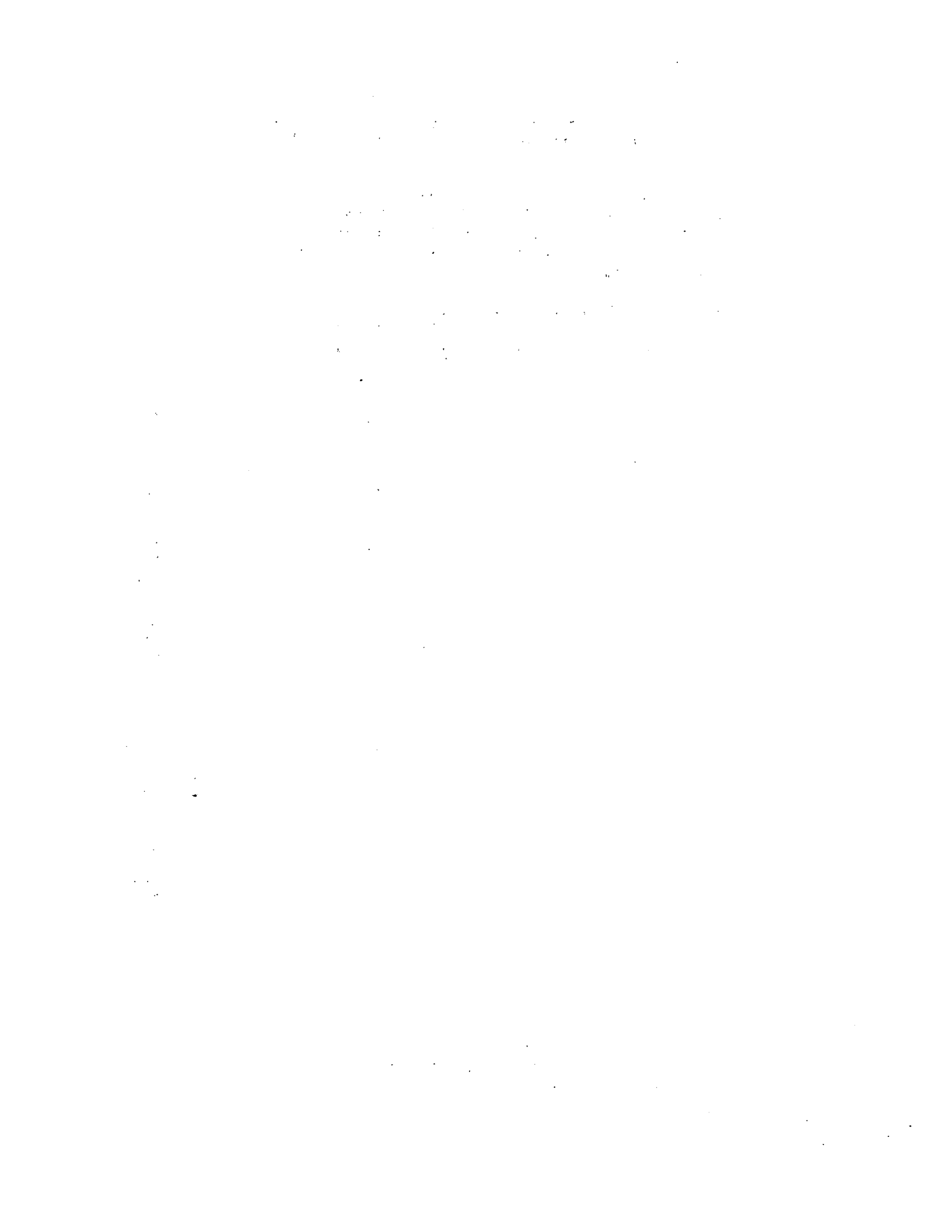
Forced or indentured labor is not used in Pakistan. In addition, current prison regulations do not permit any convict labor to be used by private individuals, companies, or associations.

Products made by prisoners in the cottage industries, mainly handicrafts and cotton yarn carpets, are all sold in local public open markets. While there are reportedly no legal statutes covering exports of such convict-produced merchandise, the Commission estimates the potential for imports of such goods to be small.

For Zaire, the size of its prison population is unknown. However, according to a report from the U.S. Embassy in Kinshasa, 1/ prisoners in Zaire do not produce products for sale or perform services for pay.

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1/ Report was supplied by the U.S. Department of State and prepared by the U.S. Embassy, Kinshasa, in late 1984.



## NOTE

This report was prepared on Congressional request for purposes of compiling specified information to the extent available, and not for use as evidence or otherwise in any investigation by any other government agency, including but not limited to investigations arising under section 307 or any other provisions of the Customs' laws. The report should also not be deemed to constitute an interpretation or evaluation by the Commission of the statute or pertinent regulations, or of actions taken by other entities.

The exact number of prisoners incarcerated in non-market economies is not known, nor, to our knowledge, is there any reliable information or data available on the magnitude of convict labor in non-market economies, their productivity, or the types of goods they may produce. The Commission has no special expertise or power to collect information on convict labor in closed societies and, therefore, was not able to verify independently the information provided by other government agencies, or by other persons or entities at the Commission's request.

The Commission believes that most of the output from foreign convict labor is consumed internally, and further that any goods produced by foreign convict labor imported into the U.S. are immaterial in amount relative to total U.S. imports. Because of the unavailability of any reliable information about convict labor in non-market economies, this study should be viewed as a preliminary survey to collect impressions and statements from a variety of sources. In order to develop better and more reliable information on the subject, further study by Congress and the Executive Branch may be appropriate.



**Appendix A**

**U.S. CUSTOMS SERVICE: REGULATIONS RELATING TO MERCHANDISE PRODUCED BY  
CONVICT, FORCED, OR INDENTURED LABOR**

**§ 12.42**

3311 in the space designated "Remarks" in lieu of on Form 3291.

(b) Films exposed abroad by a foreign concern or individual shall be previewed by a qualified employee of the Customs Service before release. In case such films are imported as undeveloped negatives exposed abroad, the approximate number of feet shall be ascertained by weighing before they are allowed to be developed and printed and such film shall be previewed by a qualified employee of the Customs Service after having been developed and printed.

(c) Any objectionable film shall be detained pending instructions from Headquarters, U.S. Customs Service or a decision of the court as to its final disposition.

(Sec. 305, 46 Stat. 688, as amended; 19 U.S.C. 1305)

**MERCHANDISE PRODUCED BY CONVICT,  
FORCED, OR INDENTURED LABOR**

**§ 12.42 Findings of Commissioner of Customs.**

(a) If any district director or other principal Customs officer has reason to believe that any class of merchandise which is being, or is likely to be, imported into the United States is being produced, whether by mining, manufacture, or other means, in any foreign locality with the use of convict labor, forced labor, or indentured labor under penal sanctions so as to come within the purview of the first sentence of section 307, Tariff Act of 1930,<sup>29</sup> he shall communicate his belief

<sup>29</sup>"All goods, wares, articles, and merchandise mined, produced, or manufactured wholly or in part in any foreign country by convict labor or/and forced labor or/and indentured labor under penal sanctions shall not be entitled to enter at any of the ports of the United States, and the importation thereof is hereby prohibited, and the Secretary of the Treasury is authorized and directed to prescribe such regulations as may be necessary for the enforcement of this provision. The provisions of this section relating to goods, wares, articles, and merchandise mined, produced, or manufactured by forced labor or/and indentured labor, shall take effect on January 1, 1932; but in no case shall such provisions be applicable to goods, wares, articles, or merchandise so mined, produced, or manufactured which

**Title 19—Customs Duties**

to the Commissioner of Customs. Every such communication shall contain or be accompanied by a statement of substantially the same information as is required in paragraph (b) of this section, if in the possession of the district director or other officer or readily available to him.

(b) Any person outside the Customs Service who has reason to believe that merchandise produced in the circumstances mentioned in paragraph (a) of this section is being, or is likely to be, imported into the United States and, if the production is with the use of forced labor or indentured labor under penal sanctions, that merchandise of the same class is being produced in the United States in such quantities as to meet the consumptive demands of the United States may communicate his belief to any district director or the Commissioner of Customs. Every such communication shall contain, or be accompanied by, (1) a full statement of the reasons for the belief, (2) a detailed description or sample of the merchandise, and (3) all pertinent facts obtainable as to the production of the merchandise abroad. If the foreign merchandise is believed to be mined, produced, or manufactured with the use of forced labor or indentured labor under penal sanctions, such communication shall also contain (4) detailed information as to the production and consumption of the particular class of merchandise in the United States and the names and addresses of domestic producers likely to be interested in the matter.

(c) If any information filed with a district director pursuant to paragraph (b) of this section does not conform with the requirements of that paragraph, the communication shall be returned promptly to the person

are not mined, produced, or manufactured in such quantities in the United States as to meet the consumptive demands of the United States.

"Forced labor," as herein used, shall mean all work or service which is exacted from any person under the menace of any penalty for its nonperformance and for which the worker does not offer himself voluntarily." (Tariff Act of 1930, sec. 307; 19 U.S.C. 1307.)

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§ 12.43

who submitted it with detailed written advice as to the respects in which it does not conform. If such information is found to comply with the requirements, it shall be transmitted by the district director within 10 days to the Commissioner of Customs, together with all pertinent additional information available to the district director.

(d) Upon receipt by the Commissioner of Customs of any communication submitted pursuant to paragraph (a) or (b) of this section and found to comply with the requirements of the pertinent paragraph, the Commissioner will cause such investigation to be made as appears to be warranted by the circumstances of the case and the Commissioner or his designated representative will consider any representations offered by foreign interests, importers, domestic producers, or other interested persons.

(e) If the Commissioner of Customs finds at any time that information available reasonably but not conclusively indicates that merchandise within the purview of section 307 is being, or is likely to be, imported, he will promptly advise all district directors accordingly and the district directors shall thereupon withhold release of any such merchandise pending instructions from the Commissioner as to whether the merchandise may be released otherwise than for exportation.

(f) If it is determined on the basis of the foregoing that the merchandise is subject to the provisions of the said section 307, the Commissioner of Customs, with the approval of the Secretary of the Treasury, will publish a finding to that effect in a weekly issue of the Customs Bulletin and in the FEDERAL REGISTER.

(g) Any merchandise of a class specified in a finding made under paragraph (f) of this section, which is imported directly or indirectly from the locality specified in the findings and has not been released from Customs custody before the date of publication of such finding in the FEDERAL REGISTER shall be considered and treated as an importation prohibited by section 307, Tariff Act of 1930, unless the importer establishes by satisfactory evidence that the merchandise was not

mined, produced, or manufactured in any part with the use of a class of labor specified in the finding.

(h) The following findings made under the authority of section 307, Tariff Act of 1930 are currently in effect with respect to the merchandise listed below:

Merchandise	Country	T.D.
Furniture, clothes, hampers, and palm leaf bags	Ciudad Victoria...	53406
	Tamaulipas, Mexico	54725

(Sec. 307, 46 Stat. 689, 19 U.S.C. 1307)

§ 12.43 Proof of admissibility

(a) If an importer of any article detained under § 12.42(e) or (g) desires to contend that the article was not mined, produced, or manufactured in any part with the use of a class of labor specified in section 307, Tariff Act of 1930, he shall submit to the Commissioner of Customs within 3 months after the date the article was imported a certificate of origin in the form set forth below, signed by the foreign seller or owner of the article. If the article was mined, produced, or manufactured wholly or in part in a country other than that from which it was exported to the United States, an additional certificate in such form and signed by the last owner or seller in such other country, substituting the facts of transportation from such other country for the statements with respect to shipment from the country of exportation, shall be so submitted.

CERTIFICATE OF ORIGIN

I, \_\_\_\_\_, foreign seller or owner of the merchandise hereinafter described, certify that such merchandise, consisting of \_\_\_\_\_ (Quantity) of \_\_\_\_\_ (Description) in \_\_\_\_\_ (Number and kind of packages) bearing the following marks and numbers \_\_\_\_\_ was mined, produced, or manufactured by \_\_\_\_\_ (Name) at or near \_\_\_\_\_ and was laden on board \_\_\_\_\_ (Carrier to the United States) at \_\_\_\_\_ (Place of lading) (Place of final departure from country of exportation), which departed from on \_\_\_\_\_ (Date); and that \_\_\_\_\_ (Class of labor specified in finding) was not employed in any stage of

**§ 12.44**

the mining, production, or manufacture of the merchandise or of any component thereof.

Dated \_\_\_\_\_

\_\_\_\_\_  
(Signature)

(b) The importer shall also submit to the Commissioner of Customs within such 3-month period a statement of the ultimate consignee of the merchandise, showing in detail that he had made every reasonable effort to determine the source of the merchandise and of every component thereof and to ascertain the character of labor used in the production of the merchandise and each of its components, the full results of his investigation, and his belief with respect to the use of the class of labor specified in the finding in any stage of the production of the merchandise or of any of its components.

(c) If the certificate or certificates and statements specified in paragraphs (a) and (b) of this section are submitted within the time prescribed and the Commissioner finds that the merchandise is admissible, the collector of customs concerned will be advised to that effect, whereupon he shall release the merchandise upon compliance with the usual entry requirements.

(Sec. 307, 46 Stat. 689; 19 U.S.C. 1307)

**§ 12.44 Disposition.**

Merchandise detained pursuant to § 12.42 may be exported at any time before it is deemed to have been abandoned as hereinafter provided for. If it has not been exported within 3 months after the date of importation, the district director shall ascertain whether the proof specified in § 12.43 has been submitted within the time prescribed in that section. If the proof has not been so submitted, or if the Commissioner of Customs advises the district director that the proof furnished does not establish the admissibility of the merchandise, the district director shall promptly advise the importer in writing that the merchandise is excluded from entry. Upon the expiration of 60 days after the delivery or mailing of such advice by the district director, the merchandise shall be

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deemed to have been abandoned and shall be destroyed, unless it has been exported or a protest has been filed as provided for in section 514, Tariff Act of 1930.

(Sec. 307, 46 Stat. 689; 19 U.S.C. 1307)

**§ 12.45 Transportation and marketing of prison-labor products.**

If any apparent violation of section 1761 or 1762, title 18, United States Code,<sup>20</sup> with respect to any imported article comes to the attention of a district director, he shall detain the article and report the facts to the appropriate United States attorney. If the United States attorney advises the district director that action should be

<sup>20</sup>(a) Whoever knowingly transports in interstate commerce or from any foreign country into the United States any goods, wares, or merchandise manufactured, produced, or mined, wholly or in part by convicts or prisoners, except convicts or prisoners on parole or probation, or in any penal or reformatory institution, shall be fined not more than \$1,000 or imprisoned not more than one year, or both.

(b) This chapter shall not apply to agricultural commodities or parts for the repair of farm machinery, nor to commodities manufactured in a Federal, District of Columbia, or State institution for use by the Federal Government, or by the District of Columbia, or by any State or Political subdivision of a State." (18 U.S.C. 1761.)

(a) All packages containing any goods, wares, or merchandise manufactured, produced, or mined wholly or in part by convicts or prisoners, except convicts or prisoners on parole or probation, or in any penal or reformatory institution, when shipped or transported in interstate or foreign commerce shall be plainly and clearly marked, so that the name and address of the shipper, the name and address of the consignee, the nature of the contents, and the name and location of the penal or reformatory institution where produced wholly or in part may be readily ascertained on an inspection of the outside of such package.

(b) Whoever violates this section shall be fined not more than \$1,000, and any goods, wares or merchandise transported in violation of this section or section 1761 of this title shall be forfeited to the United States, and may be seized and condemned by like proceedings as those provided by law for the seizure and forfeiture of property, imported into the United States contrary to law." (18 U.S.C. 1762.)



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## § 12.48

taken against the article, it shall be seized and held pending the receipt of further instructions from the United States attorney or the court.

**COUNTERFEIT COINS, OBLIGATIONS, AND OTHER SECURITIES; ILLUSTRATIONS OR REPRODUCTIONS OF COINS OR STAMPS**

§ 12.48 Importation prohibited; exceptions to prohibition of importation; procedure.

(a) In accordance with Chapter 25, Title 18, United States Code, any token, disk, or device in the likeness or similitude of any coin of the United States or of a foreign country; counterfeits of coins in circulation in the United States; counterfeited, forged, or altered obligations or other securities of the United States<sup>31</sup> or of any foreign government; or plates, dies, or other apparatus which may be used in making any of the foregoing, when brought into the United States, shall be seized, and delivered to the nearest representative of the United States Secret Service, together with a report of the facts, for appropriate disposition.

(b) In accordance with section 504 of title 18, United States Code, the printing, publishing, or importation or the making or importation of the necessary plates for such printing or publishing for philatelic, numismatic, educational, historical, or newsworthy purposes in articles, books, journals, newspapers, or albums (but not for advertising purposes, except illustrations of stamps and paper money in philatelic or numismatic advertising of legitimate numismatists and dealers in stamps or publishers of or dealers in philatelic or numismatic articles, books, journals, newspapers, or

<sup>31</sup>The term "obligation or other security of the United States" includes all bonds, certificates of indebtedness, national bank currency, Federal Reserve notes, Federal Reserve bank notes, coupons, United States notes, Treasury notes, gold certificates, silver certificates, fractional notes, certificates of deposits, bills, checks, or drafts for money, drawn by or upon authorized officers of the United States, stamps and other representatives of value, of whatever denomination, issued under any act of Congress, and canceled United States stamps. (18 U.S.C. 8.)

albums) of black and white illustrations of canceled and uncanceled United States postage stamps shall be permitted.

(c) The importation (but not for advertising purposes except philatelic advertising) of motion-picture films, microfilms, or slides, for projection upon a screen or for use in telecasting, of postage and revenue stamps and other obligations and securities of the United States and postage and revenue stamps, notes, bonds, and other obligations or securities of any foreign government, bank, or corporation shall be permitted.

(d) Printed matter of the character described in section 504, title 18, United States Code,<sup>32</sup> containing re-

<sup>32</sup>Notwithstanding any other provision of this chapter, the following are permitted:

(1) The printing, publishing, or importation, or the making or importation of the necessary plates for such printing or publishing, of illustrations of:

- (A) Postage stamps of the United States.
- (B) Revenue stamps of the United States.
- (C) Any other obligation or other security of the United States, and

(D) Postage stamps, revenue stamps, notes, bonds, and any other obligation or other security of any foreign government, bank, or corporation, for philatelic, numismatic, educational, historical, or newsworthy purposes in articles, books, journals, newspapers, or albums (but not for advertising purposes, except illustrations of stamps and paper money in philatelic or numismatic advertising of legitimate numismatists and dealers in stamps or publishers of or dealers in philatelic or numismatic articles, books, journals, newspapers, or albums). Illustrations permitted by the foregoing provisions of this section shall be made in accordance with the following conditions—

(i) All illustrations shall be in black and white, except that illustrations of postage stamps issued by the United States or by any foreign government may be in color;

(ii) All illustrations (including illustrations of uncanceled postage stamps in color) shall be of a size less than three-fourths or more than one and one-half, in linear dimension, of each part of any matter so illustrated which is covered by subparagraph (A), (B), (C), or (D) of this paragraph, except that black and white illustrations of postage and revenue stamps issued by the United States or by any foreign government and colored illustrations of canceled postage stamps issued by the United States may be in the

*Continued*

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The document provides a detailed list of items that should be tracked, such as inventory levels, customer accounts, and supplier payments. It also outlines the procedures for recording these transactions, including the use of specific forms and the assignment of responsibilities to different staff members.

The second part of the document focuses on the analysis of the recorded data. It describes various methods for identifying trends, such as comparing monthly sales figures and analyzing seasonal fluctuations. The document also discusses the importance of regular audits to verify the accuracy of the records and to detect any potential discrepancies or fraud. It provides a step-by-step guide for conducting these audits, from the selection of samples to the final reporting of findings.

The final part of the document addresses the overall management of the financial system. It discusses the role of the accounting department in providing timely and accurate information to management for decision-making. It also touches upon the importance of maintaining up-to-date financial statements and the need for clear communication between the accounting team and other departments. The document concludes with a summary of the key points and a call to action for all staff members to adhere to the established procedures.

**Appendix B**

**CUSTOMS INVESTIGATIONS UNDER SECTION 307**

## Pending Case Currently Under Review

Various products from the Soviet Union (1982)

On June 18, 1982, hearings were conducted by the Subcommittee on International Finance of the Senate Committee on Banking, Housing, and Urban Affairs concerning labor practices in the Soviet Union, particularly the use of convict or forced labor and the conditions of confinement of such laborers. On August 17, 1982, a resolution was submitted requesting that the U.S. Department of State investigate allegations that forced labor was being used in the construction of the Soviet gas pipeline. During the same period, the International Society for Human Rights and the International Confederation of Free Trade Unions were raising similar accusations concerning the pipeline construction project, and the latter group had made a formal complaint to the ILO. On September 22, 1982, the U.S. Department of State issued a statement on the use of forced labor in the U.S.S.R. and called for an impartial international inspection. Soon thereafter, an ILO official visited the Soviet Union, resulting in an October 1982 Soviet invitation for ILO representatives to visit the construction site, which was accepted in principle by the ILO.

Both the November 1982 interim report and the February 1983 final report by the State Department indicated that substantial compulsory labor was being employed in the Soviet Union and in particular on construction projects. Vietnamese workers and Soviet citizens were stated to be involved in such labor, in both manufacturing and other operations (though only Soviet workers were said to be working on the pipeline). On March 24, 1983, House Concurrent Resolution 100 was introduced to condemn Soviet repression and exploitation of workers--as had the United Nations in several actions since 1953. Further study of the allegations was then undertaken by the U.S. Customs Service.

On September 28, 1983, the Commissioner of Customs requested guidance from the U.S. Department of the Treasury on whether to issue preliminary findings that about 50 classes of products imported from the Soviet Union should be prohibited importation as having been made with compulsory labor. The list was based on information supplied principally by the Central Intelligence Agency (CIA), following that agency's review of statements by individuals and other evidence. CIA information had covered a much wider range of products than the draft submitted by the Customs Service, which was narrowed after consideration of the sufficiency of supporting evidence. Other evidence had been provided by the U.S. Department of State and by various individuals, including Congressmen who expressed continuing interest in the labor situation in the U.S.S.R.

The U.S. Department of State had earlier issued a report stating that as many as 4 million persons in the Soviet Union were working as forced or convict laborers, and that about 10,000 of them were political dissidents. However, it was felt that evidence supporting the application of section 307 to prohibit the entry of the products in question was insufficient. According to the State Department,

While it is clear that some Soviet enterprises which utilize forced labor produce goods which are ultimately exported, neither the exact magnitude of the contribution forced labor makes to the total output nor the specific items produced with such labor have been determined. Moreover, the evidence seems clear that although forced laborers produce a substantial amount, in absolute terms, of primary and manufactured products, this is only a small, if not negligible, percentage of total Soviet industrial production. An even smaller percentage is exported, and, of this, only a very small fraction reached the US. The absence of specific evidence that a particular good or article was produced using forced labor would certainly raise questions regarding any attempt to apply Section 307 broadly in regulating US-Soviet commerce.

As a result of Customs' draft notice and of the concerns raised by Government agencies, Customs was asked by the U.S. Department of the Treasury to prepare new guidelines to assist in the application of section 307, particularly as to goods from the Soviet Union. These guidelines were to assure consistency in the decision making process and to ensure that an intensive review of the facts of each case would be carried out. The new Customs guidelines were prepared and are still under consideration, and the CIA compiled a product list along with a summary of supporting evidence in each category that served as the basis for review by senior Government officials.

After this review process, the U.S. Customs Service drafted a list containing five product categories as to which the evidence of both significant forced-labor content and likely US-bound shipments were found to exist. <sup>1/</sup> The evidence provided by the CIA was collected from all available sources with greater weight given to information which was reported by more than one source. Much of the information provided to Customs is more than 4 years old and some of it is 10 years old or older. The problems in relating this evidence to a specific item ban under section 307 are made difficult as much of the information relates to broad product groups that encompass a large number of individual items. This list is still under review by the U.S. Department of the Treasury.

#### Products Prohibited Entry Under Section 307

##### Wooden furniture from Mexico (1953)

A shipment of wooden tables and chairs from Mexico was presented for entry during 1953 at the border in Texas. An accompanying invoice noted that the merchandise was made by convict labor, and the seller's business card represented him as an agent for the State penitentiary shops. This was apparently the only evidence for Customs' exclusionary ruling (T.D. 53408).

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<sup>1/</sup> The five product categories were tea, gold, petroleum products, agricultural machinery, and tractor generators.

other than the existence of a prior entry, in 1943, of a shipment of furniture from the same penitentiary in Ciudad Victoria, Mexico, which had been entered at the same port of entry. Because of these two incidents Customs prepared and issued a finding as to these articles to prevent sporadic attempts to introduce such convict-made goods into this country.

#### Furniture from Mexico (1958)

In 1958, a ruling was issued (T.D. 54725) that prohibited the entry of furniture of metal with palm fiber backs and seats, of clothes hampers, and of palm leaf bags into the United States from Mexico. When a shipment of metal furniture was entered, the seller, after questioning by the Customs officer at the port, stated that it was convict made. He also said that the prison had an open area where the public was allowed to purchase goods made by the convicts. Before issuing a ruling, the U.S. Customs Service ordered an investigation to be conducted by a Treasury representative in Mexico City.

In this case, Customs relied upon the Hendrick rule, which was formulated in 1956, to decide if the articles should be prohibited entry into the United States. Customs determined that three of the exclusionary requirements of the Hendrick rule were met, i.e. (1) the convicts worked on their own time, (2) they worked voluntarily, and (3) the State received no pecuniary benefit. However, the fourth requirement relating to wages being paid that are comparable to nonconvict labor for the same work was not met and consequently the goods were banned.

#### Crabmeat from the Soviet Union (1950-61)

In January 1951, on the basis of information from former prisoners of war from Japan held by the Russians, the U.S. Secretary of the Treasury approved the finding of the Commissioner of Customs that compulsory labor had been used in the Soviet Union to process and manufacture canned crabmeat 1/ and banned importation of the product.

This case was initiated following a complaint from six Congressmen, and the evidence considered by Customs consisted largely of summaries provided by the Central Intelligence Agency, supplemented by affidavits obtained from ex-prisoners in Japan. 2/ The U.S. Department of State also assisted in the investigatory process. The Department's assurances in 1961 that crabmeat was no longer canned using prison labor served as the basis for the revocation of the Customs finding prohibiting imports of Soviet crabmeat.

#### Gymnastic equipment from Canada (1970)

During 1970, a physical education instructor wished to purchase a gymnastic apparatus called a "Canadian Foldaway Climber" that was made in Canada by prison labor. He was aware of section 307, but since the apparatus

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1/ Federal Register, vol. 16 (1951) p. 776.

2/ "Forced Labor in the Soviet Union," Report of the Subcommittee on Human Rights and International Organizations of the House Committee on Foreign Affairs, Nov. 9, 1983, p. 79.

was not available for sale in the United States he inquired if an exception could be granted under the statute. Customs informed him that if gym equipment of a similar type was available for purchase in the United States, no exception would be granted. In addition, before an exception could be granted, other criteria must be met--specifically, satisfying the Hendrick rule. Without elaboration, Customs advised that the importation of the gym equipment would be prohibited entry into the United States under section 307.

#### Assorted articles from Mexico (1970)

A private citizen during 1970 wanted to import a number of goods made by convict labor in Mexico and to sell them in the United States. The sales would have provided a source of income to the inmates as well as to the importer. Customs informed him that articles of the type described would be prohibited entry under section 307.

#### Hammocks from Mexico (1974)

A private citizen during 1974 wanted to import nylon hammocks made by prisoners in a municipal jail in Acayucan, Mexico, to earn spending money and asked if this was possible. Customs advised him that section 307 provides for a general prohibition of the entry of convict-made goods into the United States. In some cases, certain uses of convict labor have been found to be outside the prohibition depending upon the facts of each case. Here, however, entry was barred.

#### Assorted goods from Mexico (1974)

A private citizen asked Customs during 1974 if it were possible to import products partially manufactured in a Mexican penitentiary. Customs responded by informing him that the statute calls for the exclusion of all goods manufactured wholly or in part by convict labor. The importer was told that exceptions have been made only after Customs has conducted an investigation but no such investigation was conducted.

#### Garments from Mexico (1980)

During 1980, a clothing factory in Mexico wanted to have some garments sewn by prisoners in a penitentiary. The inmates would be paid a minimum wage, and a prorated amount would be used to pay for utilities and space. In order to make its determination in this case, Customs again reviewed past convict labor cases on file to determine how the Hendrick rule had been applied. Customs referred to a 1973 memorandum, 1/ which stated that the rule had been used in all convict labor cases since 1956 to determine whether articles were within the statutory prohibition. Another memorandum written

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1/ Memorandum from R. Wallis to P. McCarthy, "Review of convict labor case files," August 6, 1973.

during this investigation 1/ summarized past Customs practices. Specifically, the ". . . rule was used in cases involving articles produced in fairly small quantities which did not pose a serious threat to U.S. labor." 2/ The author of this memorandum felt that the underlying assumption to the Hendrick rule was ". . . that the convict-made goods to be imported under the rule would be handicraft items or similar items that would not significantly compete with items made in this country, even though this was not explicitly stated in the formula." 3/ However, the garments in this case could be produced in considerable volume with factory methods in the prison and would be competitive with American industry and labor. Thus, the author believed that the importation of garments produced partially in a prison operation should not be allowed entry. The ruling in the case said "[t]o allow the importation of these products would be to disregard the basic purpose of 19 U.S.C. 1307, which is to protect American labor from competition by convict labor in foreign countries." 4/

#### Products Allowed Entry

##### Handicraft articles from Mexico (1968)

During 1968, when J. C. Penney Co., Inc., was expecting a shipment of handicraft articles made by convicts in Mexico, it asked the U.S. Customs Service if the articles would be allowed entry into this country. The Office of Investigations instructed the Customs representative in Mexico to provide answers to the following questions:

- (a) What is the description of the handicraft products which will be exported to the United States?
- (b) Are the convicts paid at rates prevailing for similar work performed by nonconvict labor?
- (c) Is there a reduction in the number of hours worked at normal institutional assignments in order to permit the convicts to devote 6-1/2 hours to produce the articles?
- (d) Do convicts have access to their earnings for purchasing any products or services normally available to them?

This file contained several conflicting opinions concerning the appropriate disposition of the case, particularly questioning the legal justification and economic validity of the application of the Hendrick rule. Nonetheless Customs finally determined to allow the handicraft articles made by Mexican convicts to enter the United States based on the Hendrick rule.

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1/ Memorandum from Chief, Entry, Licensing & Restricted Merchandise Branch, to Director, Office of Regulations and Rulings; "The 'Hendrick rule' and convict labor cases," Apr. 25, 1980.

2/ Id.

3/ Id.

4/ Customs ruling 712519, Oct. 20, 1980.



Tablecloths from Puerto Rico (1971)

During 1971, a shipment of tablecloths from Puerto Rico, accompanied by a certificate which in translation read "State Penitentiary--The Director," was entered at a U.S. port. The Customs officer asked Customs headquarters if the tablecloths should be found to be in violation of section 307. Customs advised him to obtain further information concerning conditions of production abroad, including where the cloths were made and under what circumstances. He was also advised to detain the shipment until the requested information was provided. A Customs representative spoke to the owner of the importing company, who claimed to have imported these prison-made tablecloths for many years but was never told that such importations were against the law. The owner then made other arrangements for the future purchase of tablecloths. Customs ruled that an investigation was not warranted since the importer stated he would not purchase such tablecloths in the future. The shipment was then allowed entry.

Booklets from Canada (1974)

During 1974, booklets entitled "Correctional Industries Association 1973-74 Directories" were detained at the border because they had been printed in a prison in Ontario, Canada. This shipment was ultimately allowed entry into the United States as Customs determined that the booklets were only for the use of the prison association; the books would not be available for sale to the general public; this shipment had been a one-time importation made without knowledge of the law; and there was an urgent need for the directories.

Coal from South Africa (1974)

This case was instituted during 1974 after the President of the United Mine Workers of America and the Attorney General of Alabama (hereinafter "the complainants") informed Customs that shipments of coal produced by indentured labor in South Africa were expected to arrive in Alabama. This coal, to be used in power plants in the United States, was said to be produced domestically in sufficient quantities to meet the consumptive demands of U.S. consumers and consequently was subject to exclusion under section 307. The importers asserted that low-sulphur coal rather than simply coal was the proper class of merchandise to be examined and that it was not produced in quantities sufficient to meet U.S. needs. In their letter to the U.S. Customs Service, the complainants supplied all the information sought under 19 CFR 12.42(b) and requested that Customs withhold release of all South African coal until a final determination under the statute had been made.

Customs conducted an investigation to determine (1) if the South African coal was produced by indentured labor under penal sanctions, including a study of the mining system under the Bantu Labour Act of 1974 and the Bantu Labour Regulations, and (2) if sufficient low-sulfur coal were being produced to meet U.S. consumers' needs. As a result of its investigation Customs determined that low-sulphur coal was a separate commodity within the general category of coal, that the supply of low-sulfur coal was insufficient to meet U.S. demand, and that such production would not be sufficient in the future. Consequently,

Customs ruled that no action would be taken under section 307 to stop importation of coal from South Africa.

Hand-made rugs from Portugal (1976)

In 1976, a shipment of rugs from Portugal was held for Customs release at a port of entry. When a U.S. citizen attempted to retrieve the shipment for her personal use, she mentioned that the rugs had been made by women prisoners. The Customs officer then informed her that the merchandise was prohibited entry into the United States under section 307. The rugs were detained pending further instructions from Customs headquarters.

The District Director advised the Port Director to release the rugs immediately. Because of this decision, an internal dispute developed among Customs officials over the policy of detention. Customs headquarters issued directives to attempt to establish uniform policies on preliminary detention of merchandise believed to have been produced by prohibited labor abroad. These directives were intended to bring allegations to the immediate attention of Customs headquarters, so that adequate initial review could be assured and goods obviously not within the scope of section 307 released.

Automotive exhaust parts from Canada (1979)

A truck driver transporting these parts from Canada during 1979 told a Customs officer at a border check that he had picked them up at a minimum security prison, and the officer detained the goods. The Customs official conducting the investigation contacted both the correctional institution and the automotive parts company. The company leased an area from the prison, as part of a prison industrial work program, where outside workers employed by the firm worked side by side with the inmates. The inmates worked voluntarily, they were paid the minimum wage, and the Government received no pecuniary benefit as a result of the inmates' work. Relying upon the Hendrick rule, Customs determined that the auto parts were not produced by prohibited labor and therefore were not to be excluded from entry under section 307.

Hand-made rugs from Portugal (1980)

A Portuguese company had exported rugs hand made by women prisoners for many years. The prison had previously been administered by a religious order, and the invoices that accompanied the rugs bore the religious order's name. Later, the prison was administered by the Government of Portugal, and the invoices now bore the title "Women's Central Prison." In 1980, the exporter informed Customs of this change because it was aware of the statute that prohibited the entry of goods made by convicts, and it wanted to avoid problems at U.S. ports of entry.

The letter provided almost all of the information required under 19 CFR section 12.42(b). Customs asked for additional information concerning the production process and an estimate of the quantity of goods expected to be exported to the United States annually. The investigation disclosed that the

inmates worked voluntarily and on their own time, and they were paid a minimum wage. Customs stated that in other instances in which the Hendrick rule conditions had been met, they had allowed the importation of small quantities of goods produced by convicts. Based on the facts of this case and on the Hendrick rule, Customs ruled that the rugs were not prohibited entry under section 307.

#### Toy trucks from Bolivia (1980)

In 1980, a shipment of six toy trucks, valued at less than \$100, arrived in the United States from Bolivia bearing an invoice stating that the trucks were made in a public prison. The Customs officer forwarded that information to headquarters, which decided not to institute an investigation because no pertinent facts were supplied as to the production process. As there was no evidence that further shipments were expected, the trucks were allowed to enter.

#### Furniture from Mexico (1971)

The Customs investigator in this case saw wrought iron furniture from the prison being loaded onto a truck during 1971 that was then transported to a manufacturing firm in Mexico. The investigator visited this firm and discovered that it contained no facilities capable of producing furniture. The firm agreed to die-stamp the furniture already in inventory to indicate its origin and also to remove the tools and manufacturing equipment from the prison to their own factory. The case was closed because the U.S. importer agreed to cease importations from the foreign firm.

#### Vitreous enamelware from Spain (1973)

At a Chicago housewares show in 1973, an importer stated that five Spanish firms that were exporting enamelware had used political prisoners to build and run their factories. There was some doubt on Customs' part whether to institute an investigation. Initially, the Office of Investigations decided to await further reports from the port of entry involved as well as the resolution of other pending section 307 cases before instituting an investigation. Later, according to instructions in the file, an investigation was to be conducted to determine if the products were made with convict labor, seeking as much information as possible from prison authorities and other Spanish Government officials. Although the evidence presented was deemed sufficient to justify an investigation abroad, these products were not detained at the port of entry, since the evidence was found not sufficiently credible to warrant the immediate interference with current imports. Almost 7 months after the initial complaint was lodged, an investigation still had not been conducted. In fact, the investigation was never conducted. A later memorandum in the file stated that further information from the source of the complaint was needed: a full statement of the informant's beliefs, a detailed description of the merchandise and any facts known about the use of prisoners in the production of the articles. Apparently, no further information was developed, and the file was closed approximately one year after the original complaint had been made.

Hand-woven rugs from Pakistan (1973)

This case was closed because no further shipments of the rugs were imported into the United States from Pakistan after the one in question in 1973. The U.S. Customs Service was persuaded that the transaction under review was an isolated incident. Investigations were conducted abroad twice in this case, because of questions as to the conduct of the first investigation. The information revealed that (a) the prisoners worked voluntarily, (b) they were paid for their work, but the pay was below the prevailing wage that nonprisoners received for the same work, (c) the wages earned were all credited to the prisoners, and (d) the State received no pecuniary benefit from the prisoners' labor. Factor (b) could have justified banning the rugs as the imports did not fully meet the Hendrick criteria for exemption from the provisions of section 307.

Miniature toy tanks from Austria (1974)

The foreign investigation in this case (initiated in 1974 based on a report by a U.S. purchaser to a Customs official) disclosed that 90 percent of the tank production was by local Austrian residents and the other 10 percent by convicts. Although the packaging for tanks made by both groups was identical, the tanks were supposedly being segregated in storage according to the type of labor used; only tanks made by nonconvict labor were to be shipped to the United States. Due to an error, however, some tanks made by convicts were exported to this country. Following a visit to the prison by a Customs representative, a different type of packaging was developed for the convict-made tanks to prevent a recurrence of the error. Customs felt that further violations of section 307 would not occur and closed the case.

Miniature ships and swords from Spain (1974)

The importer, when questioned by a Customs official in 1974 about the value of imported ships and swords from Spain, stated that they were made by convict labor. The file contained no information other than a note which said "closed by telephone."

Stuffed toys from Japan (1975)

During the foreign investigation in the case, a Customs representative questioned Government officials in Japan and the toy company involved which stated that the toys made by the convicts were not being exported to the United States. The Government of Japan recommended that the case be closed since the evidence did not prove a violation of section 307. The Customs representative (T. Yasueda) stated for the file that "it was deemed diplomatically prudent not to pursue the matter with the Government of Japan."

Toys from Japan (1977)

An American prisoner at the Fuchu prison complained to the U.S. Embassy's consular section during 1977 that convicts at the prison were manufacturing toys which were then exported to outside markets, including the United

States. A Customs representative spoke to the vice president of the toy manufacturing company and to representatives of the trading companies which bought the toys. The representative determined that the toy manufacturing company, which did have a contract with the Ministry of Justice, was not diligently segregating the toys that were made by convicts from the toys made by nonconvict labor. The file noted that the U.S. State Department had been informed of these allegations and that direct communication with the Ministry of Foreign Affairs was being considered. However, a note in the file stated without supporting reasons, that no action was deemed necessary. No explanation was provided as to why more information was not sought.

#### Wire mesh screens from Taiwan (1982)

Three investigations were conducted recently that were either exclusively or in part concerned with the use of prison labor on fireplace mesh panels imported from Taiwan. The investigations are noteworthy, as they highlight several of the problems and areas of uncertainty that may be encountered in efforts to apply U.S. law to convict labor situations.

In 1982, U.S. the Customs Service conducted an investigation, based on allegations made by U.S. producers, to determine if Taiwan fireplace mesh screens exported to the United States were being made with prison labor. The Customs official in Taiwan (1) conducted interviews, and (2) reviewed translations of payroll receipts and payroll ledger books at the Taichung Detention Facility and at the three screen producing companies involved. The interviews revealed that two of the factories had used workers from the detention facility. These workers were persons awaiting trial or appeal trials. Under Taiwan law, detainees cannot be forced to work but are permitted to volunteer their labor to earn money for a better grade of food and/or to provide income for their families. The workers received at least 80 to 92.5 percent of the wages paid to the detention facility, an amount which approximates simple market labor wages. Taiwan producers stated that due to dumping allegations by U.S. manufacturers, production of wire mesh screens for export to the United States ceased.

On the basis of that information, Customs did not ban entry of the fireplace panels but did not state the reason(s) for the ruling. However, the decision not to enforce section 307 in this case could have been based, at least in part, on the Hendrick rule, since the workers in the detention center were reportedly working on their own volition with adequate financial compensation. In addition, it is unclear if the work performed by the detention center residents fell under the prohibition of section 307, because Customs did not determine if the terms "convict" or "forced labor" would apply to the work of the so-called detainees at the center.

The U.S. International Trade Commission and the U.S. Department of Commerce investigated allegations of dumping and subsidies with respect to imports of fireplace mesh panels from Taiwan in 1981 and 1982. In both instances, the petitioners alleged that convict labor was used in the manufacture of the panels and should be considered in determining the dumping margin and the level of subsidy. In these cases, Commerce did not rule directly on the convict labor issue. In the subsidy case, Commerce ruled that labor from training centers was not used during the period of investigation

(January-June 1982). In the dumping case, Commerce ruled that it does not have the authority to begin an investigation to determine the existence of convict labor and referred the petitioner to the U.S. Customs Service.

#### Sugar from the Dominican Republic (1982)

This case involved the use of forced labor to harvest sugar in the Dominican Republic. The forced laborers were Haitians, who were captured and allegedly sold to the sugar companies. Customs discussed these allegations with the U.S. Departments of State and Labor. The U.S. Department of Labor informed Customs that the allegations were the subject of an official complaint lodged with the ILO that was scheduled to conduct hearings on this matter in the spring or summer of 1983. In a letter dated December 7, 1982, Customs determined that an investigation in this case was not warranted at that time. However, they would consider the matter further, if necessary, after the ILO issued its findings. According to a Customs employee, there has been no further action in this case and the file is now closed.

The ILO issued its findings on May 6, 1983. <sup>1/</sup> The ILO found that the security forces of the Dominican Republic did engage in supplying to the State sugar plantations Haitians who entered the country illegally. The military took an active role in locating and detaining these illegal Haitians in order to provide labor to the plantation, during certain times of the year. The ILO could not categorically affirm that payments were made to the officials who supplied these Haitians to the plantation, due to a lack of sufficient evidence.

#### Other cases

Four Customs files concerning license plates from Canada, champagne wire hoods from the Federal Republic of Germany, rondelles from Austria, and hand-woven rugs from Pakistan were closed after investigations disclosed that convict labor had not been used to produce the subject articles.

Three other files contained no statement as to their disposition. These cases involved baskets from the Philippines (1974), carpets from Iran (1974), and shoes from Colombia (1975). No final action is recorded in these files although further information had been requested, but not received.

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1/ Report of the Commission of Inquiry appointed under article 26 of the Constitution of the International Labour Organization to examine the observance of certain international Labour Conventions by the Dominican Republic and Haiti with respect to the employment of Haitian workers on the sugar plantations of the Dominican Republic, International Labour Office, Official Bulletin, Special Supplement, vol. 66, 1983.

APPENDIX C

LEGAL ELEMENTS AND EVIDENTIARY STANDARDS FOR APPLICATION OF 19 U.S.C.  
SECTION 1307, PROHIBITING THE IMPORTATION OF CONVICT-MADE  
MERCHANDISE (DRAFT)

Legal Elements and Evidentiary Standards for  
Application of 19 U.S.C. §1307, Prohibiting the  
Importation of Convict-Made Merchandise

I. The Statute

The operative sentence of section 1307 provides:

All goods, wares, articles, and merchandise mined, produced, or manufactured wholly or in part in any foreign country by convict labor or/and forced labor or/and indentured labor under penal sanctions shall not be entitled to entry at any of the ports of the United States, . . . .

An exception, applicable where domestic U.S. demand is not being satisfied, will be quoted and discussed later.

II. The Procedures

A. The Secretary of the Treasury has substantive authority to make "such regulations as may be necessary for the enforcement of this provision." In the exercise of that authority, he has promulgated regulations defining the procedures the Commissioner of Customs is to follow in enforcing section 1307. See 19 C.F.R. §12.42-.44.

B. On receiving written information sufficient to support a decision and after such investigation as is warranted, id. §12.42(a)-(d), if the Commissioner finds "that information available reasonably but not conclusively indicates that merchandise within the purview of section [1307] is being, or is likely to be, imported, . . . the district directors shall thereupon withhold release of any such merchandise . . . ." Id. §12.42(e).

C. If the Commissioner actually determines "that the merchandise is subject to" section 1307, he is to obtain the approval of the Secretary of the Treasury and publish "a finding to that effect" in the Federal Register and the Customs Bulletin. Id. §12.42(f).

D. Any particular entry of merchandise that is (1) within a "class specified in a finding made under paragraph (f)", and (2) still being detained by Customs at the time of the publication, is to be treated as "an importation prohibited by section [1307]" unless the importer is able to establish "by satisfactory evidence that that particular entry of merchandise was not mined,



produced, or manufactured in any part with the use of a class of labor specified in the finding." Any importer, it appears, may voluntarily export the detained merchandise at any time.

E. Absent voluntary exportation, the Customs Service must hold the merchandise until 3 months after the publication or until 3 months after the attempt to import the merchandise, whichever is later. Up until that time, the importer may bring in evidence to establish that the particular merchandise at issue was not made with the use of a class of labor specified in the finding. Id. §12.42(g).

F. If satisfactory proof has not been submitted within 3 months, Customs is to notify the importer "in writing that the merchandise is excluded from entry". After waiting an additional 60 days to permit the importer to export the merchandise or file an administrative protest under 19 U.S.C. §1514, Customs is to treat the merchandise as abandoned and destroy it.

### III. The Legal Elements and Evidentiary Requirements

A. While section 1307 only prohibits the entry of merchandise that actually contains "wholly or in part" components made with prohibited labor, the Secretary has substantive rulemaking power permitting him to detain other merchandise if reasonably necessary to achieve that purpose.

B. The responsibility of the Commissioner (to whom authority to implement the regulations has been delegated) is to make preliminary and (with the approval of the Secretary) final findings concerning whether merchandise is being or is likely to be imported in violation of section 1307. There is no provision granting any importer a right to participate at this stage of the process. In making those findings, under §12.42(e) and (f) of the regulations, both the detailed requirements of §12.42(b) and the protest and judicial review provisions of §12.44 cause us to conclude that the findings must be supported either with (a) a recitation of the evidence and reasons supporting it or (b) the detailed supporting material required to be submitted to the Commissioner under §12.42(b), supplemented with the results of any further investigation he undertakes. This requirement, however, does not require that he reveal classified information and it is expressly contemplated that, should judicial review be sought at any point, the Government should reserve the option of protecting its intelligence sources and methods even at the cost of loss of the litigation. Appropriate unclassified summaries should be substituted to support the findings.

C. 1. Upon receiving information as provided in the regulation, the first step that the Commissioner must take is to define the appropriate class of merchandise. The Commissioner

has the authority to proscribe the entry of "goods, articles or merchandise" through the use of administratively necessary classifications. That is, he is empowered (as a result of his substantive rulemaking authority under section 1307) to define categories of merchandise that are to be detained or excluded despite the fact that a particular class may be somewhat too narrow or too broad to coincide perfectly with the universe of merchandise that was actually produced with convict, forced, and/or indentured labor.

C. 2. In establishing each such class, the Commissioner should use the narrowest classification that he can reasonably establish. That is, by using the most specific Tariff Schedule classification possible, and/or narrowing limitations such as country of origin, manufacturer, or specific physical characteristics, he should seek to avoid prohibiting the entry of any merchandise that is not necessary to the task of excluding the prohibited merchandise. Where possible he should use multiple narrow classifications rather than a single broad one.

D.1. Under the statute and regulations, merchandise is only excludable if it contains "wholly or in part" components made with prohibited labor. That is, the use of tools, factories, energy, or other means that were themselves made with prohibited labor to produce the merchandise will not make the merchandise excludable. In addition, the merchandise is excludable if any part or component is made with prohibited labor, except where the part or component is *de minimus*. Such a rule would comport with the construction given by the Court of International Trade to the term "in part." It would also permit the Treasury to invoke more easily the 1307 exclusion and shift to the importer and producer the burden of proving that the imported article is not "in part" of the offending component by establishing that the economic contribution of the prohibited labor to the article is *de minimus*.

D.2. The legislative history of the statute reflects the intent of Congress to protect American industries from foreign competitors who obtain a competitive advantage by using forced labor. Therefore, with respect to any producer in a free market economy for which such information is available, the Commissioner should make a specific finding that the use of forced labor gives that foreign producer a more than de minimus price advantage over American producers. If such information is not available because either the foreign producer or the country in which it is located is unable or unwilling to make such information available or is unreliable because the producer is in a state controlled economy in which costs and prices can be artificially set, then the Commissioner should consider the following in determining whether a competitive advantage resulting from the use of forced labor is more than de minimus:

- (a) whether the economy is free market or state controlled;
- (b) the nature of the product (whether labor cost is a significant component);
- (c) the (apparent) value added by use of forced labor;
- (d) the number of parts added or assembled by use of forced labor, relative to the number of parts in the finished product;
- (e) the percentage of time required for production of the article which is contributed by forced labor; and/or
- (f) any other relevant information available.

E. 1. If the class established is excessively overbroad, that is, if it includes too many articles that are not subject to the statutory prohibition, it cannot be justified under the rulemaking authority of the statute. A de minimus rule -- to the effect that goods will only be excludable under section 1307 if the classification chosen is not too overbroad -- should be developed on a case-by-case basis. In order to ensure that this important limitation is actually considered and applied in each case, the question of the overbreadth of each class should be expressly addressed in quantitative terms in each preliminary and each final finding. This step will help avoid a principal cause of the lack of uniformity in our past findings in this area. This is not to say that unrealistic precision should be artificially imposed on information that will not support it. But quantitative ranges (e.g., between 30 and 50%), rather than vague qualitative terms ("substantial" or "small") are needed, and the best estimate that is possible under the circumstances should be stated in the Commissioner's findings.

E. 2. The determination of the amount of overbreadth to be permitted is a judgment that should be made by the Secretary, or his delegee. So long as the overbreadth in each classification has been quantified to the extent that the available information reasonably permits, case-by-case application of the statute and regulations should lead to the evolution of more consistent standards than our past practice. This approach must permit the use of different quantitative standards where a country or other entity refuses to permit the Commissioner to perform an adequate investigation.

F. In deciding whether to act, the Commissioner must determine whether prohibited merchandise of the class defined "is

being or is likely to be" imported. Although research failed to reveal any case in which this language was invoked absent an actual importation -- with the resulting inference that additional merchandise was likely to be imported -- there is no indication in the statute, regulation or legislative history that such a limitation was intended. It seems fair to interpret the word "likely" in accordance with the dictionary definition "reasonably to be expected," and not to read into it any more stringent standard implying that importation must be more likely than not.

G. 1. The Commissioner must then determine whether the exception in section 1307 for "goods, wares, articles, or merchandise ... not mined, produced, or manufactured in such quantities in the United States as to meet the consumptive demands of the United States" is applicable to any of the classes he has defined. The words "consumptive demand" cannot be read to mean demand at a price influenced or potentially to be influenced by importation of the prohibited merchandise, or the entire statute would be nullified and its purpose not served. Under the circumstances, it seems consistent with the statute only to apply it where there is no possibility of domestic production or what little there is cannot be significantly expanded even at a manyfold increase in price.

G. 2. The exception should use all domestic merchandise that fits within the classification that is selected for the finding (presumably stripping out the country-of-origin and, where applicable, manufacturer limitations), and should also take account of any commercially viable substitutes available in the domestic economy.

**Appendix D**

**CONVENTIONS AND OTHER INTERNATIONAL AGREEMENTS CONCERNING SLAVERY/FORCED  
LABOR AND THEIR STATE PARTIES**

Conventions and other international agreements concerning slavery/forced  
labor and their state parties

International agreements	Entered into force	State parties	U.S.S.R.: party	U.S. party
		all but Switzer- land		
U.N. Charter-----	24 October 1943		X	X
Universal Declaration of Human Rights-----	10 December 1948	48	X	X
Slavery Convention of 1926 as amended-----	9 March 1927, as amended 7 December 1953	77	X	X
Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practice Similar to Slavery-----	30 April 1957	88	X	X
ILO Convention 29 (1930)-----	1 May 1932	125	X	
ILO Convention 105 concern- ing the abolition of Forced Labour (1957)-----	17 January 1959	97		
Covenant on Civil and Political Rights-----	23 March 1976	69	X	<u>1/</u> S
Covenant on Economic, Social and Cultural Rights-----	23 March 1976	73	X	<u>1/</u> S
Final Act-Conference on Security and Cooperation in Europe (Helsinki Accords)-----	1 August 1975	35	X	X
European Convention on Human Rights-----	3 September 1953	<u>2/</u> 21	X	X
American Convention on Human Rights-----	22 November 1969			

1/ Signed but not ratified by the Senate.

2/ All members of the Council of Europe.

APPENDIX E

TITLE 18, UNITED STATES CODE, CHAPTER 307 EMPLOYMENT  
(FEDERAL PRISON INDUSTRIES)

## CHAPTER 307. EMPLOYMENT

Section

E-2

- 4121. Federal Prison Industries; board of directors
- 4122. Administration of Federal Prison Industries
- 4123. New industries
- 4124. Purchase of prison-made products by Federal departments
- 4125. Public works; prison camps
- 4126. Prison Industries fund; use and settlement of accounts
- 4127. Prison Industries report to Congress
- 4128. Enforcement by Attorney General

### § 4121. Federal Prison Industries; board of directors

"Federal Prison Industries", a government corporation of the District of Columbia, shall be administered by a board of six directors, appointed by the President to serve at the will of the President without compensation.

The directors shall be representatives of (1) industry, (2) labor, (3) agriculture, (4) retailers and consumers, (5) the Secretary of Defense, and (6) the Attorney General, respectively.

### § 4122. Administration of Federal Prison Industries

(a) Federal Prison Industries shall determine in what manner and to what extent industrial operations shall be carried on in Federal penal and correctional institutions for the production of commodities for consumption in such institutions or for sale to the departments or agencies of the United States, but not for sale to the public in competition with private enterprise.

(b) Its board of directors shall provide employment for all physically fit inmates in the United States penal and correctional institutions, diversify, so far as practicable, prison industrial operations and so operate the prison shops that no single private industry shall be forced to bear an undue burden of competition from the products of the prison workshops, and to reduce to a minimum competition with private industry or free labor.

(c) Its board of directors may provide for the vocational training of qualified inmates without regard to their industrial or other assignments.

(d)(1) The provisions of this chapter [18 USCS §§ 4121 et seq.] shall apply to the industrial employment and training of prisoners convicted by general courts-martial and confined in any institution under the jurisdiction of any department or agency comprising the Department of Defense, to the extent and under terms and conditions agreed upon by the Secretary of Defense, the Attorney General and the Board of Directors of Federal Prison Industries.

(2) Any department or agency of the Department of Defense may, without exchange of funds, transfer to Federal Prison Industries any property or equipment suitable for use in performing the functions and duties covered by agreement entered into under paragraph (1) of this subsection.

(e)(1) The provisions of this chapter [18 USCS §§ 4121 et seq.] shall apply to the industrial employment and training of prisoners confined in any penal or correctional institution under the direction of the Commissioner of the District of Columbia to the extent and under terms and conditions agreed upon by the Commissioner, the Attorney General, and the Board of Directors of Federal Prison Industries.

(2) The Commissioner of the District of Columbia may, without exchange of funds, transfer to the Federal Prison Industries any property or equipment suitable for use in performing the functions and duties covered by an agreement entered into under subsection (e)(1) of this section.

(3) Nothing in this chapter [18 USCS §§ 4121 et seq.] shall be construed to affect the provisions of the Act approved October 3, 1964 (D.C. Code, sections 24-451 et seq.), entitled "An Act to establish in the Treasury a correctional industries fund for the government of the District of Columbia, and for other purposes."



**§ 4123. New industries**

Any industry established under this chapter [18 USCS §§ 4121 et seq.] shall be so operated as not to curtail the production of any existing arsenal, navy yard, or other Government workshop.

Such forms of employment shall be provided as will give the inmates of all Federal penal and correctional institutions a maximum opportunity to acquire a knowledge and skill in trades and occupations which will provide them with a means of earning a livelihood upon release.

The industries may be either within the precincts of any penal or correctional institution or in any convenient locality where an existing property may be obtained by lease, purchase, or otherwise.

**§ 4124. Purchase of prison-made products by Federal departments**

The several Federal departments and agencies and all other Government institutions of the United States shall purchase at not to exceed current market prices, such products of the industries authorized by this chapter [18 USCS §§ 4121 et seq.] as meet their requirements and may be available.

Disputes as to the price, quality, character, or suitability of such products shall be arbitrated by a board consisting of the Comptroller General of the United States, the Administrator of General Services, and the Director of the Bureau of the Budget, or their representatives. Their decision shall be final and binding upon all parties.

**§ 4125. Public works; prison camps**

(a) The Attorney General may make available to the heads of the several departments the services of United States prisoners under terms, conditions, and rates mutually agreed upon, for constructing or repairing roads, clearing, maintaining and reforesting public lands, building levees, and constructing or repairing any other public ways or works financed wholly or in major part by funds appropriated by Congress.

(b) The Attorney General may establish, equip, and maintain camps upon sites selected by him elsewhere than upon Indian reservations, and designate such camps as places for confinement of persons convicted of an offense against the laws of the United States.

(c) The expenses of transferring and maintaining prisoners at such camps and of operating such camps shall be paid from the appropriation "Support of United States prisoners", which may, in the discretion of the Attorney General, be reimbursed for such expenses.

(d) As part of the expense of operating such camps the Attorney General is authorized to provide for the payment to the inmates or their dependents [of] such pecuniary earnings as he may deem proper, under such rules and regulations as he may prescribe.

(e) All other laws of the United States relating to the imprisonment, transfer, control, discipline, escape, release of, or in any way affecting prisoners, shall apply to prisoners transferred to such camps.

**§ 4126. Prison Industries Fund; use and settlement of accounts**

All moneys under the control of Federal Prison Industries, or received from the sale of the products or by-products of such Industries, or for the services of federal prisoners, shall be deposited or covered into the Treasury of the United States to the credit of the Prison Industries Fund and withdrawn therefrom only pursuant to accountable warrants or certificates of settlement issued by the General Accounting Office.

All valid claims and obligations payable out of said fund shall be assumed by the corporation.

The corporation, in accordance with the laws generally applicable to the expenditures of the several departments and establishments of the government, is authorized to employ the fund, and any earnings that may accrue to the corporation, as operating capital in performing the duties imposed by this chapter [18 USC §§ 4121 et seq.]; in the repair, alteration, erection and maintenance of industrial buildings and equipment; in the vocational training of inmates without regard to their industrial or other assignments; in paying, under rules and regulations promulgated by the Attorney General, compensation to inmates employed in any industry, or performing outstanding services in institutional operations, and compensation to inmates or their dependents for injuries suffered in any industry or in any work activity in connection with the maintenance or operation of the institution where confined. In no event shall compensation be paid in a greater amount than that provided in the Federal Employees' Compensation Act.

Accounts of all receipts and disbursements of the corporation shall be rendered to the General Accounting Office for settlement and adjustment, as required by the Comptroller General.

Such accounting shall include all fiscal transactions of the corporation, whether involving appropriated moneys, capital, or receipts from other sources.

**§ 4127. Prison Industries report to Congress**

The board of directors of Federal Prison Industries shall make annual reports to Congress on the conduct of the business of the corporation and on the condition of its funds.

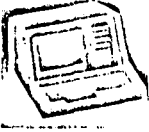





**§ 4128. Enforcement by Attorney General**

In the event of any failure of Federal Prison Industries to act, the Attorney General shall not be limited in carrying out the duties conferred upon him by law.

**Appendix F**

**INDUSTRIAL OPERATIONS OF FEDERAL PRISON INDUSTRIES, INC.**

# Industrial Operations

Division	Location and Number of Plants	Products and Services Provided	Major Federal Customers	Sales		
Data/Graphics 	Alderson, WV Englewood, CO Ft. Worth, TX Leavenworth, KS Lexington, KY Lewisburg, PA Lompoc, CA	Milan, MI Otisville, NY Oxford, WI Pleasanton, CA Ray Brook, NY Sandstone, MN	18 Plants	Computer programming, data encoding services (keypunch, key-to-tape). General printing, wood and metal signs, drafting services, information systems.	Department of Agriculture Department of Defense Department of Commerce Department of Interior Department of Labor General Services Administration Science & Education Administration	\$9,639,716
Electronics 	Big Spring, TX Boron, CA Danbury, CT Englewood, CA Lexington, KY	Lompoc, CA Memphis, TN Oxford, WI Petersburg, VA	10 Plants	Wiring devices of all types, electrical cable, assemblies, electronic wiring harness, printed circuits, electronic systems, support, and the remanufacture of vehicular electronics systems.	Department of Defense	\$28,095,634
Metals 	Chicago, IL El Reno, OK Lewisburg, PA	Milan, MI New York, NY Terminal Is., CA	6 Plants	Military office furniture, steel shelving, aluminum lockers, military beds, casters, bore brushes, tools and dies.	U.S. Postal Service Veterans Administration General Services Administration Department of Defense	\$21,640,862
Footwear 	Danbury, CT El Reno, OK La Tuna, TX Leavenworth, KS Tallahassee, FL	Ray Brook, NY Safford, AZ Sandstone, MN	10 Plants	Military dress shoes, safety boots and shoes, orthopedic and custom shoes, institutional shoes; wide variety of paint, varnish and maintenance brushes. This Division also directs the production of certain other items such as brooms, gloves, and automotive repairs.	Department of Defense General Services Administration Department of Justice Veterans Administration	\$29,217,128
Textiles 	Alderson, WV Atlanta, GA Big Spring, TX Butner, NC Englewood, CO Leavenworth, KS	Lexington, KY Miami, FL Otisville, NY San Diego, CA Terre Haute, IN Tucson, AZ	14 Plants	Cotton and wool textiles, canvas, canvas goods, synthetic textile products, mattresses, clothing, and weather parachutes.	U.S. Postal Service Department of Defense General Services Administration Veterans Administration	\$38,924,295
Wood and Plastics 	Allenwood, PA Ashland, KY Bastrop, TX La Tuna, TX Leavenworth, KS Lewisburg, PA Lompoc, CA	Morgantown, WV Pleasanton, CA Seagoville, TX Talladega, AL Tallahassee, FL Terminal Is., CA Texarkana, TX	17 Plants	Allenwood walnut furniture, solid wood furniture, plastic laminated particle-board furniture, lifeboat repair, fiberglass-molding and furniture refinishing.	Department of Defense General Services Administration Department of Justice Veterans Administration	\$20,053,615
<b>Totals</b>	<b>75 Plants</b>					<b>\$147,571,250</b>

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\*An additional 8 inmates were employed in construction and 972 in other areas, bringing the total number of inmates employed to 4,574.

**Appendix G**

**FEDERAL PROCUREMENT REGULATIONS: PROCUREMENT OF PRISON-MADE PRODUCTS**

**FEDERAL PROCUREMENT REGULATIONS  
(FPR) 1-5.4**

G-2

**Procurement of Prison-made Products**

**§1-5.400 Scope of subpart.**

This subpart prescribes the policies and procedures to be followed in the procurement of products and services produced or performed by Federal Prison Industries, Inc. (FPI).

**§1-5.401 General.**

(a) Federal Prison Industries, Inc. is a wholly owned Government corporation of the District of Columbia which was established in 1934 by Act of Congress and an Executive order. The corporation now operates under the authority of 18 U.S.C. 4121-4128.

(b) The corporation is self-supporting and administered by a board of six directors appointed by the President to serve without compensation. The board represents industry, labor, agriculture, retailers and consumers, the Department of Defense, and the Attorney General.

(c) The chief function of the corporation is to provide training and employment for prisoners confined in Federal penal and correctional institutions. A substantial part of the earnings of the corporation is expended in carrying out a comprehensive vocational training program under which more than half of the prisoners receive occupational training in connection with the industries and the maintenance activities of the institutions themselves.

(d) Diversified products and services are produced or provided so that no single private industry shall bear an undue burden of competition from the products of prison workshops or activities and that there is minimum competition with private industry and free labor.

**§1-5.402 Mandatory procurement of prison-made products.**

Federal departments, agencies, and all other Government institutions of the United States shall purchase the products which are produced by FPI and listed in their "Schedule of Products Made in Federal Penal and Correctional Institutions" (hereinafter called the "Schedule") to the extent that such products

are available and meet the requirements of the ordering office.

**§1-5.403 Preferences in the choice of procurement sources.**

(a) Suitable government used or excess property is the first source of supply (see 1-1.302-1).

(b) Where similar products are produced by Federal penal and correctional institutions and by workshops for blind and other severely handicapped, but the products are not available from FPI, they shall be procured from the workshops for blind and other severely handicapped before utilizing commercial sources

(c) Services shall be procured from workshops for blind and other severely handicapped to the extent they are available before such services are procured from FPI or commercial sources.

(d) Other sources of supply may be utilized when products or services are not available as provided in paragraphs (a), (b), and (c) of this 1-5.403

**§ 1-5.404 Schedule of products and services**

Products manufactured by Federal penal and correctional institutions are produced in strict conformance with Federal or other applicable specifications. Their sale is restricted by law departments and agencies of the Federal Government. The products and services available are listed in the Schedule.

**§ 1-5.405 Non-mandatory procurement of prison-made products.**

If a product is not listed on the Schedule but is of a type normally produced by Federal penal and correctional institutions, agencies are encouraged to solicit FPI to determine the feasibility of adding the item to its Schedule.

**§ 1-5.406 Procurement procedures.**

**Appendix H**  
**STATISTICAL TABLES**

Table H-1.--U.S. imports for consumption from leading suppliers, 1979-83

(Customs value, in thousands of dollars)					
Commodity/Country	1979	1980	1981	1982	1983
GRAND TOTAL ALL SCHEDULES:					
Canada	37,765,937	40,871,070	45,776,018	46,328,510	51,982,346
Japan	26,333,924	30,698,299	37,471,371	37,421,594	40,887,306
Mexico	8,784,894	12,497,653	13,703,637	15,488,040	16,618,938
Germany, West	11,159,301	11,813,937	11,346,795	11,990,502	12,767,714
United Kingdom	8,006,180	9,763,250	12,845,042	13,028,234	12,449,365
Taiwan	5,841,825	6,842,198	8,035,916	8,863,305	11,193,077
Korea, South	4,061,950	4,205,502	5,179,607	5,631,419	7,180,827
Hong Kong	3,951,111	4,665,035	5,343,195	5,529,497	6,389,992
France	4,785,988	5,236,260	5,770,356	5,459,884	5,892,809
Italy	5,019,370	4,347,072	5,157,921	5,258,745	5,435,953
Indonesia	3,621,063	5,134,089	5,746,923	4,086,793	5,041,949
Brazil	3,078,836	3,686,059	4,332,582	4,171,429	4,943,437
Venezuela	5,159,484	5,300,678	5,575,318	4,757,312	4,933,111
Nigeria	8,150,268	10,888,808	9,250,480	7,044,980	3,735,802
Saudi Arabia	7,980,034	12,463,065	14,372,293	7,444,992	3,627,416
Algeria	4,939,311	6,554,798	5,036,624	2,672,643	3,549,635
Netherlands	1,855,298	1,918,839	2,362,004	2,484,337	2,957,192
Singapore	1,480,342	1,889,761	2,084,438	2,170,423	2,840,820
Switzerland	2,068,908	2,737,199	2,331,161	2,279,941	2,470,675
Sweden	1,664,670	1,628,586	1,711,548	1,982,291	2,423,928
Belgium and Luxembourg	1,746,368	1,915,465	2,297,903	2,391,765	2,406,955
Netherlands Antilles	1,810,413	2,537,331	2,599,159	2,106,750	2,274,510
China	548,543	1,039,177	1,830,027	2,215,856	2,217,526
India	1,041,103	1,099,366	1,200,075	1,396,776	2,187,185
Australia	2,126,280	2,468,602	2,422,081	2,236,826	2,174,891
Malaysia	2,088,713	2,559,198	2,124,138	1,880,103	2,069,957
Republic of South Africa	2,617,087	3,309,700	2,435,797	1,958,778	2,031,827
Philippines	1,447,105	1,726,498	1,957,309	1,786,497	1,997,524
Bahamas	1,601,907	1,373,473	1,243,169	1,045,217	1,676,394
Spain	1,317,931	1,203,047	1,506,087	1,475,252	1,500,130
Ecuador	815,279	849,712	1,021,305	1,130,483	1,428,527
Norway	1,262,711	2,630,537	2,471,771	1,973,434	1,354,293
Trinidad and Tobago	1,553,432	2,384,786	2,214,911	1,628,392	1,317,534
Israel	747,630	941,054	1,234,976	1,162,129	1,250,228
Iran	2,777,762	335,078	64,546	584,848	1,125,323
Peru	1,163,677	1,344,283	1,146,553	1,072,476	1,124,834
Denmark	711,994	727,775	847,455	907,646	1,055,700



Table H-1.--U.S. imports for consumption from leading suppliers, 1979-83--Continued

(Customs value, in thousands of dollars)					
Commodity/Country	1979	1980	1981	1982	1983
<b>GRAND TOTAL ALL SCHEDULES:</b>					
Thailand-----	598,412	814,622	914,326	868,600	952,288
Angola-----	324,201	527,276	904,146	697,311	911,370
Chile-----	382,346	537,115	543,307	668,554	896,168
Argentina-----	579,182	739,471	1,123,297	1,065,791	868,610
Congo-----	74,204	90,556	269,104	659,710	820,784
Dominican Republic-----	663,644	789,540	922,400	622,510	806,520
New Zealand-----	708,170	695,494	714,283	771,702	746,584
Gabon-----	320,249	278,496	431,917	610,011	657,105
Ireland-----	328,298	399,145	502,236	549,626	553,974
Cameroon-----	203,003	602,506	622,491	788,293	513,665
Romania-----	329,051	310,561	559,449	339,121	512,821
United Arab Emirates-----	1,970,097	1,987,059	1,992,688	2,031,627	509,472
Finland-----	453,069	439,566	524,091	412,430	490,136
Austria-----	382,779	389,176	380,940	489,595	442,378
Costa Rica-----	391,688	356,747	365,432	358,127	386,520
Uruguay-----	90,612	96,444	156,833	258,100	381,251
Guatemala-----	408,977	430,693	347,133	330,142	374,692
Yugoslavia-----	391,003	448,919	445,458	355,928	366,472
Zaire-----	285,990	360,892	423,414	403,423	366,131
Honduras-----	411,506	417,512	431,172	359,553	364,742
Oman-----	313,549	344,413	347,712	334,447	359,658
El Salvador-----	443,167	426,383	258,524	310,022	358,898
Ivory Coast-----	362,381	288,008	344,646	303,152	344,875
U. S. S. R. (Soviet Union)-----	872,595	430,387	356,961	228,602	340,486
Haiti-----	222,093	252,789	276,395	309,860	337,483
Panama-----	189,683	323,996	296,637	250,764	336,086
Egypt-----	381,423	450,875	397,269	547,188	302,761
Turkey-----	189,676	195,346	213,003	208,573	302,427
Portugal-----	241,201	253,762	236,221	282,259	280,980
Jamaica-----	369,364	378,702	356,986	278,108	262,360
Greece-----	197,800	287,492	329,683	229,465	248,064
Macao-----	85,717	111,619	154,474	199,868	226,978
Iceland-----	225,242	204,354	192,760	187,943	221,557
Barbados-----	57,308	95,954	80,694	106,631	202,047
Poland-----	426,090	414,919	359,939	212,888	190,641
Sri Lanka (Ceylon)-----	98,911	123,067	153,180	173,731	185,387
Pakistan-----	117,923	126,782	173,358	163,088	167,180

Table H-1.--U.S. imports for consumption from leading suppliers, 1979-83--Continued

(Customs value, in thousands of dollars)					
Commodity/Country	1979	1980	1981	1982	1983
<b>GRAND TOTAL ALL SCHEDULES:</b>					
Bolivia-----	220,809	182,263	177,098	108,642	165,689
Hungary-----	112,129	104,269	127,939	133,238	154,493
Kuwait-----	86,760	471,868	85,937	40,317	129,736
Ghana-----	225,841	206,551	245,543	362,015	119,775
Guinea-----	62,511	75,108	95,823	121,104	104,355
Uganda-----	81,964	125,754	101,025	155,493	103,846
Nicaragua-----	233,644	213,951	140,295	86,875	99,013
Liberia-----	136,047	127,759	113,135	91,236	90,542
Bangladesh-----	88,213	85,164	85,107	69,941	88,116
Ethiopia-----	109,358	86,912	82,834	102,331	86,799
Zimbabwe (Rhodesia)-----	45	37,100	100,225	81,490	80,056
Malagasy Republic-----	69,117	90,855	69,591	62,510	70,741
Chad-----	49	1	1	77	67,576
Guyana-----	65,489	119,823	104,078	70,655	67,332
Kenya-----	50,437	53,565	51,810	71,288	64,956
Suriname-----	105,775	108,896	179,374	60,147	63,147
Czechoslovakia-----	49,899	61,102	67,232	61,548	62,821
Iraq-----	617,232	351,715	164,998	37,980	58,426
Germany, East-----	35,666	42,959	44,702	51,773	56,937
Zambia-----	119,339	197,960	112,353	32,008	52,483
Botswana-----	59,876	87,202	131,656	49,325	42,086
Tunisia-----	95,360	59,874	10,362	59,412	32,770
Bulgaria-----	30,145	22,845	25,604	25,124	32,765
Paraguay-----	164,551	81,003	48,354	30,048	32,647
Mauritius-----	39,496	49,687	19,270	29,986	31,524
All other-----	6,671,786	8,639,048	6,653,864	1,531,123	648,548
All countries-----	205,922,662	239,943,468	259,011,977	242,339,988	256,679,524

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

Table H-2.--Leading items in U.S. imports for consumption from Argentina in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4750535	Heavy fuel oils un 25 deg	142,713	215,732	137,467	103,017	73,305
1076300	Beef and veal, presrvd excpt	85,942	50,191	56,370	28,944	34,523
1552045	Cane or beet sugars, sirups,	209,717	41,376	51,985	5,555	44,976
1216125	Glove and garment leather,	59,197	49,373	37,251	19,407	18,668
0078360	Steel sheet pickled and/or	0	0	36,695	12,240	19,795
1074820	Corned beef, in airtight	19,631	23,324	27,333	14,756	9,993
1651500	Apple or pear juice not mixd	27,226	36,251	24,940	8,785	7,607
4011000	Benzene	17,902	22,212	24,018	12,443	11,520
1216500	Fancy leather nspf	3,064	4,149	21,104	6,169	14,766
4753500	Naphthas derived petroleum,	13,537	15,145	19,105	10,206	9,395
6071700	Steel wire rods no alloy not	7,063	2,931	13,847	6,542	10,650
1605000	Tea, crude or prepared	8,930	11,346	13,229	6,424	14,084
4453010	Polyethylene resins, low and	0	3,729	13,156	2,303	5,121
1708045	Tobacco, except smoking tob,	1,724	1,539	12,810	3,690	0
8000035	United states goods	17,473	29,866	12,000	6,510	12,790
1074840	Corned beef, in airtight	7,843	7,753	11,920	5,862	6,036
1075240	Beef, nspf, in airtight	9,699	6,796	11,086	6,731	3,904
1216138	Leather, bovine, not fancy,	12,607	9,438	9,439	5,270	3,092
7917620	Mens and boys coats and	3,704	9,053	8,929	3,969	4,719
1144545	Shrimps and prawns,	93	3,996	7,788	5,028	8,219
1557000	Honey	5,099	6,932	7,571	3,066	4,144
6052020	Gold bullion, refined	33,143	16,120	6,882	3,560	135
1216110	Cattle side upper leather,	6,041	6,849	6,531	3,181	2,646
6640840	Parts f mech shvls, scrprs,	3,975	15,564	6,428	5,472	0
4278800	Ethyl alcohol for	7,302	5,790	6,336	3,219	2,784
1175540	Cheese, parmesano and	1,641	6,221	6,023	3,338	4,019
1216112	Bovine upper leather,	22,601	12,678	5,925	3,239	3,070
4523400	Lemon oil	3,083	3,911	5,829	3,649	1,429
1104755	Whiting, skinned and boned,	6,912	6,570	5,484	2,838	1,400
1213000	Calf a kip upper leather	8,265	7,439	5,463	2,852	2,353
	Total	746,126	632,273	612,944	308,265	335,141
	Total, all items imported from Argentina	1,123,297	1,065,791	868,610	434,338	546,869

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

Table H-3.--Leading items in U.S. imports for consumption from Austria in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6743598	Forging machines except n/c-----	0	0	24,914	24,891	0
1176025	Swiss or emmenthaler cheese-----	17,742	18,531	18,658	9,022	9,073
7350215	Snow skis-----	8,438	11,329	14,760	4,921	4,511
7084720	Frames and mountings for-----	12,180	10,440	12,059	5,163	7,315
7413500	Imitation gemstones except-----	7,709	7,690	10,899	4,317	7,431
1651500	Apple or pear juice not mixd-----	598	3,522	10,323	5,581	7,413
7084520	Sunglasses and sungoggles,-----	13,616	15,677	10,239	5,624	6,179
7350625	Ski bindings, and parts-----	3,600	6,213	5,835	3,916	4,265
6835020	Shaver with self-contained-----	2,558	4,665	5,731	2,018	1,912
6470350	Fittings bs metl for furntr-----	1,887	2,316	5,163	1,491	3,792
5455700	Glass prisms and articles-----	6,087	4,920	5,054	2,235	3,127
8000035	United states goods-----	14,378	10,335	4,977	2,357	22,262
6470315	Hinges for furniture and-----	1,826	3,186	4,807	2,282	1,217
6735095	Machines not specifically-----	0	0	4,601	2,543	1,921
7725136	Pneumatic tires, new, other-----	0	1,578	4,247	1,923	3,462
5461320	Imblrs goblts stemwr & tblwr-----	671	3,387	4,193	2,111	919
6745340	Parts for metal working-----	3,641	4,036	4,187	2,808	865
5193740	Aluminum oxide, in grains,-----	2,261	2,238	4,176	1,520	4,411
6744248	Woodworking machines,-----	0	0	3,864	1,457	3,020
6069540	Alloy tool steel bars nspf-----	3,900	5,346	3,838	2,588	729
6078360	Steel sheet pickled and/or-----	0	0	3,705	73	21,212
6182565	Sheets and strip, aluminum,-----	3,904	3,019	3,640	1,990	0
6765230	Parts of automatic data-----	3,369	4,154	3,339	1,273	1,810
7005605	Ski boots having uppers over-----	1,036	2,633	3,327	582	230
4377600	Viruses, serums toxins, and-----	227	61	3,001	1,564	1,574
6077220	Tool steel plates and sheets-----	205	812	2,890	1,674	0
7350100	Cross-country skis and-----	1,709	2,519	2,881	376	680
5480500	Glass articles nspf-----	27	337	2,828	1,315	2,220
6703500	Mach nspf & pts, making felt-----	1,812	787	2,776	1,176	1,530
6640840	Parts f mech shvls, scrprs,-----	3,949	4,132	2,665	1,659	0
	Total-----	117,330	133,867	193,578	100,449	123,078
	Total, all items imported from Austria-----	380,940	489,595	442,378	215,039	319,613

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

Table H-4.--Leading items in U.S. imports for consumption from Belgium and Luxembourg in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
5203200	Diamonds not over 1/2 carat----	319,948	323,563	358,656	194,761	197,789
5203300	Diamonds ov 1/2 car, cut, not----	319,322	250,656	284,187	156,826	198,317
4751035	Heavy fuel oils 25 deg api----	19,784	77,049	185,577	100,765	60,858
8000035	United states goods-----	92,927	102,232	86,102	43,212	47,436
6052040	Silver bullion, refined-----	0	69,133	63,825	51,343	1,183
7231507	Still film, medical x-ray-----	68,702	67,964	52,536	27,455	41,557
6052020	Gold bullion, refined-----	810	4,554	50,934	32,309	8,062
6921010	Four-wheel passenger cars,-----	372	5,752	48,224	16,595	40,061
6421500	Ropes etc 13c ov/lb of i or-----	19,792	32,492	42,164	19,556	32,020
6098015	Steel wide flange shapes or-----	110,116	81,177	40,294	21,302	25,552
4750535	Heavy fuel oils un 25 deg-----	1/	10,804	39,216	4,280	17,541
6946700	Aircraft parts, nspf, for-----	49,111	113,252	39,105	23,144	8,119
6076615	Steel plate not alloy not in-----	110,978	62,057	32,945	13,292	0
6182565	Sheets and strip, aluminum,-----	19,526	24,955	23,900	11,897	0
6923460	Parts of agricultural-----	38,493	21,248	21,534	12,299	14,361
6640710	Backhoes, shovels, clamshell-----	5,580	1,287	21,193	6,674	19,573
6078360	Steel sheet pickled and/or-----	0	0	19,343	7,465	7,155
4295020	Butadiene-----	4,652	16,925	17,888	8,755	14,234
3604215	Wool Wilton velvet floor-----	0	12,189	17,805	8,869	10,757
6050220	Platinum sponge platinum-----	5,613	9,745	17,656	13,040	11,269
6050260	Palladium, palladium-----	9,652	3,875	16,382	10,546	13,615
5201120	Diamonds, except industrial,-----	12,193	25,249	14,623	7,183	15,425
6094065	Steel wire round coated or-----	14,850	12,706	13,828	7,944	9,525
7231533	Graphic arts film, unexposed-----	12,746	14,774	12,551	6,944	8,996
6922056	Chassis for auto trucks, exc-----	4,880	13,028	12,309	5,307	12,302
7725109	Pneumatic tires, new, for-----	0	12,507	11,910	6,926	5,408
7231509	Still film, x-ray other than-----	14,948	13,774	11,340	7,141	4,227
6761500	Accounting, computing, and-----	5,245	5,420	11,307	8,124	0
4737000	Titanium dioxide-----	4,525	4,903	11,287	4,545	5,253
4752520	Gasoline-----	0	8,414	11,076	7,753	34,135
	Total-----	1,264,767	1,401,685	1,589,698	846,252	864,729
	Total, all items imported from Belgium and Luxembourg	2,297,903	2,391,765	2,406,955	1,250,980	1,588,264

1/ Less than \$500.

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

Table H-5.-- Leading items in U.S. imports for consumption from Brazil in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1601020	Coffee, crude-----	670,380	558,292	559,718	282,979	270,827
7004540	Footwear, leather, cement-----	214,417	191,190	276,107	124,760	188,840
1653540	Orange juice concentrated,-----	168,870	300,486	270,710	113,456	202,585
4750535	Heavy fuel oils un 25 deg-----	117,824	218,747	255,707	141,372	134,308
4752520	Gasoline-----	0	142,745	253,202	72,608	161,472
6504800	Automobile truck & bus engs,-----	17,225	111,051	186,463	67,855	0
7004510	Ftwr, leather, nspf, casual-----	62,375	74,492	132,364	51,550	104,984
1708045	Tobacco, except smoking tob,-----	43,914	57,424	130,091	40,102	1,015
1552045	Cane or beet sugars, sirups,-----	387,718	88,770	117,657	49,935	56,072
1602000	Coffee, soluble or instant,-----	177,891	110,984	109,148	50,902	58,146
6078360	Steel sheet pickled and/or-----	0	0	98,520	35,989	54,020
8000035	United states goods-----	45,895	55,715	79,157	51,540	33,795
6220200	Tin other than alloys-----	15,462	31,675	70,885	26,900	53,123
1454400	Cashews, shelled, blanch,-----	55,181	51,899	54,092	24,420	25,049
6852115	Rad rec sol st entertainment-----	46,498	38,839	53,313	27,952	16,320
4278809	Pseudo number created to p-----	5,834	14,122	52,654	31,261	5,899
1074820	Corned beef, in airtight-----	52,290	34,064	51,625	28,379	27,571
1563500	Cocoa butter-----	80,903	37,177	49,581	23,485	34,613
1562000	Chocolate, unsweetened-----	34,861	25,116	49,388	18,912	32,290
1561000	Cocoa beans-----	68,671	64,533	47,793	27,849	30,541
7003550	Footwear, leather, nspf for-----	43,681	38,790	46,091	19,847	34,642
6076615	Steel plate not alloy not in-----	112,855	47,528	43,377	20,848	0
2500267	Wood pulp, sulphate or soda-----	52,836	47,801	38,846	15,092	23,943
6606718	Parts exc connecting rods &-----	30,808	39,341	34,930	14,054	22,297
3152020	Binder a baler twine hard-----	32,142	24,566	28,007	20,222	23,106
6923288	Parts nspf of motor vehicles-----	25,049	17,930	27,514	15,040	24,153
6012450	Iron ore, nspf-----	46,093	22,764	27,314	8,242	19,058
6944148	Airplanes, nonmilitary, mult-----	54,016	40,250	26,933	12,643	17,779
1144545	Shrimps and prawns,-----	12,189	23,450	26,689	10,050	15,494
4751010	Crude petroleum, shale oil-----	146,486	253,164	26,058	26,058	0
	Total-----	2,822,366	2,762,906	3,223,934	1,454,301	1,671,940
	Total, all items imported-----					
	from Brazil-----	4,332,582	4,171,429	4,943,437	2,191,427	3,216,100

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

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Table H-6.--Leading items in U.S. imports for consumption from Canada in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6921130	Four-wheel passenger cars,-----	2,157,059	3,595,999	3,486,245	2,222,184	2,603,873
4751505	Natural gas, methane and mix-----	3,401,002	3,665,902	3,153,267	1,942,977	1,704,840
2526500	Standard newsprint paper-----	2,807,549	2,730,255	2,732,234	1,316,593	1,534,608
6921115	Four-wheel passenger cars,-----	1,311,113	1,278,350	2,457,865	1,111,978	1,275,330
6920310	Automobile trucks, except-----	1,744,889	2,207,758	2,313,656	1,065,378	1,753,612
6923390	Parts, nspf, of motor-----	1,200,373	1,231,853	1,842,862	800,857	1,257,669
8000035	United states goods-----	1,463,033	1,561,941	1,768,688	880,365	902,000
2020340	Lumber, spruce, drssd or wrkd-----	1,034,721	1,020,164	1,610,888	793,623	866,612
4751010	Crude petroleum, shale oil-----	1,019,927	1,095,935	1,462,766	595,508	903,714
6921110	Four-wheel passenger cars,-----	780,140	891,336	1,296,799	538,510	1,462,442
4750510	Crude petrol, shale etc inc-----	908,257	1,129,074	1,201,925	627,580	727,364
6604900	Automotive engines, piston-----	486,917	632,364	1,013,837	460,693	714,746
2500281	Wood pulp, sulphate or soda-----	1,154,343	1,020,723	1,009,822	476,692	572,649
6052020	Gold bullion, refined-----	1,268,993	1,032,360	837,351	413,593	636,182
6922180	Chassis for automobile-----	229,110	242,762	511,042	303,704	137,649
4805000	Potassium chloride or-----	677,417	514,603	485,093	246,755	298,691
6923376	Transmissions for passenger-----	89,807	280,155	483,057	207,044	358,768
4751535	Butane with a minimum purity-----	365,351	428,695	409,615	207,574	213,027
6920320	Automobile trucks, except-----	126,022	365,305	406,005	190,646	266,861
6052040	Silver bullion, refined-----	355,967	285,420	396,575	239,039	144,491
6180200	Unwrqht aluminum nspf, other-----	371,316	266,482	353,133	164,213	274,061
4751015	Light fuel oils a tcr 25deg-----	212,851	130,472	345,054	91,946	212,901
6012450	Iron ore, nspf-----	605,063	345,578	338,696	104,077	144,397
4751525	Propane with a minimum pur-----	322,209	335,870	295,246	166,715	165,954
6532200	Metal coins, nspf-----	360,092	266,513	286,340	204,652	214,474
6180650	Unwrought alloys of aluminum-----	280,290	183,211	281,664	134,972	189,505
4750535	Heavy fuel oils on 25 deg-----	295,764	241,426	269,243	126,901	141,173
7270700	Furniture for motor-vehicles-----	177,692	185,369	268,951	130,669	185,672
4752520	Gasoline-----	153,476	142,333	265,121	132,384	184,540
6260200	Unwrought zinc except-----	285,635	200,702	263,111	120,318	205,571
	Total-----	25,646,378	27,508,911	31,846,150	16,018,139	20,253,376
	Total, all items imported from Canada-----	45,776,018	46,328,510	51,982,346	25,501,615	33,342,122

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

Table H-7.--Leading items in U.S. imports for consumption from Chile in  
1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6120640	Unwrought copper not alloyed----	216,287	213,549	383,229	226,231	93,694
6052020	Gold bullion, refined-----	45,951	43,197	69,437	38,990	43,659
6120330	Black, blister, and anode-----	20,449	118,956	52,223	27,557	10,863
6016634	Gold content of ore to be-----	23,035	41,347	45,859	30,599	23,782
1476100	Grapes, fresh, exc hothouse,----	19,162	25,712	42,678	41,579	46,439
1476300	Grapes, fresh, exc hothouse,----	18,533	33,116	26,553	26,117	34,848
6052080	Silver dore and silver-----	26,387	16,287	22,122	13,872	13,003
6052060	Gold dore and gold precipitates--	1,660	2,534	10,789	9,474	3,952
1144590	Shellfish, including pastes-----	5,117	6,353	10,248	5,576	6,200
4802500	Sodium nitrate-----	17,523	14,660	10,043	7,083	7,874
1476400	Grapes fresh except hothouse-----	3,081	4,363	9,222	9,214	11,362
1845530	Fish a whale meal a scrap,-----	9,650	14,290	8,638	4,223	5,878
8000035	United states goods-----	7,861	11,803	8,592	4,747	3,518
1487200	Peaches, fresh or in brine-----	2,098	4,728	8,455	8,357	9,719
4152500	Iodine, crude-----	6,239	4,884	8,146	5,019	2,253
4756510	Condensate derived wholly-----	0	0	7,508	0	0
5239160	Mineral substances, nspf,-----	0	0	7,255	3,517	447
6034000	Materials cv molybdenum-----	7,793	8,388	6,865	3,690	7,272
4752520	Gasoline-----	0	0	5,992	0	0
1461000	Apples, fresh-----	5,050	4,009	5,389	5,317	10,807
7930000	Waste and scrap nspf-----	1	20	4,926	3,199	31
6052040	Silver bullion, refined-----	14,489	4,817	4,910	3,170	12,334
6023033	Copper content from ores-----	854	1,386	4,572	2,317	857
6121020	Copper waste and scrap,-----	98	641	4,546	3,135	1,693
4753500	Naphthas derived petroleum,-----	0	0	4,501	4,501	0
6035540	Gold cont of mats cont over-----	305	0	4,267	1,291	3,083
1141500	Crab meat fresh, chilled or-----	418	1,081	3,968	2,170	3,433
6035040	Copper content of materials-----	625	2,894	3,724	3,705	14
1491800	Prunes, prunellas, and plums,-----	1,153	1,590	3,373	3,373	4,416
1144550	Shrimp, peeled, in airtight-----	0	70	3,321	1,493	884
	Total-----	453,817	580,674	791,350	499,516	362,314
	Total, all items imported-----					
	from Chile-----	543,307	668,554	896,168	555,799	445,572

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



Table H-8.--Leading items in U.S. imports for consumption from China in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

1984 Number	Description	1981	1982	1983	January-June--	
					1983	1984
4752520	Gasoline-----	258,744	336,884	308,895	171,000	142,454
4751010	Crude petroleum, shale oil-----	0	152,891	68,682	10,070	53,327
3601515	Wool floor covers pile hand----	47,160	37,077	47,451	24,414	36,147
4753500	Naphthas derived petroleum,-----	36,670	62,753	42,031	17,250	49,405
7551500	Fireworks-----	24,324	31,139	29,024	21,354	18,890
3202032	P-c shirting nspf wh cotton-----	29,686	18,229	27,762	14,149	23,804
4721000	Natural barium sulfate or-----	27,431	27,135	26,200	17,661	13,774
3839015	Womens manmade fiber blouses-----	0	15,016	25,749	8,100	20,420
6220200	Tin other than alloys-----	22,263	35,495	23,617	16,875	7,754
3834761	Womens cotton trousers-----	0	7,802	21,354	17,587	13,172
3799530	Mens and boys other coats-----	0	19,106	21,178	10,071	6,602
3839050	Womens other manmade fiber-----	0	21,072	18,458	14,403	0
3794050	Mens and boys cotton knit-----	0	9,073	18,233	9,613	14,347
3834753	Womens cotton trousers-----	0	16,018	16,904	8,395	18,233
3799575	Men's trousers and slacks-----	0	10,326	16,331	13,179	15,606
2224000	Baskets a bags, bamboo-----	17,862	15,694	16,242	7,384	8,970
9225653	Mushrooms, prep, pres except-----	0	8,500	15,317	9,605	0
3833448	Womens corduroy cotton coats-----	0	19,852	14,245	9,162	0
3201038	Abc sheeting wh cot nt fan o-----	9,895	5,551	14,060	4,182	11,686
3834709	Womens oth cotton blouses-----	0	7,544	13,763	8,531	9,419
7662560	Antiques nspf-----	13,989	13,988	13,503	4,253	15,789
2224400	Bskts and bags of unspun-----	9,455	11,274	12,697	5,918	6,268
7044010	Gloves of mach woven cotton-----	11,145	11,297	12,232	6,281	5,397
5336200	Chinaware, nonbone hsehld in-----	6,231	9,139	11,973	4,633	7,337
3838073	Womens a girls sweaters knit-----	0	11,111	11,844	6,575	7,529
3794670	Mens and boys cot coats not-----	0	6,197	11,558	4,242	4,579
3832205	Womens manmade fiber blouses-----	0	8,917	11,451	2,476	5,837
3795550	Mens cotton sport shirts-----	0	11,274	11,175	3,156	9,322
7060700	Handbags or pocketbooks, lea-----	3,190	5,686	10,660	3,398	5,994
3796230	Mens trousers and slacks cot-----	0	10,433	10,602	5,153	9,808
	Total-----	518,045	956,471	903,191	459,069	541,869
	Total, all items imported from China-----	1,830,027	2,215,856	2,217,526	1,065,093	1,503,717

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

Table H-9.--Leading items in U.S. imports for consumption from Colombia in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1601020	Coffee, crude-----	313,181	317,324	299,906	162,209	161,381
4750535	Heavy fuel oils un 25 deg-----	19,739	69,786	124,976	12,233	74,428
1464000	Bananas, fresh-----	66,447	87,480	83,139	38,126	56,542
5203800	Emeralds, cut but not set,-----	40,185	37,646	44,128	24,754	22,048
1922130	Standard carnations, fresh-----	0	0	36,850	21,332	29,526
1922110	Pompom chrysanthemums fresh,-----	0	0	31,073	15,684	18,891
1552045	Cane or beet sugars, sirups,-----	100,120	10,372	29,784	9,779	21,605
1921890	Roses, nspf, fresh-----	0	0	25,827	15,825	18,511
8041000	Certain previously exported-----	0	0	25,500	25,500	0
8000035	United states goods-----	17,924	8,981	15,231	8,834	29,637
1144545	Shrimps and prawns,-----	11,213	13,562	14,478	6,998	7,866
4750510	Crude petrol, shale etc inc-----	3,634	0	13,291	0	0
3558100	Wov or knt fab m-mde coated-----	5,107	8,573	10,060	4,589	5,550
4135100	Mixtures from benzenoid-----	8,129	9,974	9,783	4,446	4,821
5213120	Bituminous coal-----	0	0	9,131	3,536	2,881
1491000	Plantains, fresh-----	5,238	5,635	8,499	4,736	5,777
6062000	Ferronickel-----	0	279	8,309	3,714	8,389
1602000	Coffee, soluble or instant,-----	3,410	2,536	8,208	4,666	4,698
1922190	Cut flowers, nspf, fresh,-----	0	0	7,955	5,153	5,165
5201140	Precious and semiprec stones-----	2,153	3,440	7,274	3,785	5,049
1554000	Molasses, inedible-----	10,686	6,040	6,850	2,914	1,078
1922120	Chrystemums, nspf, fresh, b-----	0	0	6,803	3,260	3,907
3839060	Womens girls & infnt manmade-----	0	2,654	6,404	2,773	2,572
1563500	Cocoa butter-----	3,726	4,565	4,796	2,876	3,904
4011000	Benzene-----	2,063	2,811	4,620	3,560	1,004
6200300	Unwrought nickel-----	0	0	4,570	0	0
3799510	Men's suit-type sports coats-----	0	6,349	4,288	1,880	3,779
3839015	Womens manmade fiber blouses-----	0	4,255	3,700	1,414	2,182
1921700	Carnations, miniature-----	1,124	1,880	3,229	1,684	2,950
3799530	Mens and boys other coats-----	0	2,137	2,894	1,674	1,211
	Total-----	614,079	606,281	861,555	397,935	505,351
	Total, all items imported					
	from Colombia-----	820,719	799,461	967,165	446,883	573,052

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

Table H-10.--Leading items in U.S. imports for consumption from Czechoslovakia in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
7002940	Footwear for work, leather,-----	4,281	3,253	5,103	2,692	2,812
6071700	Steel wire rods no alloy, not-----	114	781	3,781	1,794	1,675
1922520	Hops, nspf-----	0	5,640	2,931	2,785	6,108
7725138	Pneumatic tires, new, other-----	0	239	2,809	1,062	1,313
5666020	Tmblrs, gblts, a stmwre ov-----	1,510	1,760	2,263	1,035	525
1073525	Pork hams & shouldrs, boned,-----	4,721	5,170	1,964	1,964	508
4011000	Benzene-----	0	2,982	1,915	1,915	0
7725109	Pneumatic tires, new, for-----	0	861	1,860	1,096	647
7725136	Pneumatic tires, new, other-----	0	720	1,442	811	627
7725129	Pneumatic tires, new, for-----	0	102	1,191	376	828
6923406	Tractors, wheel ex gardn new-----	218	812	1,186	34	2,022
7413500	Imitation gemstones except-----	886	830	1,163	566	690
1670515	Ale, porter, stout, beer, in-----	693	809	1,147	472	666
7003550	Footwear, leather, nspf for-----	2,278	1,734	1,114	546	443
7413000	Beads, bugles and spangles-----	775	942	1,114	496	893
3359500	Other woven fabric of veg-----	929	1,106	1,004	492	946
7002960	Footwear for men, leather,-----	1,394	1,151	983	258	781
7271500	Furniture and parts of-----	939	1,025	947	505	444
4373000	Antibiotics, natural, not-----	1,057	946	919	538	241
3662760	Cotton dish towels nspf-----	290	161	791	270	0
7309035	Cartridges, containing a-----	7	7	787	787	0
7003515	Footwear, athletic, leather,-----	288	601	770	605	207
7725112	Pneumatic tires, new, for-----	0	130	732	302	972
7025600	Wool headwear knit valued-----	457	628	722	441	313
5455700	Glass prisms and articles-----	574	730	686	347	288
6707430	Parts of power-driven textle-----	576	461	685	152	335
6682100	Offset printing press sheet-----	1,546	742	655	220	333
7003540	Ftur, lea nspf, men, vulcanz-----	1	483	648	39	0
2702580	Books, not specially-----	667	562	636	252	278
6846240	Other telephonic apparatus-----	0	0	576	280	0
	Total-----	24,202	35,367	42,524	23,132	24,894
	Total, all items imported from Czechoslovakia-----	67,232	61,548	62,821	32,706	36,875

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

Table H-11.--Leading items in U.S. imports for consumption from Denmark in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1073525	Pork hams & shouldrs, boned,----	113,346	157,026	181,916	98,374	88,061
7273540	Furniture of wood, nspf-----	52,160	67,591	90,950	44,512	0
1104710	Cod, skinned and boned, froz----	19,893	19,877	43,521	31,165	34,797
4374950	Enzymes-----	38,167	39,098	41,159	17,706	14,920
1105550	Cod, filleted, frozen, in-----	7,451	16,568	32,462	9,323	11,825
1178855	Cheese, substitutes nspf,-----	27,017	31,017	31,085	14,798	12,047
1241025	Mink furskins, whole, except----	34,676	30,711	28,799	21,162	26,277
6844810	Electric hair curlers-----	0	23,411	28,595	13,693	11,502
4380200	Drugs a related products in-----	296	4,233	28,489	12,632	16,646
1822000	Biscuits, cake, wafers, simlr----	16,880	22,072	27,232	7,711	13,092
6946700	Aircraft parts, nspf, for-----	25,972	12,679	21,123	3,922	8,742
8000035	United states goods-----	17,043	15,112	18,444	9,786	9,831
7375500	Toy alphabet blocks and-----	14,386	13,816	12,412	4,177	8,381
1105570	Cusk, haddock, hake, pollock----	4,777	13,505	12,377	4,052	5,074
107840	Beef and pork mixtures and-----	10,051	11,514	11,757	6,404	4,672
6785095	Machines not specifically-----	0	0	11,462	4,004	10,201
7124975	Electrical measuring, etc,-----	0	3,136	9,909	5,366	5,357
1073515	Pork hams & shouldrs, boned,----	5,584	6,747	9,259	5,015	4,490
1104730	Haddock, skinned and boned,-----	5,499	3,486	7,924	3,014	3,569
1178865	Cheese, substitutes nspf,-----	5,976	8,023	7,682	3,871	3,858
7272700	Chairs, of teak wood, nspf-----	3,653	4,815	7,413	3,627	5,186
6826039	Generator sets, nspf-----	23	4	7,155	1,693	8,871
7275560	Furniture and parts of-----	3,573	4,043	6,575	2,848	0
6625000	Mechanical appliances, nspf-----	4,280	7,761	6,115	2,638	4,052
1905840	Intestines, etc for sausage-----	4,857	4,878	5,910	3,546	2,940
7095020	Hearing aids-----	7,317	7,230	5,782	3,010	4,997
1170010	Blue-mold cheese in original----	4,984	4,877	5,565	3,096	1,862
7124971	Apparatus to measure or chck----	0	10,295	5,452	2,862	4,238
1708045	Tobacco, except smoking tob,-----	2,758	2,667	5,197	2,864	1,594
7745595	Articles of rubber or-----	0	0	4,986	2,159	2,871
	Total-----	430,648	546,192	716,710	349,031	329,952
	Total, all items imported-----					
	from Denmark-----	847,455	907,646	1,055,700	511,525	684,384

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

Table H-12.--Leading items in U.S. imports for consumption from Dominican Republic in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1552045	Cane or beet sugars, sirups,----	333,170	106,970	165,822	98,838	126,612
6052060	Gold dore and gold precipites----	86,024	50,653	84,185	38,849	84,300
1601020	Coffee, crude-----	52,051	77,480	67,371	31,443	41,857
1561000	Cocoa beans-----	44,544	51,374	50,479	30,148	51,466
8000035	United states goods-----	9,215	12,948	35,419	20,195	4,980
6062000	Ferronickel-----	60,471	0	29,730	11,823	23,340
1707000	Cigars each valued 23 cents-----	6,131	15,469	18,707	8,058	9,118
3762430	Brassieres, manmade fiber-----	15,858	17,302	18,243	7,944	10,576
6052020	Gold bullion, refined-----	216	0	15,750	6,918	0
7912800	Leather nspf, for conversion-----	96	2,609	9,974	5,469	430
7912700	Cut shoe uppers of leather-----	6,453	8,055	9,821	4,013	8,516
1554000	Molasses, inedible-----	19,869	14,168	9,518	5,926	10,050
1061060	Beef, fresh, chilled, or-----	12,897	12,788	9,148	4,792	1,892
6052080	Silver dore and silver-----	10,879	6,352	8,835	3,868	6,808
3795220	Mens oth cotton ntkt pajamas-----	0	10,837	8,101	3,802	4,341
6858035	Fixed capacitors, nspf-----	5,498	5,501	7,793	4,144	4,870
2568780	Articles, nspf, of papers,-----	5,547	7,027	7,618	3,231	3,176
3839060	Womens girls & infnt manmade-----	0	1,787	6,736	2,445	3,730
6859034	Relays with contacts rated-----	2,419	2,700	6,464	2,885	3,208
1830500	Edible preps nspf containing-----	7,245	7,797	6,448	3,376	4,060
9999500	Under 251 formal and-----	710	1,743	6,014	3,032	4,134
1415500	Peas in brine packed in salt-----	3,752	3,703	5,934	4,794	5,589
7060700	Handbags or pocketbooks, lea-----	7,400	5,659	5,479	2,291	1,934
374050	Mens and boys cotton knit-----	0	4,909	5,476	2,891	4,247
1360000	Dasheens, fresh, chilled, or-----	6,105	5,533	5,242	2,554	3,164
1706020	Cigar leaf scrap tobacco-----	6,411	5,584	4,955	2,639	4,473
6765230	Parts of automatic data-----	7	139	4,847	1,362	4,014
3762830	Brassieres, manmade fiber-----	7,191	5,412	4,775	1,780	2,714
3839015	Womens manmade fiber blouses-----	0	2,916	4,614	1,488	1,720
3839050	Womens other manmade fiber-----	0	3,393	4,025	1,344	0
	Total-----	710,160	450,806	627,521	322,342	435,320
	Total, all items imported from Dominican Republic-----	922,400	622,510	806,520	408,414	562,308

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

Table H-13.--Leading items in U.S. imports for consumption from France in  
1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6921010	Four-wheel passenger cars,-----	193,177	367,866	530,388	291,914	223,829
4225220	Uranium fluorides-----	131,910	92,810	252,248	119,119	66,430
6607300	Parts of non-piston type-----	60,562	150,535	201,389	108,556	95,597
8000035	United states goods-----	130,763	143,128	153,283	70,807	99,367
6606100	Non-piston-type engines, nspf-----	47,693	121,311	151,014	79,205	84,144
6944165	Airplanes, nonmilitary,-----	133,160	69,388	137,741	137,741	145,638
7650300	Paintings, pastels, drawings-----	103,438	106,494	137,229	81,379	99,454
1687800	Brandy nspf in container not-----	130,309	126,559	131,878	61,676	65,733
6944155	Airplanes, nonmilitary, mult-----	242,065	200,175	101,677	63,062	0
1673045	Wine, grape white not ov 14%-----	0	0	94,586	41,244	53,592
1671040	Champagne and other sparkling-----	75,978	65,700	88,488	31,225	46,693
1673030	Wine, grape, red, not ov 14%-----	0	0	81,793	38,222	54,353
6923276	Transmissions for passenger-----	102,063	77,696	76,971	38,215	35,043
4613500	Perfumes, colognes, and-----	41,373	51,773	70,995	33,804	46,763
8621000	Articles for exhibition to-----	3,388	1,009	59,483	1,252	3,034
7725109	Pneumatic tires, new, for-----	0	49,890	57,702	28,859	20,909
6923288	Parts nspf of motor vehicles-----	43,658	42,367	53,498	24,924	41,350
6078360	Steel sheet pickled and/or-----	0	0	45,506	22,911	12,876
1689600	Cordials, liqueurs, kirshwrs-----	34,687	36,355	44,476	17,261	19,357
7003515	Footwear, athletic, leather,-----	34,101	48,825	41,953	25,675	21,362
6944125	Helicopters, nonmilitary,-----	92,414	73,660	39,585	28,382	2,837
7084720	Frames and mountings for-----	27,936	28,430	35,336	18,892	21,013
6946200	Parts, nspf, certified for-----	83,368	92,334	34,257	19,237	30,492
4737000	Titanium dioxide-----	24,029	22,726	30,032	15,615	22,791
6078342	Steel sheet pickled and hot-----	14,398	17,483	29,817	12,612	18,140
6922052	Chassis for auto trucks, exc-----	8,768	27,252	29,689	16,460	17,196
4250420	Methionine-----	23,753	27,789	29,560	18,196	15,266
4254240	Nitriles, nspf-----	37,745	52,472	29,090	7,285	23,701
6063000	Ferromanganse, over 4%-----	57,397	30,629	29,067	15,615	17,581
6765230	Parts of automatic data-----	42,192	37,249	27,989	15,417	23,489
	Total-----	1,920,326	2,161,908	2,826,718	1,484,761	1,428,031
	Total, all items imported-----					
	from France-----	5,770,356	5,459,884	5,892,809	3,016,210	3,706,796

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

Table H-14.--Leading items in U.S. imports for consumption from Germany, West in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6921015	Four-wheel passenger cars,-----	1,200,475	1,416,688	1,609,069	823,911	1,257,343
6921010	Four-wheel passenger cars,-----	1,374,531	1,459,574	1,450,482	596,919	1,123,352
6921030	Four-wheel passenger cars,-----	289,083	422,012	549,502	292,021	417,624
8000035	United states goods-----	246,553	219,185	245,105	140,858	128,161
7096320	X-ray apparatus for medical-----	73,542	109,007	167,664	87,292	66,690
6785095	Machines not specifically-----	0	0	144,754	79,671	106,871
6923288	Parts nspf of motor vehicles-----	116,595	136,165	143,930	69,352	101,736
6604800	Automobile truck & bus enqs,-----	58,949	21,994	127,419	64,173	0
6921040	Passenger automobiles-----	40,869	54,437	126,526	44,808	114,933
6923406	Tractors, wheel ex gardn new-----	67,422	50,695	125,094	67,137	34,437
6682100	Offset printing press sheet-----	95,324	122,532	115,063	55,317	80,619
6078360	Steel sheet pickled and/or-----	0	0	104,775	36,012	56,192
1673045	Wine, grape white not ov 14%-----	0	0	85,770	36,779	38,086
1670515	Ale, porter, stout, beer, in-----	48,625	66,343	85,212	39,482	45,796
6765230	Parts of automatic data-----	45,892	49,699	76,060	35,089	55,186
6981330	Iron sheet, zinc coated not-----	0	0	59,113	22,223	30,077
7745595	Articles of rubber or-----	0	0	58,685	27,625	32,458
7124975	Electrical measuring, etc,-----	0	38,424	56,661	24,532	38,000
6640840	Parts of mech shvls, scrprs,-----	77,051	79,465	56,198	30,104	0
4752520	Gasoline-----	7,705	38,168	54,073	46,998	39,309
6606718	Parts exc connecting rods &-----	47,146	47,283	43,817	20,843	27,116
6760540	Typewriters, non-automatic,-----	60,766	41,542	43,124	24,763	19,581
7650300	Paintings, pastels, drawings-----	23,129	23,140	42,988	21,717	31,835
6923409	Tractors, wheel ex gardn new-----	33,125	41,528	42,221	19,561	17,301
4255290	Nitrogenous compounds, nspf-----	28,722	32,634	41,493	19,857	23,317
6802740	Valves, except safety and-----	25,729	29,204	41,454	17,792	35,349
4225220	Uranium fluorides-----	698	95,637	40,551	28,447	53,154
7714312	Polyvinyl chloride flexible-----	23,985	29,095	39,787	20,101	15,774
7725109	Pneumatic tires, new, for-----	0	35,940	38,721	19,026	26,967
6923460	Parts of agricultural-----	35,436	23,093	38,274	16,450	30,447
	Total-----	4,021,352	4,683,485	5,853,587	2,828,859	4,047,711
	Total, all items imported from Germany, West-----	11,346,795	11,990,502	12,767,714	6,173,911	8,597,567

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

Table H-15.--Loading items in U.S. imports for consumption from Greece in  
1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1702800	Cigarette leaf, not stemmed,----	42,213	48,631	57,266	26,684	24,541
4752520	Gasoline-----	36,095	29,032	47,622	30,308	48,326
1708045	Tobacco, except smoking tob,----	1,337	7,277	11,453	3,567	0
7662560	Antiques nspf-----	1,058	2,079	11,146	5,022	5,041
6078360	Steel sheet pickled and/or-----	0	0	10,720	3,608	5,249
4750535	Heavy fuel oils un 25 deg-----	0	0	10,138	0	0
8000035	United states goods-----	3,012	3,684	5,504	3,072	1,047
6103925	Oilwell casing api not alloy-----	0	0	5,143	3,908	700
7911520	Fur wearing apparel nspf, of-----	1,284	1,781	5,015	2,048	4,662
6532200	Metal coins, nspf-----	317	15,017	4,546	4,164	1,582
1417760	Vegetables, in salt, in-----	4,128	3,159	3,770	1,848	2,471
6076400	Black plate not clad not-----	0	2,291	3,693	2,750	4,148
6507500	Safety razor blades-----	2,698	2,411	3,511	1,669	1,915
1242000	Plates, mats, linings, strps-----	4,865	4,026	3,405	1,970	1,513
7004540	Footwear, leather, cement-----	5,008	4,782	2,896	1,822	876
1484200	Olives in brine, not ripe or-----	2,320	2,464	2,419	1,297	1,240
1176700	Cheese, pecorino, in orig-----	766	1,326	2,368	1,315	1,081
6103247	Pipes wld jntd smd not alloy-----	0	0	2,145	0	2,246
4194420	Manganese dioxide-----	2,559	2,389	2,082	1,048	1,337
1475300	Figs, dried, in containers-----	2,745	2,133	2,055	31	210
1689600	Cordials, liqueurs, kirshwrs-----	1,880	2,240	1,986	906	913
1616700	Origanum, crude or not-----	1,941	1,978	1,927	1,187	631
6441200	Al foil not back or cut over-----	3	37	1,882	718	2,131
5310400	Refractory magnesia,-----	0	74	1,864	301	0
7003575	Footwear, leather uppers,-----	88	51	1,626	1,004	698
7608330	Footwear, of wood, for-----	5,317	1,246	1,583	969	574
7003550	Footwear, leather, nspf for-----	1,536	2,744	1,403	913	1,105
1485600	Olives, otherwise prepared-----	1,483	1,750	1,262	533	655
7911540	Fur wearing apparel nspf, of-----	1,087	931	1,178	407	879
5190500	Pumice stone for manufacture-----	586	681	1,146	527	747
	Total-----	124,326	144,213	212,753	103,594	116,518
	Total, all items imported from Greece-----	329,683	229,465	248,064	123,335	167,819

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



Table H-16.--Leading items in U.S. imports for consumption from Haiti in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6859054	Connectors, nspf, other	9,613	16,547	21,957	9,285	7,966
1601020	Coffee, crude	4,618	17,937	18,384	13,449	10,563
7345610	Baseballs	18,576	18,568	18,351	8,659	9,985
7912700	Cut shoe uppers of leather	5,828	4,907	17,564	6,045	16,212
7345615	Softballs	13,743	16,924	13,877	7,182	9,492
3762430	Brassieres, manmade fiber	11,817	8,965	11,628	4,975	2,317
8000035	United states goods	6,691	4,765	7,954	5,685	2,576
6836090	Electrical starting & ignit	5,168	6,485	7,381	4,486	4,141
3780553	Women's girls a infants lace	3,811	4,980	6,414	2,862	2,443
7912800	Leather nspf, for conversion	304	1,067	5,972	2,829	435
7003530	Moccasins, soled, leather	1,043	829	5,465	1,716	337
6859038	Switches, electrical, nspf	3,741	4,519	4,966	2,739	2,243
6859059	Printed circuit boards, nspf	0	0	4,607	1,424	3,730
1552045	Cane or beet sugars, sirups	0	2,613	4,588	1,201	4,652
3152020	Binder a baler twine hard	3,545	6,828	4,286	3,205	3,260
6820520	Transformers rated at	2,190	3,614	4,130	1,756	3,022
7745595	Articles of rubber or	0	0	4,025	1,785	1,256
6859080	Other elec appar for making	2,361	2,891	3,553	1,244	3,257
2568780	Articles, nspf, of papers	2,170	3,375	3,466	1,469	1,079
6826052	Coils and inductors	3,316	3,656	3,409	1,758	2,742
1841000	Bran, shorts, and middlings	1,773	2,911	3,371	1,593	2,317
6881500	Insulated electrical	3,192	3,042	3,278	1,443	1,861
3796230	Mens trousers and slacks cot	0	3,791	2,949	910	1,969
1400300	Mangoes, fresh, entering	0	1,162	2,731	2,476	2,848
7916000	Belts and buckles, leather	2,999	1,944	2,551	1,220	1,273
6859051	Connectors, cylindrical	155	534	2,501	1,183	1,978
6861035	Resistors, variable, except	1,116	1,898	2,430	1,014	1,754
7407000	Chains etc, of precious	0	1,259	2,342	778	1,559
3799575	Men's trousers and slacks	0	537	2,332	707	1,396
1216200	Goat and kid leather, not	1,912	1,780	2,312	1,021	586
	Total	109,683	148,326	198,773	96,101	109,248
	Total, all items imported from Haiti	276,395	309,860	337,483	160,208	190,488

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

Table H-17.--Leading items in U.S. imports for consumption from Hong Kong in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6765230	Parts of automatic data-----	175,890	159,788	405,715	174,820	283,054
6883610	Solid-state watches-----	0	62,249	166,556	92,186	57,002
6610630	Fans & blowers for permanent-----	187,073	134,087	160,643	70,865	121,491
6846220	Telephone instruments-----	6,752	26,337	103,146	43,003	51,260
3834747	Women other cotton trousers-----	0	54,458	92,462	53,146	47,960
6826050	Rectifiers and rectifying-----	36,560	54,547	83,642	32,950	50,065
8000035	United states goods-----	124,661	94,270	82,658	45,968	32,934
6852455	Radio receivers, solid state-----	76,892	94,396	80,397	37,641	39,912
3834709	Womens oth cotton blouses-----	0	65,440	78,574	38,702	49,286
7342010	Vidao games and parts-----	99,763	233,614	75,413	52,967	0
3837772	Womens girls infants other-----	0	41,354	72,174	17,617	40,678
6852966	Cordless handset telephones-----	0	7,059	70,823	30,003	36,992
6852411	Digital clock radios, sol st-----	35,635	43,918	70,690	23,811	43,916
3836371	Womens other wool knit-----	0	63,545	69,665	21,848	15,227
3794050	Mens and boys cotton knit-----	0	60,698	68,348	32,480	41,500
6844805	Electric hair dryers-----	0	44,042	66,445	30,872	32,604
3834761	Womens cotton trousers-----	0	52,114	64,752	42,268	41,640
3795550	Mens cotton sport shirts-----	0	56,077	56,563	24,766	24,308
3830610	Womens cotton denim trousers-----	0	42,238	55,477	30,345	14,204
7379555	Toys of rubber or plastics nsp-----	0	0	55,096	15,928	27,064
6846240	Other telephonic apparatus-----	356	1,176	54,185	1,499	20,217
7372425	Dolls (except stuffed) up to-----	0	70,015	54,019	21,237	26,626
3790640	Mens and boys cotton nt knit-----	0	50,981	52,707	34,628	8,122
6884360	Electrical articles and e-----	0	0	52,334	22,544	36,120
3838073	Womens a girls sweaters knit-----	0	45,863	50,366	20,140	19,465
7401500	Jewelry etc and parts, of-----	22,854	38,476	49,892	18,689	26,119
3837864	Womens girls infants silk-----	0	36,265	49,745	22,658	35,990
7721500	Household articles nspf-----	31,811	33,470	44,414	18,218	24,300
6883620	Solid-state clocks i-----	0	22,317	42,405	24,694	9,409
7150511	Watches, not adj or selfwind-----	0	28,398	40,809	19,103	18,811
	Total-----	798,248	1,717,193	2,470,113	1,115,596	1,276,276
	Total, all items imported					
	from Hong Kong-----	5,343,195	5,529,497	6,389,992	2,863,051	3,677,310

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

Table H-18.--Leading items in U.S. imports for consumption from Indonesia in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4751010	Crude petroleum, shale oil-----	4,390,504	3,093,179	3,652,155	1,533,762	1,502,412
4460576	Natural rubber, technically-----	246,240	173,840	216,268	100,808	167,120
1601020	Coffee, crude-----	174,181	132,228	147,362	62,645	86,218
4756510	Condensate derived wholly-----	9,674	41,441	128,774	33,922	61,085
2401740	Plywood, ph mahg face not fc----	9,150	38,876	124,096	35,458	64,009
4751035	Heavy fuel oils 25 deg api-----	302,131	76,025	107,885	61,795	84,871
6220200	Tin other than alloys-----	99,791	75,278	77,354	39,195	35,455
4750510	Crude petrol, shale etc inc-----	4,355	2	71,033	0	73,715
6877420	Ttl bipolar monolithic-----	0	53,776	59,470	27,244	37,841
4750535	Heavy fuel oils un 25 deg-----	61,251	47,791	44,935	8,983	7,649
4460580	Natural rubber, technically-----	23,663	33,891	31,662	14,266	21,029
1605000	Tea, crude or prepared-----	20,870	18,911	25,233	9,276	18,371
4757000	Hydrocarbon mixturs nspf-----	27,115	0	23,019	12,074	0
4750525	No. 4-type fuel oils un 25-----	0	0	22,195	22,195	0
4460544	Natural rubber, ribbed-----	19,727	17,033	21,394	8,471	16,467
4460572	Natural rubber, technically-----	18,612	14,017	18,066	7,845	15,889
4460540	Rubber milk or latex-----	15,808	7,751	15,171	6,127	9,308
1617720	Pepper, unground, black-----	15,769	13,251	12,924	3,085	11,516
4460560	Natural rubber, technically-----	16,956	10,847	12,250	6,115	10,308
2401760	Plywood, ph mahg faced/clear----	322	827	10,489	5,360	3,843
3790640	Mens and boys cotton nt knit-----	0	5,640	8,774	3,439	2,480
1611300	Cassia, cassia buds, cassia-----	8,602	7,825	7,616	3,841	4,070
4525200	Patchouli oil-----	4,765	7,904	7,392	2,954	2,972
3834747	Women other cotton trousers-----	0	5,559	7,080	2,437	1,787
3834709	Womens oth cotton blouses-----	0	1,718	6,971	1,176	6,405
1931500	Vanilla beans-----	4,308	2,203	6,785	3,045	3,735
3796220	Mens trousers and slacks cot-----	0	5,605	6,266	3,213	2,531
5263032	Oth printcloth cv cotton not-----	0	0	5,841	1,069	3,748
1763440	Palm oil, refined-----	848	4,156	5,712	1,592	3,573
8000035	United states goods-----	2,226	1,744	5,397	2,644	7,262
	Total-----	5,476,870	3,891,320	4,889,569	2,024,038	2,265,670
	Total, all items imported from Indonesia-----	5,746,923	4,086,793	5,041,949	2,088,454	2,486,398

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

Table H-19.--Leading items in U.S. imports for consumption from Ireland in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1689600	Cordials, liqueurs, kirshwsr----	38,583	59,698	56,660	23,859	22,381
4931200	Casein-----	28,316	53,260	43,636	20,382	13,690
6761500	Accounting, computing, and-----	363	16,284	23,829	16,283	0
8000035	United states goods-----	24,423	18,415	21,419	8,699	16,197
4122200	Analgesics, antipyretics,-----	12,879	16,102	19,511	1	0
7080120	Contact lenses-----	2,220	8,376	17,914	6,460	13,021
5202000	Diamond powder or dust,-----	16,410	15,653	16,593	6,473	15,553
6877410	Monolithic integrated-----	0	2,219	16,414	7,281	12,090
1007500	Horses live, nt for slghtr-----	4,109	7,978	11,997	4,088	8,977
6859004	Circuit breakers, exc molded-----	3,278	5,000	10,355	4,689	7,660
4250455	Amino acid, nspf-----	0	0	10,031	3,028	3,308
6765230	Parts of automatic data-----	6,803	5,870	9,710	4,045	10,639
5239160	Mineral substances, nspf,-----	577	1,015	9,544	3,336	5,759
6875408	Parts of cathode-ray-----	8,810	8,220	9,372	4,321	5,742
101060	Beef, fresh, chilled, or-----	4,765	4,354	8,519	2,160	1,776
4064200	Heterocyclic compounds and-----	109	92	8,308	3,921	984
6861057	Resistors, fixed, excpt film-----	5,501	5,243	7,814	2,793	6,549
9999500	Under 251 formal and-----	7,057	7,030	7,614	3,414	5,220
5310100	Refractory magnesia,-----	12,417	10,500	7,535	2,622	2,068
1692000	Whiskey, scotch and irish in-----	5,460	5,501	5,994	3,671	2,332
1670515	Ale, porter, stout, beer, in-----	6,397	6,714	5,966	3,622	4,652
1848000	Animal feeds containing milk-----	5,865	5,855	5,281	2,239	2,840
4374950	Enzymes-----	353	3,140	4,985	2,685	3,210
6680220	Machines for making boxes,-----	2,169	1,604	4,731	2,052	2,003
1563050	Chocolate, sweetened, over-----	3,384	6,277	4,665	2,100	3,569
7092700	Medical and surgical-----	6,130	4,262	4,524	2,843	1,138
5462020	Tmblrs, gbts, tablwre etc-----	21,801	18,165	4,418	2,239	5,472
7091790	Parts of electro-medical-----	290	208	4,392	3,611	5,370
7002960	Footwear for men, leather,-----	4,562	3,773	4,120	2,179	437
6763030	Data processing machines-----	1,558	2,572	3,679	2,141	0
	Total-----	234,590	303,384	369,530	157,236	182,638
	Total, all items imported					
	from Ireland-----	502,236	549,626	553,974	247,460	367,864

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

Table H-20.--Leading items in U.S. imports for consumption from Italy in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

ISUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
7004540	Footwear, leather, cement-----	255,658	325,656	389,817	215,212	227,565
7401300	Other necklaces and neck-----	195,560	317,530	262,661	121,426	138,077
7401400	Jewelry of precious metals-----	93,718	165,847	190,374	69,758	121,257
4752520	Gasoline-----	121,305	59,402	101,245	22,570	81,199
6946200	Parts, nspf, certified for-----	66,421	103,493	92,003	54,338	50,782
7003550	Footwear, leather, nspf for-----	58,824	89,256	83,316	47,397	49,864
5322400	Ceramic floor & wall tiles,-----	77,347	58,931	72,848	36,158	53,570
5137400	Granite, monumental, paving,-----	24,838	55,050	61,422	36,219	25,899
1673015	Wine, grape white not ov 14%-----	0	0	59,866	24,917	30,302
1671040	Champagne and other sparkling-----	35,504	43,357	55,241	22,366	24,270
6621040	Mach f packg a wrapg tobacco-----	4,249	39,950	54,184	35,451	15,241
6923460	Parts of agricultural-----	55,861	40,582	51,038	19,811	47,443
1673045	Wine, grape white not ov 14%-----	0	0	48,654	20,118	24,617
8000035	United states goods-----	77,540	37,492	48,284	22,505	56,552
6904000	Parts of locomotives and-----	20,040	1,146	46,827	16,081	39,022
1673005	Wine, grape, red, not ov 14%-----	0	0	45,352	20,686	20,586
7275560	Furniture and parts of-----	21,891	27,222	45,291	24,578	0
7084720	Frames and mountings for-----	25,077	29,561	44,835	23,662	26,605
6103925	Oilwell casing api not alloy-----	0	0	44,157	10,403	4,385
1673030	Wine, grape, red, not ov 14%-----	0	0	39,925	16,263	20,659
6921010	Four-wheel passenger cars,-----	126,038	54,218	37,945	11,186	31,031
4750535	Heavy fuel oils un 25 deg-----	12,215	67,889	36,459	12,799	41,553
7005646	Footwear, except soft sole,-----	20,105	55,531	35,415	22,810	20,551
7005605	Ski boots having uppers over-----	10,263	26,777	33,134	3,766	1,929
6616890	Other indust mach etc, & pts-----	0	0	32,647	6,774	2,883
6921030	Four-wheel passenger cars,-----	40,886	30,899	31,541	15,295	26,084
4320200	Drugs a related products in-----	17,457	3,249	31,539	11,048	17,918
5146500	Marble breccia and onyx-----	24,938	26,072	30,785	15,266	20,870
7060900	Handbags or pocketbooks, lea-----	26,949	23,929	29,585	12,683	18,837
6785095	Machines not specifically-----	0	0	29,193	14,727	21,693
	Total-----	1,412,686	1,683,038	2,165,585	986,272	1,261,246
	Total, all items imported from Italy-----	5,157,921	5,258,745	5,435,953	2,614,467	3,628,558

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

Table H-21.--Leading items in U.S. imports for consumption from Japan in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6921010	Four-wheel passenger cars,-----	7,974,931	7,446,139	8,282,217	4,074,669	4,726,114
6921015	Four-wheel passenger cars,-----	956,699	1,350,346	1,860,693	891,126	1,188,682
6920210	Automobile trucks (ex truck)-----	1,545,847	1,277,926	1,643,808	757,249	1,052,485
6854052	Tape recrdrs, video, color,-----	994,251	1,027,472	1,599,987	581,374	1,188,302
6763030	Data processing machines-----	119,962	277,577	819,292	360,939	0
6765230	Parts of automatic data-----	206,448	434,189	713,282	311,100	612,985
6763012	Electrostatic photocopying-----	498,596	476,272	521,381	235,575	290,966
6921005	Jeep, cargo, utility vehicles,-----	173,197	439,380	469,626	223,824	232,697
6921035	Four-wheel passenger cars,-----	380,248	391,323	451,939	229,622	241,926
6923288	Parts nspf of motor vehicles-----	268,542	274,073	356,917	150,373	309,590
6785012	Radio-tape player comb,-----	0	0	351,101	164,962	205,156
6921090	Motor vehicles, nspf-----	163,487	241,764	341,434	141,323	235,700
7221625	Cameras, still nspf over \$10-----	314,247	323,120	324,123	150,182	182,542
6081330	Ir o st sht, zinc coated not-----	0	0	280,913	113,245	238,713
6761500	Accounting, computing, and-----	60,076	110,442	229,287	98,381	0
8000035	United states goods-----	155,065	182,578	229,111	124,550	140,517
6925070	Motorcycles, engines w/total-----	603,975	495,908	220,493	220,493	0
6182565	Sheets and strip, aluminum,-----	41,817	170,579	211,061	105,141	0
6877441	Mos random access memories-----	0	0	209,314	90,797	212,690
7244540	Magnetic recording media,-----	115,999	125,693	200,251	95,839	133,276
6078360	Steel sheet pickled and/or-----	0	0	197,441	77,421	153,883
6842500	Microwave ovens-----	154,092	109,958	195,445	82,234	121,626
6851015	Television cameras, color,-----	0	0	184,675	73,572	131,830
6851910	Tv appr, convtrts, preamplfr-----	148,509	175,561	182,337	93,270	50,593
6854026	Tape recorders, aud cassette-----	0	0	179,714	82,496	76,299
6855034	Radio-tape recorders,-----	0	0	168,336	62,371	86,478
7082320	Photographic lenses,-----	172,868	151,885	155,013	71,493	88,358
7410600	Cultured pearls and parts,-----	95,351	84,595	148,989	68,680	98,095
7725136	Pneumatic tires, new, other-----	0	153,004	147,362	68,122	87,068
6846210	Telephone switching and-----	71,835	87,920	145,437	69,796	147,657
	Total-----	15,216,041	15,807,704	21,020,978	9,870,220	12,234,227
	Total, all items imported					
	from Japan-----	37,471,371	37,421,594	40,887,306	18,999,625	26,729,041

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

Table H-22.--Leading items in U.S. imports for consumption from Korea, South in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6966000	Buoys, beacons, landing stgs----	0	0	210,365	0	0
7003515	Footwear, athletic, leather,----	177,144	242,341	209,125	99,620	134,648
7009515	Footwear nspf for men-----	12,552	104,232	152,615	79,309	64,732
6877420	Ttl bipolar monolithic-----	0	70,064	134,601	57,092	111,218
7917620	Mens and boys coats and-----	18,189	83,794	112,892	34,557	64,620
6851127	Television receivers, color,----	25,903	43,273	106,198	32,991	75,992
3838073	Womens a girls sweaters knit----	0	92,877	102,157	50,736	57,321
6852966	Cordless handset telephones-----	0	12,394	100,348	34,825	32,808
6851135	Television receivers, color, s--	35,153	44,765	98,656	32,744	54,191
6842500	Microwave ovens-----	21,927	50,212	93,741	34,687	78,452
6877410	Monolithic integrated-----	0	54,675	92,301	41,496	62,323
3799540	Mens a boys oth manmade fib-----	0	108,363	92,278	43,066	55,460
6851109	Television receivers, 11 and-----	89,175	82,341	82,678	33,962	47,412
3385009	Polyester wov-fab cont 85%-----	0	60,461	80,272	51,923	31,653
6785012	Radio-tape player comb,-----	0	0	75,965	32,298	47,362
7725109	Pneumatic tires, new, for-----	0	21,153	75,009	35,602	41,235
6103244	Pipes wld jntd smd ios nt al-----	0	50,845	72,259	30,889	17,368
3799030	Mens and boys shirts manmade-----	0	66,772	69,321	37,638	52,807
3838045	Womens other knit shirts-----	0	51,918	65,741	41,404	33,399
7373000	Stuffed toy animals, valued-----	35,890	47,230	63,268	21,805	59,651
7004506	Footwear, leather, athletic,-----	39,112	67,044	61,179	29,757	58,054
6877415	Bipolar monolithic-----	0	25,564	60,805	24,532	41,968
6078360	Steel sheet pickled and/or-----	0	0	60,511	23,522	61,569
7060700	Handbags or pocketbooks, lea-----	38,616	46,593	60,151	21,038	32,057
7064150	Luggage textile materials-----	0	28,190	57,493	22,389	0
7002940	Footwear for work, leather,-----	31,007	52,248	56,712	24,075	24,490
3799530	Mens and boys other coats-----	0	71,653	56,262	22,658	31,584
7009525	Footwear nspf, for women-----	3,924	19,690	55,083	28,411	19,101
7006400	Ftwr w rubb sole affix upper-----	8,385	39,751	54,747	29,371	29,447
6763030	Data processing machines-----	8,609	16,615	54,097	18,982	0
	Total-----	545,588	1,655,060	2,666,828	1,071,380	1,420,922
	Total, all items imported					
	from Korea, South-----	5,179,607	5,631,419	7,180,827	3,110,469	4,408,391

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

Table H-23.--Leading items in U.S. imports for consumption from Mexico in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4750510	Crude petrol, shale etc inc----	2,015,915	2,928,788	4,047,522	2,000,944	1,925,927
4751010	Crude petroleum, shale oil----	3,876,771	4,634,573	3,473,197	1,913,281	1,487,318
6604800	Automobile truck & bus enqs,----	63,844	196,085	413,205	195,090	0
4751505	Natural gas, methane and mix----	511,332	474,324	379,268	207,993	138,669
6052040	Silver bullion, refined----	197,576	187,937	320,709	176,653	168,304
1144545	Shrimps and prawns,-----	213,311	296,505	294,046	137,326	120,963
8000035	United states goods-----	279,457	306,312	265,168	124,915	140,897
1601020	Coffee, crude-----	234,729	249,779	253,143	112,743	159,856
6851600	Main printed circuit boards,----	110,627	124,690	250,590	103,014	114,162
6881200	Ignition wiring sets a wirng----	131,013	130,885	206,685	87,676	138,067
1376000	Tomatoes, frsh or frz, entry----	177,024	97,451	168,647	152,443	72,131
4750535	Heavy fuel oils un 25 deg-----	220,320	217,529	166,195	63,465	19,629
6765230	Parts of automatic data-----	91,430	118,707	160,239	63,261	110,819
1004500	Live cattle not less than-----	68,133	114,772	138,197	62,446	78,166
6851950	Tv apparatus nspf and parts-----	105,683	150,905	136,554	64,741	34,280
6923288	Parts nspf of motor vehicles-----	55,634	79,874	132,155	58,964	112,428
9999500	Under 251 formal and-----	107,984	97,164	130,497	64,697	69,529
4751015	Light fuel oils a tcr 25deg-----	8,445	12,552	129,910	6,152	75,516
4751545	Mixtures containing over 90-----	127,865	120,231	127,338	76,432	21,640
6852110	Radio rec, sol st entertain-----	8,469	29,295	108,665	36,210	27,651
6881500	Insulated electrical-----	97,989	94,551	105,983	52,343	64,242
2568780	Articles, nspf, of papers,-----	78,128	91,305	94,289	42,487	46,126
1144557	Shrimp, peeled, raw, not in-----	68,844	63,821	82,713	35,071	44,085
6851910	Tv appr, convrters, preamplfr-----	37,027	45,468	76,319	32,796	21,439
6785012	Radio-tape player comb,-----	0	0	76,118	24,915	55,108
6859080	Other elec appar for making-----	41,587	47,798	72,247	32,129	47,017
4806540	Anhydrous ammonia-----	56,972	73,702	69,491	28,050	31,522
4154500	Sulfur-----	108,221	87,494	66,556	38,843	42,774
6851564	Main pc bd w/spec components-----	99,004	72,174	64,013	31,835	30,600
4753500	Naphthas derived petroleum,-----	0	0	62,872	0	88,186
	Total-----	9,193,335	11,144,671	12,072,530	6,026,916	5,487,054
	Total, all items imported					
	from Mexico-----	13,703,637	15,488,040	16,618,938	8,159,693	8,928,131

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



Table H-24.-- Leading items in U.S. imports for consumption from Netherlands in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4752520	Gasoline-----	242,094	411,547	511,117	303,026	339,637
1670515	Alc, porter, stout, beer, in----	166,233	190,876	199,816	97,106	90,119
4751015	Light fuel oils a tcr 25deg-----	133,183	29,235	129,806	17,360	213,159
8000035	United states goods-----	111,303	111,452	117,766	57,209	123,106
4295020	Butadiene-----	75,694	79,653	82,639	46,046	43,023
4750535	Heavy fuel oils un 25 deg-----	12,493	59,642	51,185	18,819	100,303
7096320	X-ray apparatus for medical-----	22,896	41,123	43,319	24,800	21,064
6835020	Shaver with self-contained-----	37,259	45,446	43,062	18,209	19,930
6946700	Aircraft parts, nspf, for-----	46,961	68,622	42,408	15,743	24,003
4011000	Benzene-----	0	25,491	41,857	26,157	49,939
4751035	Heavy fuel oils 25 deg api-----	21,690	7,988	41,273	117	7,818
6078360	Steel sheet pickled and/or-----	0	0	39,388	16,459	21,200
1564000	Cocoa unsweetened and cocoa-----	29,174	27,143	37,606	15,562	30,546
4012600	Cumene-----	66,048	39,450	34,800	14,787	33,327
6763019	Office copying machines-----	40	39	33,129	4,144	45,376
7650300	Paintings, pastels, drawings-----	13,426	24,069	32,988	22,808	13,919
6765270	Parts of office machines,-----	3,316	5,263	32,767	8,744	25,294
4803000	Urea, nspf-----	28,507	57,143	30,799	21,861	14,269
1922190	Cut flowers, nspf, fresh,-----	0	0	30,086	16,911	24,083
4225220	Uranium fluorides-----	0	0	23,135	0	0
1073525	Pork hams & shouldrs, boned,-----	19,087	25,710	21,190	11,058	12,740
6182565	Sheets and strip, aluminum,-----	13,610	10,352	19,019	8,843	0
5203300	Diamonds ov 1/2 car, cut, not-----	15,975	16,518	18,766	7,335	13,480
6076720	Steel sheet n shpd, etc n cr-----	0	0	17,124	2,160	14,958
6750995	Machines not specifically-----	0	0	16,842	8,276	13,979
6260200	Unwrought zinc except-----	18,010	5,934	16,546	10,908	7,382
4751025	No. 4-type fuel oils 25 deg-----	19,517	3,106	16,401	184	0
6440230	Copper alloy foil nov .006in-----	12,168	15,062	16,254	7,860	9,844
1250100	Tulip bulbs-----	14,438	14,855	15,121	45	41
7124971	Apparatus to measure or chck-----	0	16,266	15,084	6,213	16,805
	Total-----	1,123,120	1,331,983	1,771,293	808,750	1,329,343
	Total, all items imported from Netherlands-----	2,362,004	2,484,337	2,957,192	1,355,999	2,184,025

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

Table H-25.--Leading items in U.S. imports for consumption from Pakistan in 1981, 1982, 1983, January-June 1983, and January-June 1984.

(In thousands of dollars; customs value)

USIA Number	Description	1981	1982	1983	January-June--	
					1983	1984
3601515	Wool floor covers pile hand----	27,821	18,390	24,429	14,920	17,365
3662460	Cotton towels, nspf terry ov----	11,252	15,414	13,554	7,393	8,094
3661855	Cot terry bar mops nov 45cts----	8,417	7,294	8,626	4,759	6,851
7092700	Medical and surgical-----	9,370	7,614	8,403	4,556	5,058
3794050	Mens and boys cotton knit-----	0	6,197	8,230	4,240	5,595
3701038	Abc sheeting wh cot nt fan o----	10,327	6,717	7,570	3,777	6,213
3203032	P-c shirting nspf wh cotton-----	8,760	3,151	6,538	2,699	6,579
1144545	Shrimps and prawns,-----	4,542	5,094	6,314	1,410	3,240
6498300	Pen/pocket/other knives fold----	4,311	5,763	5,414	2,966	2,127
1144557	Shrimp, peeled, raw, not in-----	3,472	5,099	4,226	3,052	3,660
3662760	Cotton dish towels nspf-----	2,654	3,150	3,580	2,147	3,318
3794020	Mens and boys cotton knit-----	0	2,674	3,466	1,582	3,407
3202038	Abc sheeting wh cot nt fan o----	3,596	2,975	3,443	1,739	2,177
3666500	Cotton terry clth furnishing-----	2,932	3,038	3,406	1,831	2,654
1883810	Guar gum, natural-----	12,915	8,099	3,375	1,751	1,980
3835072	Women's cotton skirts other-----	0	0	2,118	1,553	1,027
3662740	Cotton shop towels nspf not-----	492	594	1,959	896	1,192
1144550	Shrimp, peeled, in airtight-----	703	922	1,892	846	1,951
3661865	Cotton towels, nspf, terry,-----	3,321	1,525	1,617	938	592
3794670	Mens and boys cot coats not-----	0	789	1,356	708	854
3834825	Womens girls and infants oth-----	0	956	1,262	1,040	700
3202032	P-c shirting nspf wh cotton-----	2,970	802	1,230	471	1,453
3664700	Cot tablecloth napkins, nspf-----	1,210	1,405	1,215	656	880
3354040	Woven jute fabric nspf not-----	0	0	1,207	47	54
3835090	Womens girls infants cotton-----	0	909	1,200	491	799
8000035	United states goods-----	2,702	2,527	1,153	395	2,127
3834821	Womens cot dresses yrn-dyed-----	0	843	1,099	687	1,126
3662780	Cotton towels nspf not-----	494	645	1,068	531	957
7044010	Gloves of mach woven cotton-----	191	346	1,002	416	626
3833770	Womens girls or infants cot-----	0	445	1,001	596	898
	Total-----	122,453	113,374	130,952	69,095	93,557
	Total, all items imported-----					
	from Pakistan-----	173,358	163,088	167,180	87,688	127,869

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

Table H-26.-- Leading items in U.S. imports for consumption from Philippines in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1761720	Coconut oil, crude-----	220,201	158,881	176,187	76,947	145,951
6877455	Mos integrated circuits,-----	0	114,736	134,730	71,150	71,420
6877450	Microprocess, mos-----	0	82,719	109,846	47,712	77,327
1552045	Cane or beet sugars, sirups,-----	126,537	53,333	102,031	41,006	77,553
6877445	Mos memories, except-----	0	91,372	81,205	36,965	50,862
6877410	Monolithic integrated-----	0	50,914	68,320	23,091	56,273
1489820	Pineapples, prepared or-----	54,636	59,078	58,767	32,228	27,631
6877420	Ttl bipolar monolithic-----	0	60,646	52,532	26,000	32,054
6877437	Mos random access memories-----	0	0	44,809	25,065	12,146
7271100	Furniture, and parts thereof-----	28,265	27,440	41,586	17,105	22,295
1601020	Coffee, crude-----	32,627	37,926	37,947	28,119	25,762
1450800	Coconut meat shredded and-----	48,191	33,088	36,371	16,434	24,800
6877415	Bipolar monolithic-----	0	31,145	32,736	17,517	21,709
6877435	Mos random access memories-----	0	48,793	28,060	15,079	13,793
1123040	Tuna, except white mt, no oil,-----	25,082	24,119	27,131	19,833	9,503
6877441	Mos random access memories-----	0	0	23,731	12,943	5,650
1563500	Cocoa butter-----	17,966	24,533	20,227	13,677	2,801
6765230	Parts of automatic data-----	13,717	14,045	19,991	9,754	8,877
3794050	Mens and boys cotton knit-----	0	12,014	19,564	7,600	17,626
6878520	Parts of semiconductors,-----	0	557	19,394	658	27,717
2401740	Plywood, ph mahg face not fc-----	46,603	19,516	19,216	6,545	5,096
8000035	United states goods-----	13,527	12,497	18,177	9,559	9,493
1761740	Coconut oil, refined-----	9,337	9,805	17,362	6,183	8,136
6023033	Copper content from ores-----	32,393	41,465	16,266	11,866	4,526
3832350	Infants sets up to a include-----	0	15,329	15,706	8,958	8,536
2400200	Phil mahogany or lauau,-----	16,806	6,620	14,570	4,227	4,540
7009525	Footwear nspf, for women-----	1,720	7,035	14,505	8,443	4,568
3762430	Brassieres, manmade fiber-----	10,832	12,822	14,461	7,139	11,356
6016634	Gold content of ore to be-----	0	7,722	13,265	8,336	2,680
6851950	Tv apparatus nspf and parts-----	1,183	5,785	12,624	9,044	323
	Total-----	699,622	1,063,935	1,291,316	619,182	791,006
	Total, all items imported					
	from Philippines-----	1,957,309	1,786,497	1,997,524	925,471	1,190,622

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

Table H-27.-- Leading items in U.S. imports for consumption from Poland in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
1073525	Pork hams & shouldrs, boned,----	86,299	55,170	83,311	46,951	33,544
6071700	Steel wire rods no alloy not----	0	1,484	4,758	2,652	0
3798355	Mens or boys other wool ntkt----	0	5,944	4,593	2,487	1,853
6462622	Nails etc iron/steel, smooth----	5,469	1,951	3,764	1,961	1,999
4931200	Casein-----	2,990	1,664	3,596	1,549	1,842
3359500	Other woven fabric of veg-----	8,375	9,333	3,418	1,631	2,930
6462626	Nails etc i/s sm shnk vnl rn----	3,421	851	2,921	1,640	1,971
1922520	Hops, nspf-----	0	2,784	2,803	2,803	1,296
1467630	Strawberries, frozen, in-----	1,994	1,999	2,600	1,486	886
7271500	Furniture and parts of-----	3,540	2,745	2,580	1,417	1,583
6076615	Steel plate not alloy not in----	36,656	4,778	2,554	1,143	0
3794620	Mens boys cot nk suit-type-----	0	3,198	2,430	1,004	725
3833415	Oth womens raincoats over \$4----	0	4,899	2,214	757	1,480
1073560	Pork, nspf, boned & cooked &-----	2,001	1,166	2,185	1,130	339
6098041	Steel channels not alloyed-----	5,146	233	1,946	792	3,109
7003550	Footwear, leather, nspf for-----	5,661	2,877	1,877	1,318	566
6921090	Motor vehicles, nspf-----	3,369	1,889	1,852	838	1,121
7002960	Footwear for men, leather,-----	3,371	3,350	1,822	861	955
1000110	Horses for breeding, male-----	0	0	1,752	0	0
6869030	Other lamps including-----	585	722	1,692	651	1,193
1178855	Cheese, substitutes nspf,-----	678	591	1,690	782	671
6420200	Barbed wire-----	2,213	441	1,645	665	512
1073515	Pork hams & shouldrs, boned,----	1,677	1,890	1,307	667	503
3798311	Mens wool suit-type coats &-----	0	1,747	1,305	421	328
3837550	Womens girls a infants wool-----	0	216	1,256	425	1,218
3366249	Oth wool wov fab worsted ov\$-----	0	2,652	1,252	520	1,158
3838073	Womens a girls sweaters knit-----	0	1,070	1,248	487	614
6721620	Sewing machines, nspf, over-----	5,670	3,016	1,192	1,004	269
3796215	Men a boys oth cot suit-type-----	0	2,229	1,179	888	694
1007500	Horses live, nt for slghtr-----	2,455	482	1,179	1,153	543
	Total-----	181,571	121,372	147,922	80,082	63,903
	Total, all items imported-----					
	from Poland-----	359,939	212,888	190,641	100,570	94,029

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

Table H-28.--Leading items in U.S. imports for consumption from Republic of South Africa in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
6532200	Metal coins, nspf-----	381,774	363,564	450,225	279,336	479,743
6050220	Platinum sponge platinum-----	361,959	247,157	274,286	119,107	222,814
5201120	Diamonds, except industrial,-----	282,540	199,849	245,255	155,293	128,926
4225000	Uranium oxide-----	45,881	139,557	145,229	88,774	42,535
6050260	Palladium, palladium-----	79,460	54,905	49,527	19,659	53,221
6062400	Ferrochrome ov 3% carbon-----	101,996	19,343	48,074	23,248	50,924
5203300	Diamonds ov 1/2 car, cut, not-----	48,226	51,744	47,441	24,186	27,535
5202900	Industrial diamonds, natural-----	43,322	28,234	38,459	21,855	22,015
6050270	Rhodium, rhodium content-----	33,458	23,741	35,550	20,709	25,217
4225220	Uranium fluorides-----	27,843	53,910	32,311	17,856	21,911
6078360	Steel sheet pickled and/or-----	0	0	27,940	10,566	10,819
8000035	United states goods-----	17,242	27,106	27,036	13,720	13,986
6081330	Ir o st sht, zinc coated not-----	0	0	26,169	9,498	10,573
6098015	Steel wide flange shapes or-----	34,381	34,686	26,095	13,266	17,347
5203200	Diamonds not over 1/2 carat-----	27,857	24,211	24,270	9,464	11,802
1144525	Rock lobster tails, not in-----	22,066	18,789	22,168	13,053	14,303
2500219	Wood pulp, sulphite, blched,-----	29,262	21,482	21,479	10,426	8,691
5213120	Bituminous coal-----	19,877	14,898	21,455	10,714	7,311
6063000	Ferromanganese, over 4%-----	85,169	67,057	20,496	11,315	15,298
4225240	Uranium compounds, nspf-----	11,138	6,749	19,737	0	18,347
6200300	Unwrought nickel-----	24,168	18,950	17,927	6,554	9,451
3063172	Wool finer than 58s, nspf,-----	2,869	9,903	17,280	9,872	13,619
6064400	Ferrosilicon manganese-----	9,021	4,467	14,564	7,637	3,407
6052020	Gold bullion, refined-----	187,738	37,469	12,161	11,604	6,303
6180650	Unwrought alloys of aluminum-----	0	2,489	11,659	3,757	40
6120640	Unwrought copper not alloyed-----	0	0	11,658	5,027	0
4171240	Aluminum oxide (alumina)-----	0	0	11,393	7,474	1
1552045	Cane or beet sugars, sirups,-----	0	8,816	11,048	4,583	9,867
5222100	Fluorspar containing ovr 97%-----	28,526	18,123	10,516	3,825	7,072
6076615	Steel plate not alloy not in-----	22,428	40,300	8,942	2,780	0
	Total-----	1,928,200	1,537,501	1,730,351	935,157	1,253,077
	Total, all items imported					
	from Republic of South Afri	2,435,797	1,958,778	2,031,827	1,085,451	1,465,907

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

Table H-29.-- Leading items in U.S. imports for consumption from Romania in  
1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4752520	Gasoline-----	90,241	69,846	207,709	93,838	69,028
4751015	Light fuel oils a tcr 25deg-----	8,908	0	36,246	0	13,392
4753500	Naphthas derived petroleum,-----	49,975	19,786	24,017	0	98,491
7273540	Furniture of wood, nspf-----	9,092	11,639	13,199	7,480	0
4803000	Urea, nspf-----	2,893	0	10,885	6,145	17,358
4750535	Heavy fuel oils un 25 deg-----	0	0	10,052	0	0
7004540	Footwear, leather, cement-----	5,762	10,826	9,719	2,599	2,188
6180200	Unwrht aluminum nspf, other-----	581	0	8,259	0	1,065
1073525	Pork hams & shouldrs, boned,-----	13,933	6,577	7,199	3,188	2,041
7003550	Footwear, leather, nspf for-----	8,482	6,171	6,897	2,352	661
5466020	Imblrs, gblts, a stmure ov-----	5,331	3,822	5,572	2,105	3,288
7272900	Chairs, wood, nspf-----	3,663	4,154	4,781	3,016	1,770
4806550	Nitrogen solutions-----	0	0	4,654	0	4,166
3105049	Yarns except textured wholly-----	2,752	3,786	4,576	2,297	2,321
6803712	Ball bearings radial od over-----	4,563	3,699	4,526	2,343	1,217
6923406	Tractors, wheel ex gardn new-----	10,536	11,289	4,468	1,508	2,110
1176700	Cheese, pecorino, in orig-----	2,518	2,905	4,217	2,958	2,286
7002960	Footwear for men, leather,-----	1,207	9,952	3,936	2,312	1,202
3601515	Wool floor covergs pile hand-----	6,957	3,616	3,773	2,143	2,119
7271500	Furniture and parts of-----	2,907	3,743	3,429	1,852	2,505
7004510	Ftwr, leather, nspf, casual-----	3,686	285	3,241	53	193
5466660	Glsr nspf nt cut or engrayd-----	1,701	1,447	3,192	1,107	354
3838073	Womens a girls sweaters knit-----	0	2,391	3,111	845	1,634
3839050	Womens other manmade fiber-----	0	3,568	3,046	2,115	0
3839060	Womens girls & infnt manmade-----	0	3,399	3,010	2,964	290
3793905	Mens an boys jogging jackets-----	0	1,876	2,855	703	737
6803938	Tapered roller bearings, cone-----	2,216	3,488	2,839	1,178	635
7061340	Luggage, bags & cases, nspf-----	1,269	3,052	2,824	1,479	0
3798355	Mens or boys other wool ntkt-----	0	3,840	2,695	2,385	411
3794050	Mens and boys cotton knit-----	0	1,733	2,693	1,946	2,009
	Total-----	239,174	196,891	407,622	150,909	233,471
	Total, all items imported					
	from Romania-----	559,449	339,121	512,821	202,862	390,717

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

Table H-30.-- Leading Items in U.S. Imports for consumption from Taiwan in  
1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
7005646	Footwear, except soft sole,-----	118,517	263,974	303,228	142,908	188,023
7342010	Video games and parts-----	141,556	256,005	179,511	75,826	0
3838073	Womens a girls sweaters knit-----	0	136,007	163,177	65,365	88,834
6846220	Telephone instruments-----	33,863	32,292	143,081	67,230	64,762
6765230	Parts of automatic data-----	46,357	84,090	139,050	76,507	93,358
6610630	Fans & blowers for permanent-----	56,120	97,529	138,260	61,806	121,125
6763030	Data processing machines-----	5,392	16,844	136,006	43,382	0
7003515	Footwear, athletic, leather,-----	52,299	104,161	135,054	58,864	94,397
7064150	Luggage textile materials-----	0	75,952	131,351	54,175	0
7273540	Furniture of wood, nspf-----	68,062	84,247	125,935	50,639	0
6852966	Cordless handset telephones-----	0	62,711	123,020	45,557	35,134
6851135	Television receivers, color, s---	36,548	43,798	102,508	42,415	61,195
7275560	Furniture and parts of-----	59,736	65,430	99,921	63,729	0
6851910	Tv appr, convrtrs, preamplfr-----	77,651	176,990	93,887	47,613	30,647
7066225	Handbags of plastics m-----	36,165	56,949	84,583	31,190	42,064
7009515	Footwear nspf for men-----	6,673	58,423	83,056	40,580	38,107
3838045	Womens other knit shirts-----	0	65,873	82,500	51,187	43,827
7714312	Polyvinyl chloride flexible-----	52,430	57,253	79,587	35,235	45,453
6851109	Television receivers, 11 and-----	129,638	105,652	79,254	39,330	33,581
7064140	Handbags textile materials-----	0	66,941	78,252	41,454	36,194
7084520	Sunglasses and sungoogles,-----	35,042	44,910	76,978	40,329	49,639
6855034	Radio-tapo recorders,-----	0	0	73,452	28,129	40,055
7745595	Articles of rubber or-----	0	0	72,035	34,013	57,362
6846240	Other telephonic apparatus-----	4,415	7,601	71,737	5,055	39,583
7004540	Footwear, leather, cement-----	23,313	30,483	70,772	20,081	26,232
7066235	Luggage, cases etc, fitted-----	62,481	79,358	69,062	28,832	0
7723090	Wearing apparel, nspf, of-----	0	0	64,908	26,564	0
5349400	Household articles, nspf of-----	61,538	55,663	63,303	28,104	30,012
6785075	Combination mach containing-----	19,771	43,370	60,964	23,504	44,236
3799030	Mens and boys shirts manmade-----	0	65,152	60,651	34,334	35,311
	Total-----	1,127,567	2,237,659	3,185,084	1,403,936	1,339,133
	Total, all items imported from Taiwan-----	8,035,916	8,863,305	11,193,077	4,944,246	6,975,231

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

Table H-31.--Leading items in U.S. imports for consumption from U. S. S. R.(Soviet Union) in 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4806540	Anhydrous ammonia-----	78,414	88,765	85,722	40,063	66,031
4751015	Light fuel oils a tcr 25deg----	80,706	0	48,913	54	39,096
6050260	Palladium, palladium-----	31,142	24,836	41,849	17,094	32,319
4803000	Urea, nspf-----	0	10,434	38,913	20,667	33,569
6200300	Unwrought nickel-----	37,776	12,182	19,268	4,740	268
1143000	Crabs fresh chilled frozen-----	0	2,107	12,790	1,497	5,644
1693800	Vodka in containers not over-----	5,799	7,173	9,883	5,496	2,888
4225220	Uranium fluorides-----	11,278	9,647	9,732	0	0
1241045	Sable furskins, whole, raw-----	8,120	7,164	7,803	3,489	4,117
4751025	No. 4-type fuel oils 25 deg-----	0	0	7,055	0	0
6050750	Palladium bars plates etc-----	2,815	1,685	4,343	3,369	8,860
4805000	Potassium chloride or-----	0	4,600	4,134	2,288	6,642
7650300	Paintings, pastels, drawings-----	96	115	3,102	85	1,953
6050220	Platinum sponge platinum-----	4,626	3,961	3,003	1,063	963
6063546	Ferosilicon cont ovr 30%-----	0	0	2,804	671	1,319
6050710	Platinum bars,plts sheets nt-----	1,413	1,197	2,356	1,682	3,219
2401440	Plywood, birch face not face-----	3,209	1,374	2,283	1,038	1,578
1144545	Shrimps and prawns,-----	73	17	2,227	0	86
4800500	Limestone for fertilizer-----	0	0	2,210	2,210	1,205
6050270	Rhodium, rhodium content-----	3,475	3,475	2,105	1,680	2,034
6050290	Platinum group metals and-----	6,397	1,909	2,043	1,471	0
6050760	Rhodium bars plates etc-----	0	332	1,478	0	308
4012600	Cumene-----	365	0	1,469	1,068	512
6052020	Gold bullion, refined-----	21,368	1,493	1,438	645	341
2452020	Hardboard, not face finished-----	1,977	1,569	1,359	386	1,392
4230030	Rare-earth oxides except-----	896	1,144	1,237	797	304
1693700	Vodka in containers not over-----	1,406	2,173	1,220	616	581
4209800	Sodium chromate and-----	78	712	1,013	763	534
7662560	Antiques nspf-----	485	526	1,005	772	352
1144557	Shrimp, peeled, raw, not in-----	543	0	917	0	0
	Total-----	302,457	188,589	323,676	113,703	216,115
	Total, all items imported					
	from U. S. S. R.(Soviet Uni	356,961	228,602	340,486	121,999	224,622

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



Table H-32.-- Leading items in U.S. imports for consumption from United Kingdom in 1983, 1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4751010	Crude petroleum, shale oil-----	4,932,989	5,248,682	3,931,362	1,833,538	1,877,797
6052040	Silver, bullion, refined-----	2,769	105,695	772,237	328,387	492
8000035	United states goods-----	314,050	580,411	368,705	186,483	199,909
1691900	Whiskey, scotch and irish in-----	387,675	358,602	353,374	146,634	137,570
6606100	Non-piston-type engines, nspf-----	631,882	464,062	311,219	149,580	126,332
6921015	Four-wheel passenger cars,-----	150,232	196,438	285,475	149,682	168,135
7650300	Paintings, pastels, drawings-----	118,477	179,699	168,966	79,053	80,054
6944155	Airplanes, nonmilitary, mult-----	183,529	140,436	127,257	39,937	0
4254240	Nitriles, nspf-----	81,903	52,969	126,867	52,728	57,141
6607300	Parts of non-piston type-----	173,215	176,212	115,095	60,488	52,250
6921030	Four-wheel passenger cars,-----	85,413	129,126	113,719	61,788	73,688
4225220	Uranium fluorides-----	75,481	90,682	113,680	51,126	109,642
4750535	Heavy fuel oils un 25 deg-----	4,200	23,621	102,835	26,236	71,356
7662560	Antiques nspf-----	59,748	66,708	102,236	45,043	47,450
2702580	Books, not specially-----	88,294	81,694	89,575	43,204	69,910
6050220	Platinum sponge platinum-----	30,787	24,790	88,932	59,548	60,534
6946200	Parts, nspf, certified for-----	114,057	92,248	83,744	43,285	49,082
6923288	Parts nspf of motor vehicles-----	90,004	60,741	83,017	38,707	52,903
4752520	Gasoline-----	1,052	17,172	76,182	41,133	78,044
6923406	Tractors, wheel ex gardn new-----	60,934	29,573	72,317	33,123	51,931
1690700	Gin, in containers each-----	60,946	63,338	70,600	29,376	29,094
6765230	Parts of automatic data-----	43,286	43,123	69,155	32,261	75,354
4119800	Cromolyn, sodium; autonomic-----	53,309	66,042	67,133	31,247	26,926
1692000	Whiskey, scotch and irish in-----	74,910	61,158	65,254	35,016	27,034
6946700	Aircraft parts, nspf, for-----	76,263	78,064	63,706	21,754	54,974
7662540	Antique furniture-----	45,506	47,277	63,441	28,239	36,898
6784800	Flight simulating machines-----	19,668	31,941	60,911	33,443	13,207
5203300	Diamonds ov 1/2 car, cut, not-----	40,051	46,445	58,801	26,412	38,517
6785095	Machines not specifically-----	0	0	55,883	23,078	65,347
4400000	Medicinal preps in capsules,-----	17,288	14,825	48,074	9,975	28,836
	Total-----	8,017,918	8,571,775	8,109,752	3,740,508	3,760,405
	Total, all items imported					
	from United Kingdom-----	12,845,042	13,028,234	12,449,365	5,854,565	6,887,373

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

Table H-33.--Leading items in U.S. imports for consumption from Zaire in  
1981, 1982, 1983, January-June 1983, and January-June 1984

(In thousands of dollars; customs value)

TSUSA Number	Description	1981	1982	1983	January-June--	
					1983	1984
4751010	Crude petroleum, shale oil-----	243,395	277,539	227,230	103,063	150,764
6322000	Cobalt unwrought, except-----	66,726	56,088	63,082	42,439	41,840
6120640	Unwrought copper not alloyed----	37,443	30,520	45,301	25,130	24,467
6260200	Unwrought zinc except-----	22,778	15,943	18,463	6,249	12,958
1601020	Coffee, crude-----	32,641	12,007	2,774	2,385	1,186
7662560	Antiques nspf-----	1,166	3,104	2,280	1,277	65
5202340	Natural diamonds, nspf-----	2,071	868	1,547	616	89
5202900	Industrial diamonds, natural----	78	652	1,202	128	6
6123120	Copper bars not alloyed-----	0	0	642	161	0
4374950	Enzymes-----	716	836	495	345	404
4374880	Crude ficin and crude-----	137	71	482	275	211
1841000	Bran, shorts, and middlings-----	0	277	307	0	328
8000035	United states goods-----	303	168	258	69	77
5201140	Precious and semiprec stones----	69	197	250	73	30
6014200	Tantalum ore-----	3,291	861	212	212	79
1904500	Fish or shellfish, live, for-----	16	34	196	78	186
1605000	Tea, crude or prepared-----	0	0	194	45	0
5201120	Diamonds, except industrial,-----	4	857	150	0	270
4374980	Ferments-----	45	54	149	34	0
6220200	Tin other than alloys-----	0	0	126	0	187
7926000	Articles of ivory nspf-----	3	42	92	16	10
6052060	Gold doré and gold precipitates----	0	0	83	39	40
5203900	Precious and semiprecious stns----	28	37	79	5	17
2400320	Hardwood veneers, nspf, not-----	323	180	74	42	1
6403050	Containers except pressure,-----	28	48	68	52	83
5202100	Diamonds indust, synthetic,-----	0	0	49	49	0
2023440	Lumbr, mahogany, dressed,-----	0	0	39	39	0
2024400	Lumber, hardwood, rough,-----	695	187	38	13	99
7403800	Jewelry etc and parts nspf,-----	16	19	33	20	15
5202320	Natural diamond-----	8,390	1,047	32	0	0
	Total-----	420,362	401,637	365,928	182,853	233,409
	Total, all items imported					
	from Zaire-----	423,414	403,423	366,131	182,908	238,176

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

Appendix I

LETTER OF REQUEST FROM CHAIRMAN, COMMITTEE ON FINANCE, UNITED STATES SENATE

ROBERT J. DOLE, KANS., CHAIRMAN

BOB PACKWOOD, OREG.  
WILLIAM V. ROOTH, JR., DEL.  
JOHN C. DANFORTH, MO.  
JOHN N. CHAFFE, R.I.  
JOHN HEINE, PA.  
MALCOLM WALLOP, WYO.  
DAVID DURCHBENDER, MINN.  
WILLIAM L. ARMSTRONG, COLO.  
STEVEN D. SYMMS, IDAHO  
CHARLES E. GRASSLEY, IOWA

RUSSELL B. LONG, LA.  
LLOYD BENTSEN, TEX.  
SPARK M. MATSUOKA, HAWAII  
DANIEL PATRICK MOYNIHAN, N.Y.  
MAX BAUCUS, MONT.  
DAVID L. BORER, OREG.  
BILL BRADLEY, N.J.  
GEORGE J. MITCHELL, MAINE  
DAVID PRYOR, ARK.

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## United States Senate

COMMITTEE ON FINANCE  
WASHINGTON, D.C. 20510

ROBERT S. LISHEWITZ, CLERK  
MICHAEL STERN, MINORITY STAFF DIRECTOR

NUMBER

December 21, 1983

The Honorable Alfred E. Eckes, Jr.  
Chairman  
U.S. International Trade Commission  
701 E Street, N.W.  
Washington, D.C. 20436

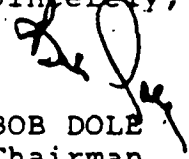
Dear Mr. Chairman:

The Senate Committee on Finance requests that the United States International Trade Commission conduct an investigation under section 332 of the Tariff Act of 1930 into the nature and extent of imports into the United States of goods that are wholly or partially manufactured by convict, forced, or indentured labor. In addition, the Committee requests the Commission to review the application of domestic and international law to international trade in such items, particularly section 307 of the Tariff Act of 1930.

The Committee is especially interested in obtaining information on the type of products, the countries of origin, and the extent of importation of such goods into the United States. The Commission further should provide any available information on the conditions under which the products are produced, the number of workers involved, and similar pertinent background material. The Commission should contact other agencies for relevant information.

It would be appreciated if the final report would be submitted to the Committee by December 31, 1984.

Sincerely,

  
BOB DOLE  
Chairman

TK:k

Appendix J

NOTICE OF INSTITUTION OF INVESTIGATION NO. 332-178

Note: The scheduled hearing was cancelled because few witnesses requested to appear.

UNITED STATES INTERNATIONAL TRADE COMMISSION  
Washington, D.C.

(332-178)

U.S. Imports of Goods Manufactured by Convict,  
Forced, or Indentured Labor

AGENCY: United States International Trade Commission.

ACTION: Institution of an investigation under section 332(g) of the Tariff Act of 1930 (19 U.S.C. 1332(g)) concerning U.S. imports of goods manufactured by convict, forced, or indentured labor, at the request of the Senate Committee on Finance, and the scheduling of a hearing in connection therewith.

EFFECTIVE DATE: January 30, 1984.

FOR FURTHER INFORMATION CONTACT: Mr. Reuben Schwartz or Mr. Joseph Williams, Textiles, Leather Products, and Apparel Division, Office of Industries, U.S. International Trade Commission, Washington, D.C. 20436, telephone 202-523-0114 or 202-523-5702, respectively.

BACKGROUND AND SCOPE OF INVESTIGATION: The Commission instituted the investigation, No. 332-178, following receipt on December 29, 1983, of a request therefor from the Senate Committee on Finance. In accordance with the Committee's request, the Commission will examine the nature and extent of imports into the United States of goods that are wholly or partially manufactured by convict, forced, or indentured labor. In addition, as requested by the Committee, the Commission will review the application of domestic and international law to international trade in such items, particularly section 307 of the Tariff Act of 1930 (19 U.S.C. 1307).

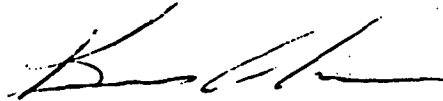
In conducting its investigation, the Commission, at the Committee's direction, will seek to obtain information on the type of products, the countries or origin, and the extent of importation of such goods into the United States. The Commission also will seek to provide information on the conditions under which the products are produced, the number of workers involved, and similar pertinent background material.

The Commission's scheduled completion date for the report is November 12, 1984.

Public hearing.--A public hearing in connection with the investigation will be held in the Commission Hearing Room, 701 E Street, N.W., Washington, D.C. 20436, beginning at 10:00 a.m., on July 6, 1984. All persons shall have the right to appear by council or in person, to present information, and to be heard. Requests to appear at the public hearing should be filed with the Secretary, United States International Trade Commission, 701 E Street, N.W., Washington, D.C. 20436, not later than noon, June 6, 1984.

Written submissions.--In lieu of or in addition to appearances at the public hearing, interested persons are invited to submit written statements concerning the investigation. Written statements should be received by the close of business June 28, 1984. Commercial or financial information which a submitter desires the Commission to treat as confidential must be submitted on separate sheets of paper, each clearly marked "Confidential Business Information" at the top. All submissions requesting confidential treatment must conform with the requirements of section 201.6 of the Commission's Rules of Practice and Procedure (19 CFC 201.6). All written submissions, except for confidential business information, will be made available for inspection by interested persons. All submissions should be addressed to the Secretary at the Commission's office in Washington, D.C.

By order of the Commission.



Kenneth R. Mason  
Secretary

Issued: February 1, 1984

