

# UNITED STATES TARIFF COMMISSION

## WOMEN'S AND MISSES' FOOTWEAR: WORKERS OF --

Jodi Shoe Co., Derry, N. H.  
Maine Shoe Corp., Brunswick, Me.  
Foot Flairs, Inc., Manchester, N.H.  
Brown Shoe Co., Mattoon, Ill.  
Goldberg Bros., Inc., Haverhill, Mass.  
Caswell Shoes, Inc., Lynn, Mass.  
Dori Shoe Co., Inc., Lynn, Mass.  
National Ballet Makers, Inc., Medford, Mass.  
Wolsam Limited, New York, N.Y.  
L. E. Beaudin, Hanover, Pa.  
Stage Door, Inc., Raymond, N.H.  
Selwyn Shoe Mfg. Corp., Boonville, Mo.  
Kramer Shoe Co., Inc., Haverhill, Mass.  
Algy Shoes, Inc., Everett, Mass.  
Adlib, Inc., Hialeah, Fla.  
Stylecrest Footwear, Inc., Brooklyn, N.Y.  
Kickerinos, Inc., Newport, Ark.  
Evangeline Shoe Corp., Manchester, N.H.

Report to the President on  
Worker Investigations Nos. TEA-W-37 through TEA-W-54  
Under Sections 301(c)(2) of the Trade Expansion Act of 1962



TC Publication 361  
Washington, D. C.  
February 1971

UNITED STATES TARIFF COMMISSION

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# BLIC INFORMATION



U.S. TARIFF COMMISSION

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For release  
February 8, 1971

## TARIFF COMMISSION REPORTS TO THE PRESIDENT ON EIGHTEEN WORKER PETITIONS

Workers of Nine Footwear Plants Held Ineligible to Apply  
for Adjustment Assistance and Vote Divided on  
Eligibility of Workers of Nine Other Footwear Plants

The U.S. Tariff Commission today reported to the President the results of 18 investigations (TEA-W-37 through TEA-W-54) for determination of the eligibility of approximately 3,900 workers for adjustment assistance under the Trade Expansion Act of 1962.

The Commission (Chairman Mize and Commissioner Young not participating) found unanimously that articles like or directly competitive with the women's and misses' footwear produced by Caswell Shoes, Inc., Lynn, Mass., Dori Shoe Co., Inc., Lynn, Mass., Wolsam Limited, New York, N.Y., L. E. Beaudin, Hanover, Pa., Selwyn Shoe Mfg. Corp., Boonville, Mo., Algy Shoes, Inc., Everett, Mass., Adlib, Inc., Hialeah, Fla., Stylecrest Footwear, Inc., Brooklyn, N.Y., and Kickerinos, Inc., Newport, Ark., 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, unemployment or underemployment of a significant number or proportion of the workers of such plants.

With respect to whether articles like or directly competitive with the women's and misses' footwear produced by Jodi Shoe Co., Derry, N.H., Maine Shoe Corp., Brunswick, Me., Foot Flairs, Inc., Manchester, N.H., Brown Shoe Co., Mattoon, Ill., Goldberg Bros., Inc., Haverhill, Mass., National Ballet Makers, Inc., Medford, Mass., Stage Door, Inc., Raymond, N.H., Kramer Shoe Co., Inc., Haverhill, Mass., and Evangeline Shoe Corp., Manchester, N.H., are, 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 unemployment or underemployment of a significant number or proportion of the workers of such plants, the Commission, being equally divided, made no finding.

(Continued)

Commissioners Sutton and Leonard voted in the negative and Commissioners Clubb and Moore voted in the affirmative.

If the President agrees with the affirmative findings of Commissioners Clubb and Moore, he may rule some 2,400 workers eligible to apply to the Labor Department for adjustment assistance.

The Commission prepared a single report on the 18 investigations. A part of the material contained in the report may not be made public since it includes information that would disclose the operations of individual firms. The Commission, therefore, is releasing to the public only those portions of the report that do not contain business confidential information.

Copies of the public report (TC Publication 361), which contains statements of the reasons for the Commissioners' findings, will be available on request as long as the supply lasts. Requests should be addressed to the Secretary, U.S. Tariff Commission, 8th and E Sts., N.W., Washington, D.C. 20436.

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Note.--The whole of the Commission's report to the President may not be made public since it contains certain information that would result in the disclosure of the operations of 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,  
February 8, 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 section 301(c)(2) of the Act, in response to petitions filed by 18 groups of workers.

On December 9, 1970, George O. Fecteau, General President of the United Shoe Workers of America, AFL-CIO, CLC, filed petitions for determination of eligibility to apply for adjustment assistance on behalf of workers formerly employed by 17 footwear firms. On December 11, 1970, Mr. Fecteau filed a similar petition on behalf of the former workers of an additional footwear firm.

On December 11, 1970, the Commission combined, pursuant to section 403(a) of the TEA, its proceedings with respect to the 18 petitions mentioned above and instituted investigations under section 301(c)(2) of the said Act to determine whether, as a result in major part of concessions granted under trade agreements, articles like or directly competitive with women's and misses' footwear produced by the respective firms are being imported into the United States in such increased quantities as to cause, or to threaten to cause, the unemployment or underemployment of a significant number or proportion of the workers of these firms, which are listed below:

TEA-W-37	Jodi Shoe Co., Derry, N.H.
TEA-W-38	Maine Shoe Corp., Brunswick, Me.
TEA-W-39	Foot Flairs, Inc., Manchester, N.H.
TEA-W-40	Brown Shoe Co., Mattoon, Ill.
TEA-W-41	Goldberg Bros., Inc., Haverhill, Mass.

TEA-W-42 Caswell Shoes, Inc., Lynn, Mass.  
 TEA-W-43 Dori Shoe Co., Inc., Lynn, Mass.  
 TEA-W-44 National Ballet Makers, Inc., Medford, Mass.  
 TEA-W-45 Wolsam Limited, New York, N.Y.  
 TEA-W-46 L. E. Beaudin, Hanover, Pa.  
 TEA-W-47 Stage Door, Inc., Raymond, N.H.  
 TEA-W-48 Selwyn Shoe Mfg. Corp., Boonville, Mo.  
 TEA-W-49 Kramer Shoe Co., Inc., Haverhill, Mass.  
 TEA-W-50 Algy Shoes, Inc., Everett, Mass.  
 TEA-W-51 Adlib, Inc., Hialeah, Fla.  
 TEA-W-52 Stylecrest Footwear, Inc., Brooklyn, N.Y.  
 TEA-W-53 Kickerinos, Inc., Newport, Ark.  
 TEA-W-54 Evangeline Shoe Corp., Manchester, N.H.

The information in this report was obtained principally from the petitioners, the officials of the individual firms, and from the Commission's files.

#### Findings of the Commission 1/

On the basis of its investigations, the Commission finds unanimously that articles like or directly competitive with the women's and misses' footwear produced by Caswell Shoes, Inc., Lynn, Mass., Dori Shoe Co., Inc., Lynn, Mass., Wolsam Limited, New York, N.Y., L. E. Beaudin, Hanover, Pa., Selwyn Shoe Mfg. Corp., Boonville, Mo., Algy Shoes, Inc., Everett, Mass., Adlib, Inc., Hialeah, Fla., Stylecrest Footwear, Inc., Brooklyn, N.Y., and Kickerinos, Inc., Newport, Ark., 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, unemployment or under-employment of a significant number or proportion of the workers of such plants.

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1/ Chairman Mize and Commissioner Young did not participate in the investigations.



With respect to whether articles like or directly competitive with the women's and misses' footwear produced by Jodi Shoe Co., Derry, N.H., Maine Shoe Corp., Brunswick, Me., Foot Flairs, Inc., Manchester, N.H., Brown Shoe Co., Mattoon, Ill., Goldberg Bros., Inc., Haverhill, Mass., National Ballet Makers, Inc., Medford, Mass., Stage Door, Inc., Raymond, N.H., Kramer Shoe Co., Inc., Haverhill, Mass., and Evangeline Shoe Corp., Manchester, N.H., are, 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, unemployment or underemployment of a significant number or proportion of the workers of such plants, the Commission, being equally divided, 1/ makes no finding.

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1/ Commissioners Sutton and Leonard voted in the negative and Commissioners Clubb and Moore voted in the affirmative.

### Views of Commissioners Sutton and Leonard

Our determination in each of the instant cases is negative because the increase in imports of any footwear like or directly competitive with the women's and misses' footwear produced at the 18 plants involved in these investigations is not in major part the result of concessions under trade agreements. Our reasoning in support of this determination is set forth in the separate statements of our views in the Commission's report on non-rubber footwear submitted to the President on January 15, 1971.<sup>1/</sup>

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<sup>1/</sup> Nonrubber Footwear: Report to the President on Investigation No. TEA-I-18 . . . ., TC Publication 3359, 1971, pp. 225-47.

## Views of Commissioners Clubb and Moore

This investigation has been conducted in response to petitions filed on behalf of workers formerly employed in 18 plants where women's and misses' footwear was produced. Sixteen of the plants produced principally women's and misses' dress shoes, predominantly with leather uppers; one plant manufactured chiefly women's slippers having vinyl uppers, and one plant produced principally women's boots, mostly of leather. The women's leather dress shoes produced at these plants were sold at a wide range of retail prices--from \$7 to \$30 per pair; typically, however, the individual plants produced such footwear for a narrow price range. The slippers produced by the single plant involved retailed at \$2 to \$4 per pair, and the boots manufactured by the one plant concerned, at \$12 to \$70 per pair.

Under section 301(c)(2) of the Trade Expansion Act, four requirements must be met for the Commission to make an affirmative determination:

- (1) Imports of articles like or directly competitive with those produced by the petitioning workers must be increasing;
- (2) the increase in imports must be a result in major part of concessions granted under trade agreements;
- (3) the workers concerned must be unemployed or underemployed or threatened with unemployment or underemployment; and
- (4) the increased imports resulting in major part from trade-agreement concessions must be the major factor causing or threatening to cause the unemployment or underemployment.

We believe that each of these requirements has been met with respect to nine of the 18 petitions, and with respect to those nine petitions we have made affirmative determinations. We have concluded that all of the requirements have not been met with respect to the remaining nine petitions; and accordingly, we have made negative determinations in those cases.

#### Affirmative determinations

We have made affirmative determinations in the following cases:

<u>Investigation No.</u>	<u>Name and location</u>
TEA-W-37-----	Jodi Shoe Co., Derry, N.H.
TEA-W-38-----	Maine Shoe Corp., Brunswick, Me.
TEA-W-39-----	Foot Flairs, Inc., Manchester, N.H.
TEA-W-40-----	Brown Shoe Co., Mattoon, Ill.
TEA-W-41-----	Goldberg Bros., Inc., Haverhill, Mass.
TEA-W-44-----	National Ballet Makers, Inc., Medford, Mass.
TEA-W-47-----	Stage Door, Inc., Raymond, N.H.
TEA-W-49-----	Kramer Shoe Co., Inc., Haverhill, Mass.
TEA-W-54-----	Evangeline Shoe Corp., Manchester, N.H.

Increased imports in major part a result of trade-agreement concessions.--The workers formerly employed at the nine plants listed above produced predominantly shoes of cement construction that retailed from \$7 to \$24 per pair. Such footwear is similar in type, construction, and price to that involved in other recent worker investigations conducted by the Commission. Those investigations involved women's dress shoes of cement construction retailing from \$8 to \$24 per pair. We concluded there that, within the meaning of the statute, imports of like or directly competitive footwear had increased and the increased imports were in major part the result of trade-agreement

concessions. For the reasons set forth in those investigations, 1/ we reach a similar conclusion in the instant cases listed above.

Thus, with respect to these cases, the first two requirements for an affirmative finding have been met.

Unemployment or underemployment.--The third statutory requirement to be met is that "a significant number or proportion of the workers" involved must be unemployed or underemployed or threatened therewith. Three of the nine plants listed above are in operation at the present time, although two of them closed and then were reopened under new ownership. Employment at each of the three plants is much smaller than in the recent past. Six of the nine plants have closed their doors and laid off all their workers. Thus the third requirement for an affirmative determination is met for the nine groups of workers.

Major factor.--The final requirement for an affirmative determination is that the increased imports must be the major factor causing the unemployment or underemployment of the employees concerned. This requirement is satisfied if the unemployment or underemployment would not have occurred if the imports had not increased. As we indicated in an earlier related case, 2/ U.S. imports of footwear in recent years have increased greatly, both in absolute volume and in relation to U.S. consumption. With respect to women's and misses' dress shoes alone, imports probably supplied nearly 20 percent of domestic consumption in 1970, compared with only 2 percent as recently as 1965. As a result

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1/ Women's and Misses' Dress Shoes with Leather, Vinyl, or Fabric Uppers. . . TC Publication 323, June 1970, at 11-14, and Women's Leather Shoes: Workers of Caressa, Inc. . . ., TC Publication 353, January 1971, at 4.

2/ Women's Leather Shoes: . . . TC Pub. 353, January 1971, at 5.

of their markedly expanded role in the U.S. market, the imported footwear clearly had a substantial effect on the employment afforded workers at various U.S. plants. We have concluded that, but for the increased imports, the unemployment of the workers involved in the instant cases would not have occurred. Thus, the final requirement set forth above is met.

Conclusion.--We find that the petitioning workers at the nine plants identified above have met the statutory criteria, and accordingly, we have made an affirmative determination in these cases.

#### Negative determinations

We have made negative determinations with respect to the following petitions:

<u>Investigation No.</u>	<u>Name and location</u>
TEA-W-42-----	Caswell Shoes, Inc., Lynn, Mass.
TEA-W-43-----	Dori Shoe Co., Inc., Lynn, Mass.
TEA-W-45-----	Wolsam Limited, New York, N.Y.
TEA-W-46-----	L. E. Beaudin, Hanover, Pa.
TEA-W-48-----	Selwyn Shoe Mfg. Corp., Boonville, Mo.
TEA-W-50-----	Algy Shoes, Inc., Everett, Mass.
TEA-W-51-----	Adlib, Inc., Hialeah, Fla.
TEA-W-52-----	Stylecrest Footwear, Inc., Brooklyn, N.Y.
TEA-W-53-----	Kickerinos, Inc., Newport, Ark.

With respect to each of the nine cases listed here, it is unnecessary to determine whether the first three requirements for an affirmative determination have been met because the relevant data fail to show that the fourth requirement has been met. Specifically, we find that increased imports were not the major factor causing or threatening to cause the unemployment or underemployment of the workers concerned. The decisions to close the nine plants involved appear to have been based primarily

on considerations unrelated to competition from imports. We have concluded that the plants would have been closed even if imports of competing footwear had not increased. We are compelled, therefore, to make a negative determination with respect to the petitions filed on behalf of the workers at the nine plants listed above.

Women's dress shoes, retailing principally in the price range of \$22 to \$30 per pair, were produced in five of the nine plants. Women's dress shoes, retailing from \$16 to \$22 were produced in two plants; women's slippers, retailing from \$2 to \$4, were produced in one plant; and women's and misses' boots, retailing from \$12 to \$70, were produced in one plant.

Caswell Shoes, at Lynn, Mass. (TEA-W-42) produced women's dress shoes retailing from \$22 to \$30 per pair. Competition in the U.S. market at this price range is based less on price differences than on differences in style, quality, and service. The high-fashion end of that market is volatile and is subject to rapid style changes. The conservative-fashion end is less volatile, but still highly dependent on quality. The market for high-priced women's dress shoes is small relative to the total U.S. women's footwear market. Women's footwear selling for over \$22 at retail, for example, probably accounts for only about 10 percent of U.S. consumption of women's footwear. Import competition is less severe in these higher levels than in lower price ranges, since imports probably supply only 10 percent of the market in the higher levels. The Caswell Company, moreover, was affected by internal company problems which hampered its efficient operation. Faced with a soft market for its

footwear and changes in popular styles, the management decided to close the plant, primarily for reasons other than import competition.

The Dori Shoe plant at Lynn, Mass. (TEA-W-43) produced women's dress shoes retailing between \$18 and \$25 per pair. The company was acquired by Lehigh Valley Industries, Inc., in December 1967. According to company officials, the plant was old, obsolete, and inefficient. The parent corporation had planned to shut down the Lynn operation for some time. When it did so, the production was transferred to another plant of the parent organization.

Wolsam, Ltd. of New York City (TEA-W-45) produced women's dress shoes retailing mostly from \$22 to \$25 per pair. Like Caswell Shoes, the import competition Wolsam faced was less severe than that affecting companies producing lower priced lines. Wolsam was acquired in 1969 (along with four other footwear manufacturing companies) by another concern that controlled retail footwear outlets. As part of a reorganization of the acquired manufacturing facilities, Wolsam was closed and the best of its machinery and equipment was shipped to another subsidiary.

Beaudin Shoe of Hanover, Pa. (TEA-W-46), and Adlib in Hialeah, Fla. (TEA-W-51) were shoe manufacturing establishments of the Andrew Geller Division of Russ Togs, Inc. Both produced women's dress shoes for sale at \$19 to \$25 per pair at retail; a substantial part were high-fashion shoes subject to the vagaries of rapid style changes. According to company officials, Beaudin was a high-cost plant located in a labor-shortage area. The parent company (Russ Togs) first chose to



merge Beaudin with Adlib at the Hialeah location (in 1969), and then decided to abandon shoe production at these two plants because of the problems of producing for the high-fashion market.

Selwyn Shoe of Boonville, Mo. (TEA-W-48) produced women's dress shoes that retailed from \$16 to \$20 per pair. Output by the company, a division of Tober-Saifer Shoe Manufacturing Co., has declined steadily for several years. Company officials indicated that the decision to close the plant resulted chiefly from a low level of productivity and an inability to hire qualified workers in the local labor market.

Algy Shoes, Inc. of Everett, Mass. (TEA-W-50) produces women's dress shoes retailing principally from \$25 to \$30 per pair. The company, currently in operation, sells through department stores that feature high-quality, expensive articles. Like the firms involved in certain of the cases discussed above, Algy faces much less import competition than do producers of less expensive lines of women's footwear. While output and employment were considerably less in 1969 and 1970 than in earlier years, the decline appears to have resulted primarily from style changes in the market rather than sharply increased imports.

Stylecrest Footwear of Brooklyn, N.Y. (TEA-W-52) manufactured primarily women's slippers that retailed between \$2 and \$4 per pair. We recently held that the slipper industry in the United States is not being injured or threatened with serious injury as a result of increased imports. 1/ Domestic production has increased moderately in recent years.

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1/ Nonrubber Footwear, TC Publication 359, January 1971, at 9.

In our opinion, the unemployment at Stylecrest resulted principally from competition from other domestic producers.

Kickerinos of Newport, Ark (TEA-W-53) produced women's leather boots that were sold in a retail price range of from \$12 to \$70 per pair. Kickerinos shut down, and the workers became unemployed, chiefly because of internal management problems. The market for women's boots is booming. Indeed, the Brown Shoe Co. is presently successfully producing vinyl boots at the plant formerly occupied by Kickerinos.

In light of the circumstances summarized above, we have concluded that increased imports were not the major factor causing unemployment at the nine plants listed on page 8. Consequently, we have made a negative determination with respect to the workers employed at each of those plants.

## INFORMATION OBTAINED IN THE INVESTIGATION

## Description of Articles Under Investigation

The output in recent years of the establishments in which the petitioning workers were employed consisted almost entirely of footwear for women and included a small amount of footwear for misses. <sup>1/</sup> In 1968, the last full year all 18 plants were in operation, they produced nearly 12 million pairs, or about 3 percent of the total U.S. output of nonrubber footwear for women and misses. Sixteen of the plants made, by the cement process, footwear for women in styles known in the trade as dress shoes; two of these also made cement-process dress shoes in sizes for misses, and another also made dress-style boots in sizes for women. One other plant specialized in cement-process dress boots in sizes for women and misses, and the remaining plant made (also by the cement-process) women's footwear of types known in the trade as slippers and casuals.

The output of most of the plants under review in this report had uppers of leather. A few produced a significant number of pairs with uppers of vinyl and a small amount with uppers of fabric.

The principal features of women's shoes that determine the activities for which a particular pair is suitable, and thus the trade designations such as "dress," "casual," and "slippers" are the cut of the uppers, the style and height of the heels, the material used for the uppers, the kind of ornamentation, and the material and construction of the sole. In general or commercial usage, however, these descriptive terms for footwear may have various meanings.

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<sup>1/</sup> In this report, as in the Tariff Schedules of the United States (TSUS), the terms "women" and "misses" are used to differentiate size categories of footwear, not age of wearer, as follows: "women" refers to footwear in American women's sizes 4 and larger and "misses" refers to American misses' sizes 12-1/2 and larger but not as large as American women's size 4.

Some of them are specifically defined for tariff purposes in the headnotes (including the statistical headnotes) to part 1A of schedule 7 of the Tariff Schedules of the United States (TSUS). 1/

In terms of U.S. retail sales, so-called dress shoes (a term not defined in the TSUS) are more important than any other type of footwear for women and misses. The term "dress shoes," originally limited only to shoes worn on formal occasions, is now used to describe footwear of the types generally worn for business and social activities. Women's shoes intended for formal wear, which are also regarded here as "dress shoes," are now frequently referred to as evening shoes, slippers, or sandals. Generally the term "dress shoes," does not refer to footwear suitable for active sports, beach wear, other leisure activities for which casual attire is worn, or occupations requiring substantial amounts of walking or standing; footwear suitable for such activities is frequently described as casual and sometimes as athletic or heavy-duty.

For many years the principal type of dress shoe worn by women in the United States was the classic style pump--a closed-toe, closed-back, slip-on shoe held to the foot without fasteners (such as laces, buckles, buttons, or snaps), with light-weight soles, and with heels of 2 inches or higher. Other styles of dress shoes popular from time

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1/ Some of the definitions for tariff purposes of descriptive terms (e.g., "slippers" and "casuals"), however, apply to only a small portion of the footwear for which such terms are currently used in retail outlets; see U.S. Tariff Commission, Nonrubber Footwear: Report to the President on Investigation No. TEA-I-18 . . ., TC Publication No. 359, January 1971, p. A-2 ff.

to time have included both pump-like types with various kinds of straps across the instep and high-heeled sandals (i.e., open-toe, open-heel footwear with uppers consisting wholly or predominantly of straps or thongs); some pump-like shoes have also been made with open toes and some (called "sling-backs") with open backs. Styles of women's footwear popular for casual wear in recent years have included shoes constructed with a wedge heel, low-heeled sandals, loafers, moccasins, and sneakers.

The range of styles and qualities of footwear made available to consumers increased greatly during the 1960's as a result of new materials, technological developments in production, and new fashions in wearing apparel. Simultaneously, consumer interest in a wide variety of footwear also increased, reflecting the changing age structure of the population, increasing per capita income, and a growth of leisure activities. These developments contributed to a marked change in the mode of dressing in the United States and a diminution in the distinction between dress shoes and casual shoes.

The materials used for the uppers of dress shoes are usually finer (i.e., less sturdy), and the soles lighter in weight, than those of footwear intended for other activities, particularly sports or occupations requiring substantial amounts of walking or standing. Uppers may be calf, kid, or reptile leathers, and fabrics of silk, rayon, linen, or metallics--such as peau de soie, satin, brocade, or velvet--or supported vinyls or other plastics. Soles are of leather or plastics.

For several decades the principal method of attaching the outsole to women's and misses' shoes has been the cement process whereby the outsole (or midsole, if any) is affixed to the upper by an adhesive without sewing. An estimated 80 percent of total U.S. output of women's and misses' shoes in recent years (and probably an even higher percentage of domestic dress shoes) has been made by the cement process. The cement process permits narrow edges on the outside to give a trim appearance and produces a lighter and more flexible shoe than other processes except the turn (or turned) process. In the turn process, which is currently used in very minor degree in the United States to produce dress shoes, 1/ the footwear is initially lasted inside out and then turned right side out for the finishing operations.

The output of women's footwear in the plants where the petitioning workers were employed varied widely in terms of retail price ranges. Three of the plants produced women's dress shoes (mostly with vinyl uppers) retailing at less than \$10 a pair; 12 plants (including two of the preceding three) produced dress shoes (mostly with leather uppers) in the \$10 to \$20 retail price range; 2/ and nine plants (including six of the aforementioned 12) produced dress shoes retailing at more than \$20 a pair. The slippers and casual footwear (mostly with vinyl uppers) produced by one of the plants retailed in the \$2 to \$7 price

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1/ The turn process has been used in the United States in recent years principally to produce footwear of the types reported in the official U.S. production statistics as slippers for housewear (SIC product code 3142). Slippers are also produced by the cement process.

2/ One of these plants also produced boots with vinyl uppers, which retailed from \$18 to \$30.

range, whereas the boots that were the only articles produced by another plant retailed in the \$12 to \$70 range. Table 1, in the appendix, shows for each of the 18 plants here under review a brief description of the type of footwear formerly produced by the petitioning workers.

The petitioners in 17 of the 18 investigations covered by this report (i.e., all except the petitioners in No. TEA-W-53) stated that imported footwear for women and misses "like or similar" to that produced at the plants where they were formerly employed includes leather footwear made by the turn or turned process and admitted under TSUS item 700.20 and such footwear made by the cement process and entered under TSUS items 700.43 and 700.45--reported under TSUSA items 700.4340 and 700.4345 if having a foreign (export) value of not over \$2.50 a pair and under TSUSA items 700.4540 and 700.4545 if having a higher foreign value. In addition, the petitioners in these 17 investigations express the belief that footwear with supported vinyl uppers admitted under TSUS item 700.55 are also competitive with the footwear formerly produced by them. 1/ The petitioners in investigation No. TEA-W-53 contend that the imported footwear "like or directly competitive" with the boots (principally with leather uppers) that they formerly produced consists of cement-process boots entered under TSUS item 700.45 but also includes some of the boots of rubber or plastics entering under TSUS item 700.53 as well as those with uppers of supported vinyl entering under TSUS item 700.55.

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1/ Imports of women's and misses' footwear with supported vinyl uppers are reported under TSUSA item 700.5545.

As explained briefly in the following paragraphs, the types of footwear classifiable under the five TSUS items 700.20, 700.43, 700.45, 700.53, and 700.55 vary with respect to material, method of construction, price line, and/or style.

Imported footwear that closely resembles (in appearance, method of construction and price lines) most of the women's and misses' footwear formerly produced at the plants here under review is classified for duty purposes under TSUS item 700.45. Imports entered under that TSUS item, which provides for footwear having a foreign (export) value of over \$2.50 a pair, as well as under TSUS item 700.43, which provides for footwear valued not over \$2.50, consist predominantly of footwear for women in a wide range of styles, types, and prices. In terms of quantity, about half of the combined imports under these two items in 1968 and 1969 consisted of women's and misses' sandals having a selling price at retail in the range of \$1.99 to \$6.99 a pair; the remainder probably consisted predominantly of women's cement-process dress shoes of moderate prices (i.e., in the retail price range of \$8 to \$20 a pair) but included sturdy types with vulcanized or injection-molded soles, light-weight slippers suitable principally for housewear, and expensive high-fashion types (including boots) for leisure wear as well as formal and other dress wear.

Imported women's and misses' leather footwear made by the turn or turned process and dutiable under TSUS item 700.20 does not differ significantly in appearance or price from the leather dress shoes formerly made by the cement process in many of the plants here under



review. Imported shoes with uppers of peau de soie, velvet, and other kinds of fabrics used to make dress shoes for women--a type of footwear produced in negligible quantities in a few of the plants in recent years--have been admitted under TSUS item 700.68. 1/ U.S. imports of such footwear, which have been negligible, consisted predominantly of high fashion styles selling at retail for \$30 or more a pair. Eleven of the petitions (W-37 through W-46 and W-54) stated specifically that imports entered under item 700.68 were not pertinent to their request; the remaining 7 petitions made no reference to the imports under that TSUS item.

The imported boots classified for tariff purposes under item 700.53 (reported under TSUSA No. 700.5320) are designed to be worn over, or in lieu of, other footwear as a protection against water, oil, grease, or chemicals, or cold or inclement weather; they have soles and uppers of which 90 percent of the exterior surface is rubber or plastics (except polyvinyl chloride). The footwear provided for in item 700.53 is frequently referred to as "waterproof" footwear. Boots

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1/ TSUS item 700.68 provides for women's and misses' leather-soled footwear with uppers of fibers that have a foreign (export) value of over \$2.50 a pair. Imports of women's and misses' dress shoes having uppers of fibers, soles of leather, and a foreign value of not over \$2.50 per pair (provided for in item 700.66) are believed to have been negligible, if any. Also, imports of dress shoes having uppers of peau de soie (and other "dress" fabrics) and soles of plastics, which are classifiable under TSUS item 700.60 regardless of value, are known to be virtually nil. In recent years, imports admitted under item 700.60 have consisted principally of sneakers and have included significant amounts of folding slippers, scuffs, and so-called indoor-outdoor slippers of types produced in the United States by firms manufacturing house slippers (including the firm covered by investigation No. TEA-W-52).

of rubber or plastics with uppers of nonmolded construction and having exposed on the surface a substantial portion of functional stitching, which tends to weaken the waterproof quality of the rubber or plastics, are dutiable under item 700.55 (discussed in following paragraph).

Information available to the Commission indicates that imports of boots under item 700.53 of types similar to those formerly produced at the plant where the petitioners of investigation No. TEA-W-53 were employed have been negligible in recent years; most of the boots entered under item 700.53 have consisted of men's heavy-duty boots for various industrial and sport uses.

Women's and misses' footwear with supported vinyl uppers that has entered under TSUS item 700.55 in recent years has consisted predominantly of two groups of footwear: (1) Street shoes of sturdy construction, produced in a single width for each particular length, for sale mostly at \$3 to \$6 a pair at self-service counters in variety stores, discount stores, and department store basements and (2) folding slippers and sandals, usually selling at retail for less than \$1 a pair. It is believed that before 1970 only a negligible portion of the annual imports of women's and misses' dress shoes and boots admitted under item 700.55 retailed at more than \$10 a pair. In 1970, however, it is estimated that imports of such footwear retailing at more than \$10 a pair totaled 1 to 2 million pairs.

## U.S. Tariff Treatment

In the Tariff Act of 1930, women's and misses' footwear of the types produced at the 18 plants where the petitioning workers were formerly employed was originally dutiable under paragraph 1530(e) at 20 percent ad valorem if in chief value of leather (except if having fiber uppers) and at 35 percent ad valorem if having fiber uppers. Supported vinyl was not used for uppers until the late 1940's or early 1950's. During the period before the new TSUS became effective on August 31, 1963, footwear with supported vinyl uppers, which is now dutiable under TSUS item 700.55, was generally dutiable, by virtue of the similitude provisions of paragraph 1559, at a rate provided for "similar" leather footwear in paragraph 1530(e), principally 20 percent.

From 1930 until the first stage of the Kennedy Round of tariff concessions under the General Agreement on Tariffs and Trade (GATT) became effective on January 1, 1968, the concessions granted by the United States that reduced rates on women's and misses' footwear described in the preceding paragraph were applicable to (1) turn or turned boots and shoes of leather, (2) leather slippers for housewear, and (3) shoes with fiber (fabric) uppers, as indicated below: 1/

(1) Turn or turned boots and shoes of leather (now in TSUS item 700.20). --The rate was first reduced, pursuant to section 336 of the Tariff Act of 1930, from 20 percent ad valorem to 10 percent, effective January 1, 1932. The 10-percent rate, which was bound against increase in a concession granted to Switzerland, effective February 15, 1936, was reduced to 5 percent in a GATT concession, effective May 30, 1950.

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1/ Pursuant to GATT concessions granted in 1948 and again in 1961, the statutory rate of 20 percent on footwear of the types now dutiable under items 700.43 and 700.45 (except slippers) was bound against increase.

(2) Leather slippers for housewear (now in TSUS items 700.32, 700.43, and 700.45).--The rate was reduced from 20 percent ad valorem to 10 percent ad valorem, effective January 30, 1943, pursuant to a concession granted to Mexico. The 10-percent rate became a GATT concession, effective January 1, 1948. In the TSUS, effective August 30, 1963, the 10-percent trade agreement rate was made applicable only to the type of leather slippers provided for in TSUS item 700.32; on other types of leather slippers for women and misses, the rate became 20 percent under item 700.40 (replaced by items 700.43 and 700.45, effective January 1, 1968).

(3) Footwear with fabric uppers.--The rate was reduced from 35 percent ad valorem to 20 percent in two GATT concessions--one, on footwear with soles of leather (now TSUS items 700.66 and 700.68), effective April 21, 1948, and the other on footwear with soles of rubber or plastics (now TSUS item 700.60), effective September 10, 1955. 1/

In the TSUS, effective August 31, 1963, a rate of 12.5 percent ad valorem was established for item 700.55 as the trade-agreement rate to replace the wide range of rates previously applicable to the various types of footwear provided for in this item. Under the pre-TSUS tariff schedules, as already indicated, women's and misses' footwear with uppers of supported vinyl had been dutiable, by similitude to leather footwear, principally at 20 percent ad valorem. By 1962, significant imports of folding slippers with uppers of supported vinyl

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1/ Previously, by Presidential proclamation pursuant to sec. 336 of the Tariff Act of 1930 (T.D. 46158, effective Mar. 3, 1933), the duty on footwear with fiber uppers and "with soles composed wholly or in chief value of India rubber or substitutes for rubber" was increased by changing the basis for assessing the statutory rate (35 percent ad valorem) from foreign (or export) value to the American selling price (ASP) of "like or similar" domestic product. Since Sept. 10, 1955, the ASP has been the basis for assessing the trade-agreement rate. In practice, the ASP has been the basis for assessing the duty on sneakers, rather than on the other types of footwear now admitted under TSUS item 700.60 (e.g., slippers and scuffs).

were dutiable at 10 percent ad valorem, the rate then applicable to leather slippers for housewear. Item 700.55 also provides for certain other types of footwear of rubber or plastics--footwear which had been dutiable under the original schedules of the Tariff Act of 1930 at various rates, depending on the component material of chief value.

Table 2 shows for footwear of the types now dutiable under items 700.20, 700.43, and 700.45 the reductions in rates of duty resulting from trade-agreement concessions granted under the GATT. These are the three TSUS items under which the petitioners claim that women's and misses' footwear "like or similar" to that formerly produced by them have been admitted in recent years. Table 2 also shows the corresponding information for footwear of the types now dutiable under items 700.55, 700.60, 700.66, and 700.68--the TSUS items under which nearly all the other imports of women's and misses' footwear have been admitted in recent years. 1/

Table 3 shows for the years 1965-69 and for the first 9 months of 1969 and 1970 estimated U.S. imports of women's shoes and misses' shoes admitted under the TSUS items mentioned above and the applicable rates of duty.

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1/ TSUS item 700.53, which was established on Dec. 7, 1965 (Public Law 89-241), was omitted from table 2 because virtually none of the imports admitted under item 700.53 in recent years have consisted of women's and misses' boots of the types produced at the plant where the petitioners in investigation No. TEA-W-53 were formerly employed.

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

As already indicated, the footwear formerly produced in the 18 plants considered in this report consisted principally of women's and misses' dress shoes. During the period 1965-69, apparent annual domestic consumption of such shoes is estimated to have followed an irregular trend; it rose from about 204 million pairs in 1965 to about 231 million pairs in 1968 but declined to 205 million in 1969, i.e., to almost the 1965 level. As imports of women's and misses' dress shoes rose without interruption from 4 million pairs in 1965 to 28 million pairs in 1969, the share of U.S. apparent annual consumption of such footwear consisting of imports increased from 2 percent to 14 percent, as shown in the following tabulation:

Period	Production	Imports	Apparent consumption <sup>1/</sup>	Ratio of imports to apparent consumption
	<u>Million pairs</u>	<u>Million pairs</u>	<u>Million pairs</u>	<u>Percent</u>
1965-----	200	4	204	2
1966-----	206	7	213	3
1967-----	188	11	199	6
1968-----	210	21	231	9
1969-----	177	28	205	14

<sup>1/</sup> Estimated production plus estimated imports. In recent years, exports have averaged about one million pairs annually.

The annual variation in consumption of women's and misses' dress shoes in recent years is explained by several factors, but is attributable largely to changes in the mode of dressing discussed in the section of this report on description of articles under investigation.

Thus, the use of loafers, sandals, clogs, and boots in lieu of dress shoes has increased. Apparent annual consumption of all women's and misses' nonrubber footwear is shown in the following tabulation for 1965-69 and January-September of both 1969 and 1970: 1/

Period	Production	Imports	Apparent consumption	Ratio of imports to consumption
	<u>Million pairs</u>	<u>Million pairs</u>	<u>Million pairs</u>	<u>Percent</u>
1965-----	316	67	383	17
1966-----	320	70	390	18
1967-----	286	96	382	25
1968-----	317	133	450	30
1969-----	267	139	406	34
January-September--				
1969-----	205	98	303	32
1970-----	194	128	322	40

The production and import figures shown above are not strictly comparable because data on the U.S. output omit house slippers 2/ and data on imports include some types of house slippers. It is estimated from information obtained in previous investigations by

1/ The figures shown for apparent consumption represent U.S. production plus imports without an allowance for exports which in 1969 amounted to about 1 million pairs; for the years 1965-69, these are the same figures as those shown in table 5 (column labeled "For women and misses") of TC Publication 359 (op. cit.). The figures on production represent the output for industry No. 3141 (footwear, except house slippers and rubber footwear) as reported by the U.S. Bureau of the Census. The figures on imports are partly estimated from the official statistics for footwear of the kinds described in part 1A of schedule 7 of the TSUS except those described in items 700.32, 700.51, 700.52, 700.53, and 700.60 and except zoris, very inexpensive thonged sandals of rubber or plastics which are dutiable under item 700.55.

2/ U.S. production of house slippers is reported by the U.S. Bureau of the Census as output of industry No. 3142 (house slippers of leather or other materials).

the Tariff Commission that the import figures for 1969 include about 9 million pairs of house slippers with vinyl uppers (admitted under TSUS item 700.55). How many pairs of house slippers with leather uppers have been entered in recent years under items 700.20, 700.43, and 700.45 are not known, but the number is believed to be substantially smaller than the estimated number of pairs having vinyl uppers. If data on imports of house slippers could be excluded from the statistics shown above, the annual ratios of imports to consumption would probably be several percentage points smaller than those shown, but the trends of both sets of ratios would be parallel.

U.S. imports of women's and misses' footwear under TSUS items 700.20, 700.43, 700.45, and 700.55, which together accounted for 94 percent of the 1969 imports in the preceding tabulation, are shown in table 3 for the years 1965-69 and for January-September of both 1969 and 1970.

The principal product of one of the 18 plants here considered was house slippers. That plant's output of such footwear accounted for about 1 percent of total U.S. production. As indicated above, U.S. imports of house slippers, which are recorded in several statistical classes cannot be estimated. However, the imported slippers with which officials of that plant said they could not compete were mostly of types admitted under item 700.55 and included in table 3. U.S. production of house



slippers for women and misses in recent years were as follows (in millions of pairs): 1/

<u>Year</u>	<u>Million pairs</u>
1965-----	65
1966-----	67
1967-----	68
1968-----	76
1969-----	76

1/ Partly estimated from the official statistics.

A-16 through A-76

Data Relating to Individual Plants

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APPENDIX A

TABLES



Table 1.--Name, location, and date of closing of the plants where petitioning workers were formerly employed, and the type of footwear produced

TC investigation No. under the TEA	Name	Location	Closing date	Type of footwear produced <sup>1/</sup>	
				Upper material (share of total output)	Retail price range per pair
W-37-----	Jodi Shoe Co.	Derry, N.H.	June 1969	Leather (50%); vinyl (50%)	\$9-\$11
W-38-----	Maine Shoe Corp.	Brunswick, Me.	October 1969	Leather (80%); vinyl and fabric (20%)	\$10-\$15
W-39-----	Footflairs, Inc.	Manchester, N.H.	November 1969	Leather (95%); fabric (5%)	\$18-\$22
W-40-----	Brown Shoe Co.	Mattoon, Ill.	September 1970	Leather (90%); vinyl and fabric (10%)	\$18-\$24
W-41-----	Goldberg Bros., Inc.	Haverhill, Mass.	March 1970	Vinyl (100%)	\$7-\$9
W-42-----	Caswell Shoes, Inc.	Lynn, Mass.	May 1969	Leather (100%)	\$22-\$30
W-43-----	Dori Shoe Co., Inc.	Lynn, Mass.	November 1969	Leather (90%); vinyl (10%)	\$18-\$25
W-44-----	National Ballet Makers, Inc.	Medford, Mass.	December 1970	Leather (95%); vinyl (5%)	\$16-\$22
W-45-----	Wolsam Limited	New York, N.Y.	September 1970	Leather (100%)	\$22-\$25
W-46-----	L. E. Beaudin	Hanover, Pa.	September 1969	Leather (90%); vinyl and fabric (10%)	\$19-\$22
W-47-----	Stage Door, Inc.	Raymond, N.H.	December 1969	Leather (95%); vinyl (5%) <sup>2/</sup>	\$14-\$16
W-48-----	Selwyn Shoe Mfg. Corp.	Boonville, Mo.	October 1970	Leather (100%)	\$16-\$20
W-49-----	Kramer Shoe Co., Inc.	Haverhill, Mass.	June 1969	Leather (25%); vinyl (75%) <sup>2/</sup>	\$9-\$10
W-50-----	Algy Shoes, Inc.	Everett, Mass.	<sup>3/</sup>	Leather (75%); fabric (25%)	\$25-\$30
W-51-----	Adlib, Inc.	Hialeah, Fla.	June 1970	Leather (95%); vinyl and fabric (5%)	\$19-\$22
W-52-----	Stylecrest Footwear, Inc.	Brooklyn, N.Y.	August 1969	Leather (10%); vinyl (80%); fabric (10%) <sup>4/</sup>	\$2-\$7
W-53-----	Kickerinos, Inc.	Newport, Ark.	December 1969	Believed mostly leather and some vinyl <sup>5/</sup>	\$12-\$70
W-54-----	Evangeline Shoe Corp.	Manchester, N.H.	<sup>3/</sup>	Leather (90%); vinyl (10%) <sup>6/</sup>	\$14-\$30

<sup>1/</sup> Women's dress shoes, cement process, unless otherwise noted.

<sup>2/</sup> Also includes misses' dress shoes.

<sup>3/</sup> Plant is currently in operation.

<sup>4/</sup> Women's casual shoes and slippers.

<sup>5/</sup> Only women's and misses' boots.

<sup>6/</sup> Also includes women's boots.

Table 2.--U.S. rates of duty applicable to women's and misses' footwear of types provided for in specified TSUS items, July 1, 1934, and GATT concessions

TSUS item No.	Abbreviated description	Rate of duty		
		July 1, 1934 <sup>1/</sup>	GATT concessions <sup>2/</sup>	
			Rate	Effective dates
		Percent ad val.	Percent ad val.	
700.20	Leather footwear: Turn or turned-----	10% <sup>3/</sup>	5% 4% 3% 2.5%	May 30, 1950-Dec. 31, 1967 Jan. 1, 1968-Dec. 31, 1969 Jan. 1, 1970-Dec. 31, 1971 Jan. 1, 1972
700.43	"Other" (including cement process): Valued not over \$2.50 per pair-----	20%	19% 18% 17% 16% 15%	Jan. 1-Dec. 31, 1968 Jan. 1-Dec. 31, 1969 Jan. 1-Dec. 31, 1970 Jan. 1-Dec. 31, 1971 Jan. 1, 1972
700.45	Valued over \$2.50 per pair-----	20%	18% 16% 14% 12% 10%	Jan. 1-Dec. 31, 1968 Jan. 1-Dec. 31, 1969 Jan. 1-Dec. 31, 1970 Jan. 1-Dec. 31, 1971 Jan. 1, 1972
700.55	Footwear having uppers of supported vinyl.	Principally: 20% <sup>4/</sup>	12.5% <sup>5/</sup> 11% 10% 8.5% 7% 6%	Aug. 31, 1963-Dec. 31, 1967 Jan. 1-Dec. 31, 1968 Jan. 1-Dec. 31, 1969 Jan. 1-Dec. 31, 1970 Jan. 1-Dec. 31, 1971 Jan. 1, 1972
700.60	Footwear with uppers of fabrics and soles of rubber or plastics. Footwear with uppers of fabrics and soles of leather:	35% <sup>6/</sup>	20% <sup>1/</sup>	Sept. 10, 1955 to date
700.66	Valued not over \$2.50 per pair-----	35%	20% 19% 18% 17% 16% 15%	Apr. 21, 1948-Dec. 31, 1967 Jan. 1-Dec. 31, 1968 Jan. 1-Dec. 31, 1969 Jan. 1-Dec. 31, 1970 Jan. 1-Dec. 31, 1971 Jan. 1, 1972
700.68	Valued over \$2.50 per pair-----	35%	20% 18% 16% 14% 12% 10%	Apr. 21, 1948-Dec. 31, 1967 Jan. 1-Dec. 31, 1968 Jan. 1-Dec. 31, 1969 Jan. 1-Dec. 31, 1970 Jan. 1-Dec. 31, 1971 Jan. 1, 1972

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

<sup>2/</sup> For concessions granted in the Kennedy Round, effective Jan. 1, 1968, the table shows staged rates scheduled to become effective up to and including Jan. 1, 1972.

<sup>3/</sup> Effective Jan. 1, 1932, the statutory rate of 20% ad valorem was reduced to 10% ad valorem, pursuant to sec. 336 of the Tariff Act of 1930.

<sup>4/</sup> Supported vinyl was not used for shoe uppers until the late 1940's or early 1950's. When footwear with supported vinyl uppers was imported during the 1950's and early 1960's, it was generally dutiable; by virtue of the similitude provisions of par. 1559, at the rate provided for "similar" leather footwear in par. 1530(e).

<sup>5/</sup> The trade-agreement rate established in the TSUS, effective Aug. 31, 1963, under authority of the Tariff Classification Act of 1962 (Public Law 87-456) to replace the wide range of rates previously applicable to the various types of footwear provided for in this TSUS item.

<sup>6/</sup> Effective Mar. 3, 1933, the basis for assessing the duty was changed from foreign (export) value to the American selling price (ASP) of the "like or similar domestic product" (T.D. 46158). In practice, the ASP basis for assessing the duty has been applied to imports of sneakers, not to imports of other types of footwear such as folding slippers and scuffs.

<sup>1/</sup> Based on ASP; see footnote 6.

Note.--The GATT concession rates are applicable to the products of all countries except those designated as Communist in General Headnote 3(e) of the TSUS; i.e., they are column 1 rates. Products of Communist countries are dutiable at column 2 rates, which for the TSUS items listed above except item 700.55 are the same as the rates shown for July 1, 1934. For item 700.55, the column 2 rate is 35 percent. That rate replaces the wide range of rates applicable in 1934 to the various types of footwear provided for in item 700.55.

Table 3.--Footwear for women and misses: U.S. imports, by specified TSUS items, 1965-69, January-September 1969, and January-September 1970

Period	Leather footwear (except with uppers of fibers)				Footwear with uppers of supported vinyl (in 700.5545)	
	Turn or turned (in 700.20)		"Other" (in 700.43 and 700.45 1/)		Tariff rate	Quantity
	Tariff rate	Quantity	Tariff rate	Quantity		
	Percent ad val. 2/	Million pairs	Percent ad val. 2/	Million pairs	Percent ad val. 2/	Million pairs
1965-----	5 :	1 :	20 :	21 :	12.5 :	35
1966-----	5 :	1 :	20 :	28 :	12.5 :	33
1967-----	5 :	1 :	20 :	38 :	12.5 :	50
1968-----	4 :	2 :	(19 :	34 :)	11 :	69
			(18 :	20 :)		
1969-----	4 :	2 :	(18 :	29 :)	10 :	71
			(16 :	27 :)		
January-September--						
1969-----	4 :	2 :	(18 :	23 :)	10 :	56
			(16 :	20 :)		
1970-----	3 :	2 :	(17 :	29 :)	8.5 :	62
			(14 :	26 :)		
Footwear with uppers of fibers						
	Rubber- or plastic-soled (in 700.60)			Leather-soled (in 700.66 and 700.68) 3/		
	Tariff rate		Quantity		Tariff rate	Quantity
			Sneakers 4/	Other		
	Percent ad val. 2/	Million pairs	Million pairs	Percent ad val. 2/	Million pairs	
1965-----	20 :	8 :	8 :	20 :	5/ 2	
1966-----	20 :	8 :	9 :	20 :	5/ 2	
1967-----	20 :	11 :	10 :	20 :	5/ 1	
1968-----	20 :	10 :	12 :	(19 :	5/ 1	
				(18 :	6/	
1969-----	20 :	7 :	11 :	(18 :	6/	
				(16 :	6/	
January-September--						
1969-----	20 :	6 :	8 :	(18 :	6/	
				(16 :	6/	
1970-----	20 :	5 :	9 :	(17 :	6/	
				(14 :	6/	

1/ Before Jan. 1, 1968, in TSUS item 700.40.

2/ Assessed on the foreign (or export) value unless otherwise noted.

3/ Before Jan. 1, 1968, in TSUS item 700.65.

4/ Dutiable on the basis of the American selling price of the like or similar domestic product (T.D. 46158).

5/ Estimated.

6/ Less than 0.5 million pairs.

Table 4.--Average work force, unemployment, and unemployment rate in specified major labor areas, 1/ 1965-69 and September 1970

Item	1965	1966	1967	1968	1969	Sept. 1970 (prelim- inary)
Manchester (N.H.) labor area						
Work force-----1,000 persons--	51	53	55	55	54	55
Unemployment-----do-----	2	1	1	1	2	2
Rate of unemployment-----percent--	3.4	2.0	2.2	2.2	2.7	3.3
Boston (Mass.) labor area						
Work force-----1,000 persons--	1,303	1,346	1,380	1,403	1,427	1,457
Unemployment-----do-----	52	48	45	45	46	65
Rate of unemployment-----percent--	4.0	3.6	3.3	3.2	3.2	4.5
Lawrence-Haverhill (Mass.) labor area						
Work force-----1,000 persons--	90	90	92	93	92	93
Unemployment-----do-----	6	5	5	4	5	7
Rate of unemployment-----percent--	6.7	5.4	5.2	4.8	5.2	7.1
New York (N.Y.) labor area						
Work force-----1,000 persons--	5,289	5,336	5,386	5,459	5,585	5,679
Unemployment-----do-----	240	222	202	180	180	238
Rate of unemployment-----percent--	4.5	3.9	3.7	3.3	3.2	4.2
York (Pa.) labor area						
Work force-----1,000 persons--	134	138	142	146	152	158
Unemployment-----do-----	4	3	3	3	3	4
Rate of unemployment-----percent--	2.7	2.2	2.3	2.1	2.0	2.7
Miami (Fla.) labor area						
Work force-----1,000 persons--	462	481	514	549	591	618
Unemployment-----do-----	18	16	16	18	18	34
Rate of unemployment-----percent--	3.9	3.3	3.1	2.8	3.1	5.5

1/ A "labor area" is an economically integrated geographical unit consisting of one or more central cities and the surrounding territory within which workers may commute.

Source: U.S. Department of Labor, Area Trends in Employment and Unemployment and Directory of Important Labor Areas.

Note.--The U.S. Department of Labor classifies "major" labor areas according to average annual unemployment rates as follows: (1) low unemployment, 1.5-2.9 percent; (2) moderate unemployment, 3.0-5.9 percent; and (3) substantial unemployment, 6 percent or higher.