UNITED STATES TARIFF COMMISSION

MANUAL OFFICE TYPEWRITERS

Report to the President on Investigations No. TEA-W-36 and TEA-F-15 Under Sections 301(c)(1) and (2) of the Trade Expansion Act of 1962



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

REPORT TO THE PRESIDENT

U.S. Tariff Commission January 12, 1971

To the President:

In accordance with section 301(f)(1) of the Trade Expansion Act of 1962 (76 Stat. 885), the U.S. Tariff Commission herein reports the results of investigations made under sections 301(c)(1) and 301(c)(2) of the Act, in response to petitions filed by a firm and a group of workers.

On November 13, 1970, Wayne W. Perkins, Executive Vice President, R. C. Allen, Inc., filed a petition on behalf of former workers of the Typewriter Division of R. C. Allen, Inc., Woodstock, Illinois, for a determination of their eligibility to apply for adjustment assistance. Subsequently, on December 9, 1970, Mr. Perkins filed a petition on behalf of R. C. Allen, Inc., Grand Rapids, Michigan, for a determination of the firm's eligibility to apply for adjustment assistance.

On November 18, 1970, the Commission instituted a worker investigation (TEA-W-36) and on December 10, 1970, it instituted a firm investigation (TEA-F-15) in response to the petitions. The purposes of the investigations were to determine whether, as a result in major part of concessions granted under trade agreements, articles like or directly competitive with manual office typewriters of the kind produced by R. C. Allen, Inc. are being imported into the United States in such increased quantities as to cause, or threaten to cause, the

unemployment or underemployment of a significant number or proportion of the workers of the firm or serious injury to the firm. Public notice of the receipt of the petition and the institution of the worker and firm investigations was given by publication in the <u>Federal Register</u> November 24, 1970 (35 F.R. 18021) and December 16, 1970 (35 F.R. 19032), respectively. A public hearing in connection with the worker investigation was held on December 17, 1970.

FINDING OF THE COMMISSION

On the basis of its investigation, the Commission 1/ unanimously finds that articles like or directly competitive with manual office typewriters of the kind produced by R. C. Allen, Inc. are not, as a result in major part of concessions granted under trade agreements, being imported into the United States in such increased quantities as to cause, or threaten to cause, the unemployment or underemployment of a significant number or proportion of the workers of such firm or serious injury to the firm.

^{1/} Commissioners Sutton and Young did not participate in the de-

CONSIDERATIONS SUPPORTING THE COMMISSION'S FINDING

Our determination with respect to the petitions before the Commission in these investigations is in the negative because the conditions established by sections 301(c)(1) and (2) of the Trade Expansion Act of 1962 have not been satisfied. Before an affirmative determination could be made, each of the following four conditions would have to be met:

- Articles like or directly competitive with the manual office typewriters produced at the plant concerned are being imported in increased quantities;
- (2) the increased imports are in major part the result of concessions granted under trade agreements;
- (3) the petitioning firm is being seriously injured or threatened therewith, or a significant number or proportion of the petitioning group of workers are unemployed or underemployed or are threatened therewith; and
- (4) the increased imports (resulting in major part from trade-agreement concessions) have been the major factor causing or threatening to cause the serious injury or the unemployment or underemployment, respectively.
- R. C. Allen, Inc. was engaged primarily in the manufacture of manual office typewriters. U.S. imports of such typewriters have increased materially in recent years. Imports of manual office typewriters rose about a fourth in the 5 years 1965-69, amounting to 150,000 units (48 percent of U.S. consumption) in 1969 compared with 120,000 units (28 percent of U.S. consumption) in 1965; entries in the first 9 months of 1970 (216,000 units) were more than double those in the

corresponding period of 1969 (109,000 units). Imports of all types of typewriters also increased in recent years. Entries amounted to 1.9 million units (42 percent of U.S. consumption) in 1969 compared with 1.4 million units (50 percent of U.S. consumption) in 1965; they amounted to 1.5 million units in the first 9 months of 1970, compared with 1.4 million units in the corresponding period of 1969.

Although imports of typewriters thus have increased, the Commission has concluded that the increased imports are not in major part the result of trade-agreement concessions. Typewriters, including the manual office typewriters of the type manufactured by R. C. Allen, Inc., have been on the free list of the U.S. tariff since 1913. only trade-agreement concession made by the United States respecting typewriters has been a commitment to keep them free of duty; consequently, there have been no U.S. concessions which have resulted in a decrease in duty on imports of that product. The concession binding the duty-free status of typewriters was made in 1951; U.S. imports of typewriters remained small in the immediately following years, amounting to less than 150,000 units in each of the years 1952-55. Under the circumstances affecting the importation of typewriters into the United tates, the Commission has concluded that condition (2) specified above has not been satisfied -- i.e., the increased imports have not been in major part the result of trade-agreement concessions.

Since the criteria established by section 301(c)(2) of the Trade Expansion Act have not fully been satisfied, the Commission has determined in the negative.

INFORMATION OBTAINED IN THE INVESTIGATION

Description

The "manual office" typewriters produced by R. C. Allen, Inc., are nonelectric standard typewriters for office use, weighing 34 to 45 pounds each. They are priced (to the U.S. Government) at \$162 to \$304 apiece, depending on the number purchased and the model. The firm does not manufacture portable typewriters or electric typewriters, which have accounted for a growing proportion of the number used domestically.

U.S. tariff treatment

Typewriters were first mentioned by name in the Tariff Act of 1909, in which they were made dutiable at 30 percent ad valorem. They were placed on the free list in the Tariff Act of 1913 and were continued on the free list in the Tariff Act of 1922, and in the Tariff Act of 1930. Typewriters (except specialized types) are classifiable under TSUS item 676.05 and remain duty free. The duty-free status was bound, effective June 6, 1951, pursuant to a concession initially negotiated with Canada in the General Agreement on Tariffs and Trade (Torquay).

In a report on an investigation (No. 80) conducted under section 7 of the Trade Agreements Extension Act, the Tariff Commission unanimously found in May 1960 that typewriters were not being imported in such increased quantities either actual or relative, as to cause or threaten to cause serious injury to the domestic industry producing like or directly competitive products. The tariff status of typewriters has not been affected by proposals either before the Commission or before Congress in recent years.

U.S. consumption

The consumption of manual office typewriters increased with the consumption of all typewriters from 1965 to 1966 but it declined during the next two years with the growing use of electric typewriters. In 1969 it declined further, when the consumption of all typewriters decreased (see table 1). At its high point during the period, in 1966, the consumption of manual office typewriters was 513,000 units and accounted for 15 percent of the total. In 1969, it was 315,000 units, or 9 percent of the total. The decline in the quantity of manual office typewriters was accompanied by a decline in the value from \$68 million (\$133 per unit) in 1966 to \$36 million (\$114 per unit) in 1969.

U.S. consumption of all typewriters rose irregularly from 2.8 million units valued at \$317 million in 1965 to 3.4 million units valued at \$470 million in 1969, an overall increase of 20 percent in quantity and 48 percent in value. Consumption of electric nonportable typewriters increased 75 percent during 1965-69, whereas that of all other types (mostly portables) increased 16 percent. The differences in the rates of growth largely reflect a decreasing demand for manual office typewriters. During the same period, apparent consumption of such typewriters decreased 28 percent.

Domestic shipments

Manufacturers' shipments of manual office typewriters amounted to 439,000 units in 1966. Thereafter they declined without interruption to 184,000 units in 1969. In the first 9 months of 1970, shipments amounted

to 168,000 units, or at the annual rate of 223,000 units (table 2). They comprised only 15 percent of the total number of shipments of typewriters in January-September 1970, as compared with 23 percent in 1966, and a larger proportion in earlier years. By value, shipments declined from \$64.3 million (\$146 per unit) in 1966 to \$27.5 million (\$149 per unit) in 1969 and amounted to \$25.4 million (\$151 per unit) in the first 9 months of 1970.

U.S. Government purchases

As noted later in this report, the U.S. Government has accounted for the bulk of the typewriter sales by R. C. Allen in recent years.

U.S. Government agencies procure typewriters direct from major suppliers against annual contracts awarded by the General Services Administration. The agencies are required, under the "Buy American" Act (41 U.S.C. 10a-10c) to procure articles of domestic origin unless the price is more than 6 percent above that for the like article of foreign origin, and they are required (under Executive Order 10582) to allow an additional 6 percent on domestic goods produced by small businesses or by firms located in areas of "substantial or persistent unemployment." R. C. Allen is not entitled to the extra 6 percent because of the majority ownership of its stock by Guerdon Industries, Inc., a large corporation, and because of its location at Woodstock, Illinois (in the Chicago area), which is not an area of substantial or persistent unemployment.

U.S. Government agencies may allow a larger differential in favor of the domestic product than is required by the regulations, and the Department of Defense allows a differential of 50 percent. Because of exceptions for special features, however, some of the typewriters purchased by the Department of Defense, as well as by other agencies, are of foreign manufacture.

U.S. Government purchases of manual office typewriters have declined in favor of those of electric typewriters in the last several years (see table 3). As compared with an average of \$10.4 million a year in 1965-67, when they accounted for 39 percent of the total value, manual office typewriters amounted to \$6.7 million a year, or 28 percent, in 1968-70. Nearly all of the manual office typewriters, as well as of other typewriters purchased throughout the period by General Services Administration, were of domestic manufacture.

Royal, Remington, and E. C. Allen have been the only domestic companies supplying manual office typewriters to GSA in recent years. Royal was by far the principal supplier. With the transfer of Royal to England and the withdrawal of R. C. Allen from competition, Government purchases of domestically produced typewriters will be confined to Remington.

U.S. exports

Exports of manual office typewriters accounted for 11 to 15 percent of domestic production, and a smaller proportion (8 percent to 11 percent) of the value during 1966-70 (9 months). As compared with

51,000 units valued at \$5.9 million (\$116 per unit) in 1967 they amounted to 20,000 units valued at \$2.4 million (\$122 per unit) in 1969; although exports increased in the first 9 months of 1970, they remained at a substantially lower annual rate than in 1968 and preceding years (see table 4).

Exports of all typewriters and parts are many times as large in value as exports of manual office typewriters and consist principally of typewriter parts for assembly by American branch plants abroad.

Unlike exports of standard nonelectric typewriters, they have shown a strong upward trend. As compared with \$30 million in 1965, total exports amounted to \$42 million in 1968 and, although they were reduced in 1969, they were at a higher annual rate in the first 9 months of 1970 than ever before (see table 3).

U.S. imports

Imports of manual office typewriters amounted to 166,000 units and accounted for 33 percent of the consumption in 1960, when they were first recorded separately. They were much less in the years from 1961 to 1968, as shown in table 5, but they rose to 151,000 units (48 percent of consumption) in 1969, and to 216,000 units (59 percent of consumption) in the first 9 months of 1970. As compared with \$9.8 million (\$59 per unit) in 1960, they were valued at \$10.9 million (\$72 per unit) in 1969, and \$12.9 million (\$60 per unit) in the first 9 months of 1970. West Germany supplied the bulk of manual office typewriters in 1969 (table 6).

Total imports of typewriters as shown in table 5 increased almost continuously from 1950, when they were 23,000 units valued at \$1.7 million, to an estimated 2 million units, valued at \$87 million, in 1970.

Imports of typewriter parts have increased steadily and amounted to \$2.5 million in 1969. These are primarily replacement parts for machines of foreign manufacture.

R. C. Allen, Inc.

Structure and ownership. -- Besides manufacturing typewriters at its plant in Woodstock, Illinois, R. C. Allen manufactures adding machines, cash registers, bookkeeping and statement machines, safes, files, and instruments for aircraft manufacturers at plants in Grand Rapids, Michigan, and Brodhead, Wisconsin. Sales by the typewriter division at Woodstock amounted to \$1.3 million in 1969 out of a total of \$8.8 million by the firm. Employment by the typewriter division in the same year was 142 persons out of a total of 779.

The plant at Woodstock was acquired in 1951 when R. C. Allen purchased the assets and business of the Woodstock Typewriter Company from Century-American Corporation for \$1,033,576.

Control of R. C. Allen was obtained by Guerdon Industries, Inc., on July 24, 1968, through purchase of 53 percent of the stock, for \$2.7 million. Control of Guerdon Industries, Inc., in turn, was obtained by City Investing Company on February 17, 1969, through purchase of 52 percent of the stock.

Guerdon Industries through its subsidiaries is engaged in the manufacture of mobile homes, washing and cleaning machinery, and plastic products as well as business machines. City Investing Company is a conglomerate engaged in financial services, and housing and land development, as well as in aerospace, ordinance and other branches of manufacture. Total revenues of Guerdon Industries in 1969 were \$144 million, and those of City Investing Company, \$364 million.

Sales

Sales of typewriters by R. C. Allen amounted to 11,830 units valued at \$1.7 million in 1966, when they were somewhat larger than in the year before, but they declined irregularly to 8,711 units valued at \$1.3 million in 1969. Through October 1970, when production ceased, they were only about three-fourths as large as in the corresponding months of the previous year.

* * * * * *

The U.S. Government, as shown in table 8, received a large and increasing share of all typewriters sold by R. C. Allen from 1965 through October 1970, when production by R. C. Allen ceased. * * *

Employment. -- Average employment in the typewriter division at Woodstock was 177 persons in 1966 and 171 in 1967, but it was reduced to 142 by 1969. During the period January-September 1970, the final months of production, average employment declined further to 97 persons.

* * * * * *

Profit-and-loss experience of R.C. Allen, Inc.

The net operating profit of R. C. Allen, Inc., fluctuated unevenly during the 5 years 1965-69 (table 11).

* * *

The R. C. Allen Company, in addition to producing manual typewriters, manufactures other office equipment and aircraft instruments at two other locations. The financial data included in this report includes the other operations. Financial data for typewriter manufacturing operations are not reported separately.

The R. C. Allen company was purchased by Guerdon Industries, Inc., on July 28, 1968. Control of Guerdon Industries, Inc., in turn was obtained by City Investing Company on February 17, 1969. Both companies, as shown by information obtained from published sources, experienced a profit from operations throughout the period 1968-70 (table 12). The data are not shown in the same manner as the data for R. C. Allen, Inc. Instead, profits are reported after Federal and State income taxes, other income and expenses, interest, extraordinary expenses, and income or losses of foreign subsidiaries.

APPENDIX

Statistical tables

Table 1.--Typewriters (complete): U.S. apparent consumption, by type, 1965-69

Voor	Standard				A11			
Year —	Manua1	:	Electric	- : :	other 1/	:	Total .	
:	Quantity (units)							
1965	440,478	:	498,157	:	1,897,669	:	2,836,304	
1966:	513,147		654,617		2,364,753	:	3,532,517	
1967:	425,893		715,603		2,477,423	:	3,618,919	
1968:	360,318	:	904,688	:	2,087,933	:	3,352,794	
1969:	315,365	:	869,726	:	2,206,771	:	3,391,862	
:		:	·	:		:		
:	Value (1,000 dollars)							
· · · · · · · · · · · · · · · · · · ·	· · · · · · · · · · · · · · · · · · ·	:		:		:		
1965:	56,813	:	141,917	:	218,926	:	316,935	
1966:	68,045	:	187,383	:	169,727	:	425,156	
1967:	56,813	:	201,286	:	218,926	:	477,025	
1968:	44,805	:	222,669	:	224,728	:	492,201	
1969:	36,061	:	228,485	:	205,275	:	469,821	
:		:		:		:	·	

^{1/} Includes portable (both manual and electric) and specialized typewriters.

Table 2.--Typewriters and parts: U.S. producers' shipments, by type, 1965-69 and January-September, 1970

Туре	1965	1966	1967	1968	1969	Jan Sept. 1970	
	Quantity (number)						
:		· · · · · · · · · · · · · · · · · · ·	: :		:		
Standard typewriters: :	:	:	: :	:	:	•	
Manual:	363,101	439,170	: 378,875 :	297,930 :	184,281 :	168,250	
Electric:	493,776	634,601	: 682,711 :	694,651 :	706,893 :	519,504	
All other typewriters 1/:	629,379	814,774	: 866,669 :	849,306 :	736,091 :	459,769	
Total, type-			: : :	:	:		
writers:	1,486,256	1,888,545	: 1,928,255 :	1,841,887 :	1,627,265:	1,147,523	
: :	Value (1,000 dollars)						
:			: :		:		
Standard typewriters: :	;	1	: :	:	•		
Manual:	52,287	64,298	55,481 :	43,657 :	27,515 :	25,445	
Electric:	143,338	186,829	: 200,238 :	206,917 :	216,136 :	156,468	
All other typewriters: $1/$:	92,394	134,832	: 180,335 :	194,220 :	172,978 :	127,719	
Total, type-			: :	:	:		
writers:	288,019	385,959	: 436,054 :	444,794 :	416,629 :	309,632	
Parts and acces- :			: :	:	:		
sories:	37,690	46,235	: <u>50,571</u> :	2/:	2/:	2/	
: Grand total:	325,709	432,194	: 486,625 :	<u>2/</u> :	<u>2/</u> :	<u>2</u> /	
:	:		: :	:	:		

^{1/} Includes portable typewriters (both manual and electric) and specialized typewriters. 2/ Not available.

Table 3.--Typewriters: U.S. Government purchases, by type and by fiscal year, $\underline{1}/1965-70$

Type	1965	1966	1967	1968	1969	1970		
	Value (1,000 dollars)							
_ :		•	•	•		:		
Domestic:	•	:		:		:		
Office:			:	:	:	:		
Manual	8,491		: 13,379	: 5,093	; 7,690	5,972		
Electric		: 15,496	: 18,576			: 17,899		
Portable	:302_					::		
Total domestic	21,935	: 23,997	32,245	: 20 , 643 :	: 24,963	: 23,871		
Foreign:		•				: :		
Manual	206	: 310	633	197	547	· · 627		
Electric	: 49							
Portable	79							
Total foreign	334	531	1,115	484	926	951		
Potal domestic and foreign:	: :	: :				•		
Manual	8,697	: 8 , 637	: 14,012	5,290	8,237	6,599		
Electric			: 18,899					
Portable	381					190		
Grand total			33,360					

¹/ Fiscal year ending June 30.

Source: Compiled from information received from the General Services Administration.

Table 4.--Typewriters and parts: U.S. exports of domestic merchandise, by type, 1965-69 and January-September, 1969 and 1970

Item :	1965	1966	1967	1968	: : 1969 :	: 1969 : (January- : September)	: 1970 : (January- : September
:			Quar	tity (num	ber)		· ·
Company of the second						:	:
Typewriters: : Standard :				•	•	•	•
Manual	42,396	50,540 :	51,028 :	43,773	: 19,791	: 16,193	: 21,029
Electric:	35,416		•		•		
Portable:	15.016				•	•	
Specialized:	5,556	•				: 6,304	•
Total:		111,631		129,208			
10021	30,304	111,031 .				. 00,030	. 07,303
:			Value ((1,000 dol)	lars)		
:					:	:	:
ypewriters: :	;	:	:		:	:	:
Standard :	;	:	:		:	:	:
Manual:	4,664	5,501 :	5,911 :	4,855	2,405	: 1,983	2,465
Electric:	8,184 :	8,507	10,006 :	9,041	: 7,235	5,443	5,181
Portable:	1,004	1,034:	1,551 :	1,852	: 1,290	: 1,057	791
Specialized:	4,294	4,374:	2,553 :	2,645	: 4,948	3,320	3,975
Total:	18,146	19,416:	20,022 :	18,392	: 15,878	: 11,803	12,412
ypewriter parts:	12,243	13,951 :	20,194 :	23,960	: 20,271	: 14,834	23,058
Grand total:	30,389	33,367		42,353			
:			Unit value	(per type	ewriter)		
:		:			•		<u> </u>
Typewriters: :	:	:	:				
Standard :		:	:		•	:	
Manual:	\$110.01	\$108.85 :	\$115.84 :	\$110.90	\$121.51	\$122,46	\$117.21
Electric:	231.08 :			,			
Portable:	66.85 :		•				
Specialized:	772.90 :		414.37 :	520.14			
Average:	184.44 :			142.35			
:	:	:	:	:	:	:	

Table 5.--Typewriters: U.S. imports for consumption in specified years 1950-69 and January-September 1970

1/ Not available.

Table 6.--Manual office typewriters: U.S. imports for consumption, by principal sources, 1965-69 and January-September 1969 and 1970

Source	1965	1966	1967	1968	1969	JanSept. : 1969	JanSept. 1970		
	Quantity (number)								
	,50,005	90.962	61.525	1.7.760	61 000	المراجة	56.11.0		
West Germany		82,863:	61,535 :	41,162 :	61,888				
United Kingdom		5,521 :	5,535:	33,155:	46,348				
Netherlands		-:	175 :	17,381:	18,984				
Switzerland	, , , ,	6,030 :	4,588:	3,259:	4,362				
Canada		451 :	2,583:	2,563:	4,341 :		,,		
Italy	_	-:	333 :	21 :					
Spain	,,,,,	-:	2,125:	1,275:	5,578				
Sweden		5,249:	6,084:	7148:	770 :				
Japan	, -	30,613:	13,308:	3,422:					
All other		2,574 :	1,780:	3,175:	2,416:				
Total	119,773:	133,301:	98,046:	106,161 :	150,899 :	108,529	215,660		
:	:		Foreign	value (1,0	00 dollars	;)			
West Germany	6,949 :	7,746:	5,492:	3,384 :	5,103 :	4,120 :	5,304		
United Kingdom		82 :	89 :	221 :	2,443				
Netherlands:	_	- :	7:	1,450 :	1,536 :				
Switzerland		536 :	449	329 :	502				
Canada		47 :	285 :	228 :	461	370	· _		
Italy		- :	16:	2:	403				
Spain		_ :	96 :	57 :	179	· · · · · · · · · · · · · · · · · · ·	, ,		
Sweden		429 :	512 :	68 :	65	63 :	J)		
Japan	7,	299 :	198 :	45 :	34	12 :	98		
All other		154:	99 :	219 :	208	152 :	•		
Total	8,451	9,293	7,243	6,003	10,934	7,895			
10001		<u> </u>			ypewriter)				
:									
West Germany:		\$93.48 :	\$89.25 :	\$82.21 :	\$82.46 :				
United Kingdom:		14.85:	16.08:	6.67 :	52.71 :				
Netherlands:		- :	40.00:	83.42 :	80.91 :				
Switzerland:		88.89 :	97.86 :	100.95:	115.08 :				
Canada:		104.21 :	110.34 :	88.96 :	106.20 :		64.88		
Italy:		-:	48.05 :	95.24:	94.69 :		92.06		
Spain:		- :	45.18:	44.71 :	32.09:		26.60		
Sweden:		81.73 :	84.16:	90.91 :	84.42 :	84.00 :	-		
Japan:		9.77:	14.88 :	13.15:	17.38 :		5.64		
All other:		59.83:	55.62:	68 . 98 :	86.09:		52.91		
Average:	70.56 :	69.71 :	73.87 :	56.55 :	72.46:	72.75 :	59.87		
Source: Compiled		<u> </u>	tics of th	:	:	f Commerce			

* * * * * *

Table 12.--Revenues, net income, and ratio of income to sales for Guerdon Industries, Inc., and City Investing Company for the years ending April 30, 1968 to 1970

(In thousands of dollars) 1968 1969 Company and item 1970 Guerdon Industries, Inc. **-:** 101,705 : 144,862 : 170,824 Net revenues----Net income 1/----1,688 : 6.194 : 4.888 1.6: 4.3: 2.9 Ratio (%) net income to net revenues ---City Investing Company .: 207,029 : 364,060 :514,534 Net revenues----Net income 1/----: 12,127: 48,121 : 68,040 5.9: 13.2: 13.2 Ratio (%) net income to net revenues----:

Source: Standard and Poor's Corporation records.

^{1/} After Federal and state income taxes, other income and expense items, interest, and extraordinary expenses.