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1. Finland's trade with the developing countries

1.1 Development of trade

During the 1970's Finland's trade with the developing countries as a percentage of total trade nearly doubled being 6 per cent in 1970 and 11.7 per cent in 1980. The annual average growth was 22 per cent, whereas an increase of only 17 per cent in the rest of Finland's foreign trade could be recorded during this period.

Since 1980, Finland's trade with the developing countries has decreased by 15 per cent, the decrease of imports having been as much as 32 per cent. Total trade with the developing countries was 12.4 billion FIM in 1981 and 11.0 billion FIM in 1982 as compared to 13 billion FIM in 1980. The share of developing countries in Finland's total trade has decreased from 11.7 per cent in 1980 to 10.2 per cent in 1981 and 8.6 per cent in 1982.

The decrease of imports from the developing countries is mainly due to the diminished imports of oil products and crude oil; the value of crude oil imports from the developing countries decreased by 57 per cent during the period 1980-1982 from 4.7 to 2 billion FIM at the end of 1982 despite a 30 per cent increase in the import prices.

There has been a similar trend in all raw material imports during the early 1980's. The trend has been, however, positive in the imports of finished goods and manufactures with an increase of 10.8 per cent (their share is 18.4 per cent, about half of which textiles and footwear).

The development of Finland's exports to the developing countries has been more stable than the development of imports.

From 1978 onwards Finland's exports to the developing countries have developed as follows (billion FIM):

1978	1979	1980	1981	1982
3.4	3.8	5.2	5.9	5.8

The share of exports to the developing countries of total annual exports has slightly decreased from 9.9 per cent in 1980 to 9.2 per cent in 1982.

The traditionally negative trade balance with the developing countries turned positive in 1978. In 1982 the surplus was FIM 519 million.

Today the major part of Finland's trade with the developing countries takes place with non-oil exporting countries. The share of different groups of developing countries in Finland's trade with the developing countries is shown in the following table (years 1978, 1980 and 1982 - percentage).

	Total trade	Imports	Exports
<u>OPEC</u>			
1978	39.0	36.5	41.3
1980	53.9	60.2	44.4
1982	45.9	39.7	51.6
<u>LLDC's</u>			
1978	1.5	1.8	1.3
1980	1.1	0.9	1.5
1982	3.4	3.0	3.7
<u>Others</u>			
1978	51.5	61.7	57.3
1980	45.0	38.9	54.1
1982	50.7	57.3	44.7

Finland's biggest trading partners among the developing countries in 1982 were Saudi Arabia, Iran, Iraq, Brazil and Algeria.

The structure of Finland's imports from developing countries is roughly as follows:

crude oil	60 per cent
coffee	15 per cent
textiles, clothing, leather and footwear	10 per cent
fruits	5 per cent
sugar	5 per cent
other products	<u>5 per cent</u>
Total	100 per cent

The share of direct importation from developing countries was 44 per cent in 1976, 53 per cent in 1978 and 64 per cent in 1979. Partly due to a technical change in statistics in 1980, the share thereafter increased. In 1982 the share was 88 per cent. There are considerable differences between various countries and the shares of direct importation vary from 0 to 99 per cent.

The volume of consumption goods in imports from developing countries to Finland roughly doubled between the years 1978 and 1982. The developing countries producing consumption goods thus take an increasing share of imports. For example, imports from developing countries in the Far East, which are important producers of textiles and clothing, footwear, consumer electronics, toys and other consumer goods, stood for 19 per cent of total LDC imports to Finland in 1982. The corresponding figure for 1970 was only 8 per cent.

On the export side, the share of wood-based exports is still rather high (48 per cent) but decreasing while the exports of metal products have increased (36 per cent in 1982). Six per cent of Finland's exports to developing countries in 1982 were chemical products, 4 per cent agricultural products and 1.5 per cent textile products.

In addition to the traditional trade in goods, the activities of Finnish construction, planning and consulting companies have increased rapidly in many developing countries. In 1982 developing countries accounted for 60 per cent (2.4 billion FIM) of total project exports, Iraq, Libya and Saudi Arabia being the most important partners.

1.2 The effect of general economic factors on Finland's trade with developing countries

The most important factor determining the scope of Finland's trade with developing countries is the price and volume of oil imports coming from that source. The two oil crises increased substantially the value of imports from developing countries in the 1970's as oil prices rose while the demand for imported energy was rather inelastic. As oil-exporting developing countries' incomes multiplied, also Finland's exports to those developing countries could expand fast.

Developing countries' share of Finland's oil imports has diminished from 40 per cent in 1980 to approximately 15 per cent in 1983. In coming years it is expected to stay at that level. As a consequence, the share of OPEC countries of Finland's imports will decline from 8 per cent in 1980 to 2-3 per cent in 1983. The share of other developing countries is expected to stay comparatively stable at 4-5 per cent.

The oil-exporting developing countries became an important market area for Finland in the late 1970's. By 1982 the OPEC countries' share of Finland's exports already reached 5 per cent. Declining oil prices and substantial production cuts have, however, weakened these countries' financial position which has affected also Finland's exports to these countries. The share of other developing countries in Finland's exports, which has been 4-5 per cent, is expected to stay at that level.

2. Finland's foreign trade regime

2.1 General

As a small industrialized market economy Finland is very dependent on international trade. In order to secure needed imports and to create equal competitive conditions for exports, Finland has based its trade policy on the concept of open economy.

Consequently, Finland participated actively in the trade liberalization process that took place in the post-war period, both at the multilateral level in the GATT negotiation rounds and regionally in Europe. As a result, trade barriers are very low indeed. For example, collected import duties as a proportion of total imports are about 1.4 per cent only.

Also quantitative restrictions have been liberalized to a large extent, so that if the imports of mineral fuels are excluded, less than 3 per cent of imports are under license. The remaining quantitative restrictions (certain agricultural products, silver and gold, solid and liquid fuels) are administered through a global quota or individual (discretionary) licensing system. In addition, certain textile and steel products are under automatic licensing for surveillance purposes.

Under the Multifibre Arrangement, Finland has concluded export restraint agreements with certain developing countries in the textile and clothing sectors. These agreements are under multilateral surveillance in the appropriate GATT bodies.

2.2 Trade policy towards the developing countries

Finland's trade policy towards the developing countries is an integral part of its general trade policy. Particularly during the recent years, trade with developing countries, both its extension to new areas and its diversification have been a matter of growing interest in Finland. Currently Finland has trade connections with over 120 developing countries.

A consistent part of Finland's trade policy towards the developing countries has been the improvement of market access for their products. Consequently, Finland adopted in 1972 its own system of customs preferences within the guidelines of the Generalized System of Preferences. Parallel to this Finland has been following its responsibilities connected to the international commodity agreements. Since the beginning of 1981 there has also been a special organization for promotion of imports from the developing countries: the so-called Prodec-Import. In addition, technical assistance and training for the trade experts of developing countries is given in various forms (see Chapter 3).

Finland has generally not resorted to trade restricting actions. As a consequence, there are no general measures which would adversely affect developing country exports either. Safeguard measures, whenever they have been resorted to, have been taken in accordance with international obligations.

2.3 Import treatment of developing country products

General

Chapters 1-24 (agricultural products) of the Customs Co-operation Council Nomenclature include 164 headings (4-digit level). Of these, in Finland 50 qualify for exemption from import duty and import levy under the GSP. In addition 54 headings are duty-free on an MFN basis but 15 of these are liable to import levy. Of the remaining 60 headings, for 23 exemption from duty may be obtained on the basis of the end-use of the product concerned, e.g. for industrial purposes. Such products include, inter alia, almonds and shelled nuts, rice, maize groats, oil seeds, vegetable oils and fats, raw sugar and glucose, molasses and certain fruit preparations and juices. Dutiable products of CCCN Chapters 1-24 generally include living plants, cut flowers, vegetables and fruit preparations.

Chapters 25-99 (industrial products) of the CCCN include 848 headings (4-digit level). Of these, 289 are duty-free on MFN basis. Of the remaining 559 headings, 493 are eligible for GSP treatment. This leaves 66 dutiable headings of which for 11 exemption from duty may be obtained on the basis of the end-use of the product concerned. Dutiable products of CCCN Chapters 25-99 generally include plastic and leather goods, textiles and footwear as well as certain electric appliances and equipment.

In the light of the above it can be seen that the major part of imports to Finland from developing countries take place duty-free. In 1980, the share of duty-free imports was nearly 90 per cent. Of this, 85 per cent was free on MFN basis and 5 per cent under other provisions, mainly the GSP. In 1981, the share of dutiable imports rose by 15 percentage units due to reintroduction of duty on coffee that had been temporarily suspended. The granting of GSP benefits for coffee imported from the least developed countries has partly offset the effect of this measure.

In 1982, 65 per cent of imports from developing countries took place duty-free. Fifty-three per cent was free on MFN basis and 12 per cent mainly on the basis of the GSP.

Tokyo Round

Eighteen new products were included in the GSP product coverage as a result of the Tokyo Round. In addition, 25 agricultural products were granted duty concessions, a part of which were implemented in full already in 1980 notwithstanding the schedule providing for gradual implementation by 1987.

According to a GATT Secretariat study (see COM.TD/W/315) tariff levels in Finland for industrial products before and after the Tokyo Round are as follows:

	prior to		after MTN	
	MTN (a)	1979 (b)	1987 (a)	(b)
all industrial products	13.2	6.9	11.4	5.5
raw materials (excl. oil)	0.8	0.7	0.5	0.3
semi-final products	13.0	6.7	11.7	5.8
final products (excl. oil)	14.3	7.7	12.0	6.0

(a) = arithmetic average in percentages

(b) = average weighted by imports in percentages

The table shows that the weighted average rate of duty on imports, excepting raw materials, will decrease from 6.7 to 7.7 per cent to 5.5 to 6.0 per cent by 1987. The duty reductions granted by Finland are of the order of approximately 25 per cent.

The attached table presents the division of the collection of import duties and other import taxes on total imports and imports from developing countries in 1981-1982. It shows that collected duties represented 4.9 per cent of total imports from the developing countries in 1982. If measured from dutiable imports, the figure is 13.6 per cent. For developed country imports the figures are considerably lower, which reflects the concentration of trade to countries with which Finland has free trade arrangements.

	IMPORTS INTO FINLAND		COLLECTION OF DUTY		OTHER IMPORT TAXES	
	total imports dutiable	from developing countries	In total	on imports from developing countries	In total	on imports from developing countries
1981	61.565	9.630 ^{xx)}	810 ^{x)}	225	9.221	329
1982	64.470	10.649	878	245	10.224	337
						FIM M

x) incl. import levy

xx) liable to import duty and import levy

2.4 Other forms of economic co-operation

The importance of economic and commercial agreements between Finland and various developing countries has increased especially since the late 1970's. Today Finland has a network of 23 agreements on economic, industrial and technical co-operation with these countries. Agreements have also been concluded in such areas as exchange of experts, taxation, traffic and protection of investments.

These agreements give general guidelines for the practical co-operation which is normally co-ordinated in regular joint committee sessions. It is worth mentioning that e.g. in 1982 two thirds of Finnish exports to the developing countries went to those developing countries which have co-operation agreements with Finland (listed in the table below).

THE NETWORK OF FINLAND'S AGREEMENTS OF ECONOMIC, INDUSTRIAL AND TECHNICAL CO-OPERATION WITH DEVELOPING COUNTRIES (AUGUST 1983)

<u>Country</u>	<u>Date of signing of the protocol</u>
Iraq	11. 5.1964
Tunisia	15. 1.1965
Peru	11. 3.1965
India	22. 5.1974
Mexico	19. 3.1975
Cuba	14. 4.1975
Iran	12. 6.1975
Saudi Arabia	5. 5.1976
Egypt	29. 3.1977
Turkey	26. 5.1978
Morocco	16. 2.1979
Venezuela	24. 4.1979
Korea, Republic of	13. 9.1979
Colombia	19. 2.1980
Libya	18. 3.1980
Argentina	22. 4.1980
Sudan	30. 4.1980
Kuwait	10.12.1980
Nigeria	4. 5.1981
Malaysia	4.11.1981
Brazil	5.11.1981
Algeria	19. 1.1982
United Arab Emirates	29.11.1982

The experiences from the co-operation agreements with the above mentioned developing countries have been good, and Finnish trade with these countries has grown more rapidly than with other developing countries. Economic, industrial and technical co-operation with the developing countries has been co-ordinated in Finland by the Ministry for Foreign Affairs (Department of Foreign Trade) together with Finnish Foreign Trade Association and respective industrial confederations and organizations.

The Finnish Fund for Industrial Co-operation (FINNFUND) was established in 1979. The purpose of the Fund is to promote investment in Developing countries and related transfer of managerial and technical know-how by facilitating the setting up of joint ventures between Finnish industry and enterprises in developing countries. FINNFUND extends financing to the joint ventures in the forms of equity investment or loans. It also participates in the financing of prefeasibility studies. The Fund operates as a supplement to Finnish official development co-operation.

In 1979 the Finnish Government decided to appoint an Advisory Board for Economic Relations between Finland and Developing countries (TALKE), which is formed on parliamentary basis. Its task is to study the effects and importance of changes in world economy and the new international economic order on Finland, and in this connection also to study questions linked with development co-operation, trade with the developing countries as well as economic and industrial co-operation with the developing countries. It is an advisory body for the Ministry for Foreign Affairs also in questions related to the planning and implementation of international development co-operation in addition to the above mentioned sectors.

3. Arrangements for promotion of imports from developing countries

3.1 The GSP Scheme of Finland

General principles

The Generalized System of Preferences entered into force for Finland on 1 January 1972. The Scheme is based on Resolution 21 (II) adopted at UNCTAD II in 1968, and on principles adopted in subsequent international elaboration.

The goods included in the product coverage of the Scheme are imported free of import duties and import levies. Under the Scheme, no import quotas, ceiling or other quantitative restrictions are applied.

Originally the Finnish Scheme included 92 beneficiary countries. The country coverage has subsequently been expanded and at present (June 1983) it comprises 132 countries. In Finland, only countries or regions having obtained full independence are granted the status of beneficiary country.

As far as industrial products (CCCN Chapters 25-99) are concerned the product coverage of the Finnish Scheme includes all such products with the exception of 66 out of 848 headings at 4-digit level. Recognizing that one of the objectives of the GSP was to promote industrialization of developing countries, the product coverage in the industrial sector was made as extensive as possible.

In the agricultural sector (CCCN Chapters 1-24) the product coverage reflects the importance of safeguarding domestic farming and food industries. While Chapters 1-24 of the CCCN consist of 164 headings (4-digit level), 50 of them are included in the Scheme (on the other hand, another 54 headings in this sector are duty-free on MFN basis).

The rules of origin applicable under the Scheme were laid down in the framework of international co-operation preceding the entry into force of the system. The rules of origin aim at ensuring that GSP benefits are granted only to such goods which can be considered as produced in beneficiary countries. Thus the rules of origin indirectly contribute towards industrialization of developing countries which is one of the objectives of the GSP.

As in other Schemes, provision has been made for a safeguard clause under which GSP treatment may be suspended for one year for a product the imports of which cause or threaten to cause serious injury to corresponding domestic industry. However, during the operation of the Scheme so far, this clause has not been applied.

Changes to the Scheme

Few changes have been made to the product coverage in the industrial sector during the first decade. This is due to the desire to make the product coverage as extensive as possible from the very beginning. The changes made have been removal of electric supply meters and fishing nets from the product coverage and inclusion of fabrics and narrow woven fabrics of jute and coir carpets therein.

In the agriculture sector, no withdrawals from the product coverage have taken place. On the contrary, the product coverage was considerably expanded during the Tokyo Round by including a number of products of importance to developing countries such as bananas and products made of tropical fruit.

During the latest years Finland has paid attention to improving the position of least developed countries. This is also reflected in the GSP product coverage. At present, the Scheme includes eight headings that benefit only least developed countries.

During the first decade, the rules of origin have been simplified and harmonized to the extent that they now are almost uniform in preference-giving EFTA and EEC countries. As of 1 October 1982, Finland and other preference-giving EFTA countries grant to the Asean group right of regional cumulation. The consignment rule has been simplified and adapted to better take commercial practise into account. Goods may be imported into Finland directly or via third countries where they may be temporarily stored. The only condition is that the goods remain under Customs control during the transport and any storage, and that they undergo no operation other than loading and unloading or that necessary to maintain their condition. Uniform rules of origin have enabled introduction of GSP replacement certificate when re-exporting GSP goods between European donor countries.

Experience gained from the operation of the Scheme

In comparison with total imports from developing countries, GSP eligible imports are small in volume. It should be noted, however, that the bulk of imports from the developing countries has been energy products.

If these are excluded, the share of GSP-covered imports is considerably larger. In 1980, the value of GSP eligible imports was 434 million Finnish marks whereas total imports from developing countries amounted to 7.6 billion marks. In 1980, the share of imports duty-free under provisions other than GSP was 85 per cent of total imports from developing countries. In 1982, the value of GSP eligible imports was 700 million marks whilst total imports from GSP countries rose to 5 billion marks. The value of imports having been granted GSP treatment was 574 million marks. In 1982, the share of imports from developing countries which were duty-free under provisions other than GSP was 53 per cent.

Out of the 132 beneficiary countries, as many as 57 still are not in a position to enjoy the benefits available under the Scheme. Those countries have not notified the Finnish Board of Customs of the authorities empowered to issue certificates of origin which is the condition for granting GSP treatment. In this regard, there is potential to be tapped under the Finnish Scheme.

On the other hand, the rate of utilization of the Scheme has improved steadily during its first decade of operation. In 1972 the rate was 32.8 per cent in 1975 63.4 per cent and in 1980 72.9 per cent. In 1981, the rate was 79.4 per cent and in 1982 81.8 per cent. In addition, it has been noted that GSP-free imports in 1972-1980 have grown faster than total imports from beneficiaries. While global imports (all countries) into Finland grew, in terms of value, by 20 per cent every year during the period 1972 to 1980, imports from GSP countries grew by 31 per cent per year, GSP eligible imports by 37 per cent and imports having received GSP by 51 per cent per year.

It is highly significant and encouraging to note that the least developed developing countries share of imports is strongly increasing. Whilst the 30 LLDC countries share of imports having received GSP was only one per cent in 1980, it rose to 10 per cent in 1981 and in 1982 it was already 20 per cent. To this growth has decisively contributed the inclusion of unroasted coffee in the product coverage when imported from LLDS's.

When reviewing the structure of GSP imports by groups of commodities, it can be noted that in the first years of operating the Scheme, the share of those products represented approximately 25 per cent of GSP eligible imports. In 1977-1978 their share exceeded 50 per cent. Resulting from strong growth of imports of industrial products, the share of agriculture products in 1979-1980 was less than one third of GSP eligible imports. In 1981-1982, the share of agriculture products has increased due to GSP imports of unroasted coffee.

After the expansion of the product coverage in the agriculture sector, the following products have established their position as major GSP products: unroasted coffee, bananas, preserved pineapples, preserved tunny fish, cut flowers, preserved sardines, lemons, sweet pepper and peaches.

In the industrial sector the major products are: cotton fabrics, uppers of footwear, knotted carpets, yarn of man-made fibres, aluminium plates, pile and chenille fabrics, seats and lubricants.

IMPORTS FROM GSP COUNTRIES
IN 1972, 1975, 1980 AND 1982

	1972		1975		1980		1982	
	FIM M	Share %	FIM M	Share %	FIM M	Share %	FIM M	Share %
Total imports from GSP beneficiaries	893,5	100,0	2.604,6	100,0	7.590,6	100,0	5.202,7	100,0
GSP eligible imports	35,1	3,9	97,9	3,7	434,0	5,7	700,9	13,5
Duty-free imports of which:			1.837,3	70,5	6.716,7	88,5	3.483,0	67,0
- imports having received GSP treatment	11,3	1,3	62,0	2,4	316,4	4,2	573,6	11,0
- imports eligible for GSP but duty-free under other provisions			8,6	0,3	40,5	0,5	218,5	4,2
Imports liable to duty			767,3	29,5	873,9	11,5	1.719,7	33,0
Rate of utilization of GSP (%)	32,8		63,4		72,9		81,8	
Global imports (all countries) FIM M	13.106,7		28.001,9		58.250,4		64.751,4	

The group of top ten exporting beneficiary countries has been nearly constant. In 1982, the major GSP suppliers were: Republic of Korea, Romania, Tanzania, Yugoslavia, People's Republic of China, Burundi, Thailand, the Philippines, Brazil and Costa Rica. In 1981, the group was composed of Republic of Korea, Yugoslavia, Romania, Brazil, Thailand, Israel, People's Republic of China, Costa Rica, Tanzania and the Philippines. In 1981, GSP eligible imports from top ten beneficiaries made up 66 per cent of all GSP eligible imports. In 1982, their share was 79 per cent.

Recent developments

In Spring 1982 decision was taken to extend the application of the Scheme for another ten years. In that connection it was agreed to carry out an annual review of the Scheme. It was also decided to prepare a booklet on the Scheme for guidance to exporters and governmental bodies in beneficiary countries. The booklet has been published in English and French and distributed through Finnish embassies and missions in developing countries. A Spanish version is underway.

3.2 Finnish commodity policy

The Finnish commodity policy is based on the consideration that commodity agreements aimed at stabilizing the market serve the interests of both producers and consumers by securing remunerative prices to producers and a stable supply at fair prices to consumers. Thus Finland has given her support to the Integrated Programme for Commodities and joined all existing commodity agreements, i.e. ICAs on cocoa, coffee, natural rubber, sugar and tin.

Finland has stressed the importance of the entry into force of the Common Fund and was one of the first countries to ratify the Common Fund Agreement in December 1981. Finland has urged for the negotiation of new commodity agreements within the IPC and called for the strengthening of the existing ICAs. As to the role of ICAs in the commodity trade, Finland has supported the view that ICAs should smoothen sharp price fluctuations and provide for an equilibrium of supply and demand without supporting unprofitable production and delaying necessary structural changes in commodity economies.

Finland wishes to promote technical assistance and other international co-operation directed to the improvement of the commodity trade. The needs of the least developed countries should be given a special consideration when negotiating new ICAs and other measures in the field of commodities.

3.3 Activities promoting imports from developing countries

International Trade Centre

Finland has consistently supported the International Trade Centre ITC (UNCTAD/GATT) in its efforts to promote the trade of the developing countries. Finland's support to the ITC is financed from development co-operation funds. The annual allocations have been approximately 1 to 1.5 million FIM. In 1983 the contribution will be increased to 2 million FIM.

Finland's support to ITC has been directed to financing expert services from Finland and special programmes and projects of the ITC. In 1983 the Finnish support is directed to the following programmes and projects of ITC:

- Special Export Packings Programme was started in 1982 in order to increase export incomes of developing countries by helping them develop suitable packings for their export products. The programme also strives for developing better contacts between national and international organizations in the field of packing production and planning.
- Assistance in Export Publicity was started in 1980. Within the project export brochures for selected developing countries are produced.
- Training advisor in import operations and techniques. Finland is also financing a senior expert to ITC, his task being to organize training in order to promote and develop import and purchasing activities for developing countries.

PRODEC

PRODEC is the programme for Development Co-operation of the Helsinki School of Economics, started in 1968. PRODEC's activities are financed from the Finnish development co-operation fund in the educational sector. The aim of PRODEC is to strengthen the export and import performance of developing countries. PRODEC organizes regional and interregional training courses and seminars for developing countries in the field of international trade. PRODEC arranges 5 to 7 courses and seminars annually with about 20 participants in each course. In addition to training PRODEC also has some research and publication activities.

Part of Finland's support to the ITC is allocated to finance its planning and expert services given to PRODEC within the co-operation between ITC and PRODEC. PRODEC is carrying out several international trade promotion training events and seminars both at the Helsinki School and in various developing countries.

PRODEC IMPORT

In 1980 PRODEC IMPORT, the Finnish Import Promotion Office for Products from Developing Countries, started in PRODEC. The Office offers to exporters from developing countries information about the Finnish market and about the sales prospects for products from developing countries. PRODEC IMPORT is also acting as intermediary in establishing business contacts between exporters from developing countries and Finnish exporters and agencies. The Office has also arranged special projects for some products from LLDC countries especially in order to promote their sales to Finland. The organizational status of the Office is now being reconsidered and its activities are considered more and more important.

Training courses for customs officials

Within the framework of Finnish development co-operation in the educational sector a training course of two months for customs officials from developing countries is organized in 1983 for the ninth time. The programme of the course has been designed to familiarize participants as efficiently as possible with the various kinds of customs work by combining theoretical instruction with practical training. The programme of the course covers essential parts of international regulations and practises especially relevant to developing countries. These courses are organized by the National Board of Customs.