

GENERAL AGREEMENT ON TARIFFS AND TRADE

RESTRICTED

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1965 CONSULTATION UNDER ARTICLE XII:4(b) WITH NEW ZEALAND

Basic Document for the Consultation¹

1. Legal and administrative basis of the restrictions

The Import Control Regulations 1964 which entered into force on 10 April 1964 in replacement of the Import Control Regulations 1938, provide the legal basis for the import control in New Zealand. These Regulations were made under the enabling powers of the Customs Act 1913.

The control of imports was imposed, and has been maintained, for balance-of-payments reasons.

Under the Import Control Regulations, the importation of all goods, other than those exempted by the Minister of Customs by notice appearing in the New Zealand Gazette, is prohibited except pursuant to a licence or permit.

The Regulations prevail notwithstanding any authority for the importation of goods granted in accordance with any other provision of the law, nor does the granting of a licence with respect to any goods absolve an importer from compliance with any other provision of law relating to importation of such goods.

The power to grant licences and to create exemptions is vested in the Minister of Customs. The Regulations are administered by the Customs Department. Other Government departments, such as the Department of Industries and Commerce, and the Department of Agriculture, function in a consultative capacity as regards various aspects of the control, and the Treasury and the Reserve Bank of New Zealand also advise the Government on policy issues involved. Trade associations may also be consulted on occasion. The Tariff and Development Board may upon request of the Minister of Customs make recommendation on any matter relating to the licensing of imports.

¹Material supplied by the Government of New Zealand.

2. Methods used in restricting imports

The 1965/66 Import Licensing Schedule sets out the provision made for imports into New Zealand during the year July 1965 to 30 June 1966. Embodied in the schedule for the guidance of importers is an information section which gives details of the categories of items, licensing allocations and of the various licensing schemes. Much of this information had previously been notified in separate instructions and the incorporation of this information within the Import Licensing Schedule has proved of great assistance to importers.

The import licensing categories for the 1965/66 licensing period are:

"E" or "exempt" items

No import licence is required for importation of goods under these items.

"Basic" items

Licences for these items are granted according to the percentage allocation indicated in the Schedule, based upon either the amount of a previous period's licences or upon the amount of imports during a previous period. The provision of a basic allocation for goods does not preclude the granting of additional licences or the granting of licences to importers not qualifying for basic licences, where circumstances warrant.

"A" items

For these items an initial percentage allocation is made to normal and regular importers with further licences being considered in the light of the need for additional requirements for the balance of the licensing period, as evidenced by sales performance or usage in manufacture. The initial allocation is 75 per cent of the value of licences granted for imports of similar goods from all sources during the 1964/65 licensing period, with a maximum entitlement of 133 1/3rd per cent of the value of 1964/65 licences, except where there are exceptional circumstances when licences above that level may be considered.

"C" items

Applications for licences to import goods classed under these items are considered individually. Licences are granted on such criteria as essentiality, availability, price, etc.

"C plus basic" items

These items have an initial basic allocation based on a previous period and applications for further licences are considered individually as "C" items.

Administrative basic licences

These licences are issued to provide for the importation of particular or specific goods which fall within a range of goods covered by a particular item code, and the allocation is made to vary the allocation specified in the Schedule for the general range of goods covered by the item code.

"D" items

No allocation has been made for these items but licences may be granted in exceptional circumstances.

"Token" licences

These are granted to regular importers to the extent of 100 per cent of 1964/65, 1965/66 licences for the same goods and provide for the importation in commercial quantities of certain classes of goods, imports of which are not generally permitted under the Schedule.

No remittance licences

Private: Money or securities held overseas by New Zealand residents qualify for licences to import goods for which licences are normally given, and also for goods of minor value in "D" categories, provided that the goods are for the personal use of the importer and are not for purposes of business or trade. The funds used must have been held overseas by the applicant on or before 31 December 1964 and if purchased from other New Zealand residents the funds must have been purchased at the current rates of exchange at the time of purchase. Overseas funds acquired after 31 December 1964 may also qualify if they have been acquired as legacies, as overseas earnings by the applicant from dividends or interest, or as salaries or wages from employment overseas.

Commercial: Import licences are granted to the extent of 80 per cent of eligible "free funds" held overseas and which are approved by the Reserve Bank, the remaining 20 per cent to be returned to New Zealand through normal banking channels. The qualifying funds are currency or securities held overseas by the importer prior to 1 January 1965 but earnings overseas such as royalties and commissions must have been held prior to 16 October 1964. Currency or securities purchased from New Zealand residents must have been purchased at the current rates of exchange.

3. Treatment of imports from different sources

There is no discrimination in the treatment of imports from different sources, all licences being issued on a "global" basis and are therefore available for imports from any country.

4. Commodities or groups of commodities affected by the various forms of restrictions

This information is set out in the 1965/66 Import Licensing Schedule covering importation of goods during the period 1 July 1965 to 30 June 1966. Copies of the Schedule have been distributed.¹

The Schedule contains approximately 865² exempt or controlled items and those are summarized as follows.

Exempt items

Items for which no import licence is required total 113 and range from essential consumer goods including iodized salt, tea in bulk, certain drugs, heavy duty trucks, motor spirits, fuel and lubricating oils, printed books and a wide range of textiles, to manufacturers' raw materials such as unrefined sugar, tobacco leaf, raw coffee beans, artificial and jute fibres, explosives and certain metals in primary forms.

Basic items

The 474 basic items cover goods within the following descriptions: foodstuffs, some textile fabrics, animal and vegetable oils and fats, chemicals, floor coverings, machinery, motor cycles and scooters, clothing, watches and clocks, and sporting goods.

"A" items

The "A" items total fifty-seven and in addition to materials required by industry include sewing machines, shearing machines, non-electric dental and medical appliances, signalling and navigation lamps, balls for games, protective garments and children's footwear sizes 0-9 $\frac{1}{2}$.

¹ Distributed under cover of L/2442 of 2 June 1965.

² Excluding administrative basic items and the various group allocations mentioned in the later part of this section.

"C" items

There are 121 items in the "C" category the principal of which are road motor vehicles (excluding heavy duty trucks which are exempt), aircraft, cycles, plastic materials, newsprint and various items of machinery.

"C" plus basic items

Included in the 35 "C" plus basic items are textile yarns, laminated and narrow textile fabrics, screws for wood, bolts and earth moving machinery.

"D" items

In the "D" category there are 103 items covering goods of a kind made in New Zealand. These items include footwear, travel goods, domestic electric appliances, tobacco manufactures (excluding cigars), some spirits, ceramic products and articles of paper and paperboard. However, for most of the "D" items token licence allocations have been provided.

Token licences

The items for which token licences are granted have not been specified in the Schedule. The token licences have been issued automatically by the Customs Department to the extent of 100 per cent of the licences issued in the previous year in which there were 169 items.

The token allocations cover such goods as preserves, cigarettes, tobacco, clothing, toilet preparations, domestic electric appliances, knitting machines, and aluminium hollow ware.

Administrative basic licences

Administrative basic licences, which relate to specific goods within an item code for a wider range of goods, subject to say a "C" allocation, have been issued in respect of 46 item codes. These include component parts for the manufacture of machinery, spare parts and miscellaneous items of machinery, parts of footwear and several forms of wire.

Industry, interchangeability and other groups

These groups which are designed to give greater flexibility to importers in the use of licences have the following allocations:

Industry groups cover raw materials and components associated with the manufacture of particular classes of goods such as - biscuits and confectionery; paints, varnishes and printing inks; electrical domestic appliances; footwear; and clothing. Sixteen of these have a basic allocation of 100 per cent 1964 licences while one group - materials and components for the manufacture of radio and television sets - has a "C" allocation.

Interchangeability groups combine items of like goods and the importer may use the one licence for any of the goods within the group. The interchangeability groups are composed of consumer items such as foodstuffs, plants and seeds, sporting equipment, pharmaceuticals, stationery and wines and spirits. The basic allocation for each of the thirteen groups is 100 per cent 1964 licences.

Other groups are those for articles and materials used by religious organizations, materials and apparatus for educational purposes, spare parts of motor vehicles and spare parts of flying machines, which all have a basic allocation. Two further groups, manufacturers' samples for copying purposes and a special aggregation group to meet special circumstances have a "C" allocation.

5. Use of State trading or Government monopoly in restricting imports

The only commodity imported as a State-trading enterprise is wheat. Citrus fruit, pineapples and grapes are imported by a co-operative organization of merchants having, by agreement with the Government, the exclusive rights of importation, the agreement providing that the profits of the organization are limited to a nominal amount. This procedure was introduced to ensure the orderly supply and marketing of these perishable fruits.

6. Measures taken since the last consultation in relaxing or otherwise modifying import restrictions

In spite of the fluctuations in the prices of New Zealand exports during the year a further 90 items, representing imports currently valued at £45,000,000, were exempted from the requirements of an import licence on 1 July 1965. These new exemptions together with the twenty three previous exemptions add up to approximately one third of New Zealand's import trade.

Initially in the 1964/65 licensing period the "A" category licences were restricted to 75 per cent of the previous periods licences with a maximum of 100 per cent. While the initial allocation for the 1965/66 period will be 75 per cent of the 1964/65 licences, the maximum licensing entitlement has been raised to 133 1/3rd per cent where the need for reasonable additional requirements can be shown.

The action to give importers a greater flexibility in the use of their licences has been continued in the 1965/66 Licensing Schedule.

Both the industry and interchangeability groups have been retained although some adjustment within these groups has been necessary because of the additional exemptions.

The aggregation of licence entitlement within one licence has been extended to a wider range of goods. The list of item codes which the scheme embraces is shown in appendix IX to the Schedule and are marked throughout the Schedule as Category 1.

In addition importers may transfer to their aggregate licences their licence entitlement to certain other codes denoted Category 2 in the Schedule. However, Category 2 goods, which consist mainly of goods available from New Zealand manufacturers, may not be imported under the aggregation licence.

As stated earlier the token licence scheme has been repeated for the 1965/66 licensing period to the extent of 100 per cent at the 1964/65 licence. Transfers between token licences of small value are permitted subject to certain conditions.

A "new importers" scheme has been introduced. Licences under this scheme have been restricted, because of limited overseas funds, to goods classed in the "A" category. Anyone operating an established business may obtain a licence for the importation of "A" category goods based on 25 per cent of his average annual purchases of these goods from established importers over the last three licensing periods. New importers have also the right to import exempt goods.

With the greater quantities of New Zealand manufactured goods being exported it is likely that the Export Bonus Scheme introduced in 1965 will result in more additional licences being issued. Under this scheme a manufacturer may receive an assistance or replacement licence for raw materials or components for use in goods exported or to be exported. On evidence of exportation an additional (bonus) licence, to the same value as the imported raw material or components in the exported manufactured goods, may be issued subject to certain conditions being met. Where the bonus licence is issued it may be used for the importation of raw materials and components for the manufacture of goods for sale on the export or domestic markets.

Both the commercial and private no-remittance scheme have been continued. The qualifying period for certain approved funds under both schemes has been advanced from 31 December 1958 to 31 December 1964.

7. Effects of the import restrictions on trade, and general policy followed to restrict imports for balance-of-payments reasons

(a) Effects of restrictions

The improvement in export prices for New Zealand's agricultural produce during 1963/64 produced a rise in the level of domestic activity in 1964/65 accompanied by a sharp increase in demand for imports. Export receipts for 1964/65 fell substantially due largely to lower prices for wool, and various actions have since been taken to restrain domestic spending and curb the continuing high demand for imports.

The value of imports by the private sector during the year ended June 1965 totalled £325 million, some £10 million above the level reached in 1963/64. Payments for private imports rose by £45 million to £298 million. There was a deficit in the current foreign exchange transactions of £27 million with a small surplus of £5 million on capital account. The net overseas assets of the banking system fell by £17 million over the year to £84 million at the end of June 1965.

With the present trend in export income it has been necessary to accept a somewhat lower rate of growth in the 1965/66 year. The Government has taken various measures to restrain demand in certain key sectors, particularly in building and trading bank advances. Arrangements are currently being made with all major financial institutions, including savings banks, insurance companies and finance companies to increase their investments in Government Stock diverting part of their new lending from the private sector. The Government intend to withdraw their loan funds from circulation as a further measure to reduce internal liquidity. There has been no reduction in the availability of import licences and on present estimates imports during 1965/66 are expected to rise substantially, particularly in exempt items.

(b) General policy

Despite the recent fall in overseas earnings and the uncertainty regarding the future trend of export prices, the Government has taken a major step forward in liberalizing imports. Ninety additional items, including raw materials, equipment, and finished goods not made in New Zealand, have been exempted from import licensing from 1 July 1965. This represents imports currently valued at £45 million and when added to existing exemptions brings the total value of exempt items up to about one third of the country's total import trade. These exemptions are intended to be permanent.

Any further move to liberalize imports will necessarily depend upon our ability to increase our export income to cover the requirements for imported commodities. A major factor in assessing the scope for expanding our export income remains the restrictive agricultural policies followed by many industrialized countries. Attempts are being made to diversify our exports and to encourage the export of manufactured products, but, in the foreseeable future, the effects of this on our balance of payments will not be substantial.

While further studies are being made of the possibility of exempting more items from quantitative import restrictions, under present circumstances any further substantial liberalization could not be undertaken without seriously endangering the balance of payments and the level of reserves.

List of Annexes

- I. Imports by divisions for 1963, 1964 and 1965.
- II. Imports by countries for 1963, 1964 and 1965.

ANNEX I

New Zealand Imports by Divisions

Three years ended June 1965

£(NZ)000

<u>Division</u>	Year ending 30 June 1963 Value c.i.f.	Year ending 30 June 1964 Value c.i.f.	Year ending 30 June 1965 Value c.i.f.
00 Live animals	184	258	242
01 Meat and meat preparations	36	13	35
02 Dairy products and eggs	2	2	13
03 Fish and fish preparations	712	1,046	956
04 Cereals and cereal preparations	5,186	5,176	4,963
05 Fruit and vegetables	5,498	5,943	5,746
06 Sugar and sugar preparations	4,850	10,517	4,400
07 Coffee, tea, cocoa, spices	4,946	5,369	5,106
08 Feeding stuff for animals	84	83	54
09 Miscellaneous food preparations	138	136	121
11 Beverages	2,506	2,543	2,598
12 Tobacco	1,779	1,418	1,779
21 Hides, skins, furs, undressed	66	79	95
22 Oilseeds, oilnuts, kernels	501	512	588
23 Crude rubber	1,988	2,398	2,706
24 Wood and cork	2,426	2,538	3,336
25 Pulp and waste paper	800	1,031	946
26 Textile fibres	2,217	2,814	3,482
27 Crude fertilizers and minerals excluding coal	6,796	8,932	9,886
28 Metalliferous ores and scrap	85	80	39
29 Animal and vegetable crude material n.e.i.	1,295	1,285	1,196
32 Coal, coke and briquettes	25	10	4
33 Petroleum and petroleum products	26,695	28,895	28,014
34 Gas, natural and manufactured	61	27	34
41 Animal oils and fats	24	22	24
42 Vegetable oils and fats, unprocessed	458	518	521
43 Animal and vegetable oils and fats, processed	56	69	72

		£(NZ)000		
		Year ending 30 June 1963 Value <u>c.i.f.</u>	Year ending 30 June 1964 Value <u>c.i.f.</u>	Year ending 30 June 1965 Value <u>c.i.f.</u>
<u>Division</u>				
51	Chemical elements and compounds	7,050	7,734	9,346
52	Mineral tar and chemicals from coal, etc.	222	189	175
53	Dyeing, tanning, etc. materials	1,131	1,160	1,578
54	Medicinal and pharmaceutical products	4,836	5,295	5,910
55	Essential oils and perfumes, etc.	750	875	957
56	Manufactured fertilizers	2,168	2,423	3,393
57	Explosives, etc.	530	801	832
58	Plastic materials, etc.	5,766	6,555	7,664
59	Miscellaneous chemicals	2,724	4,066	4,310
61	Leather manufactures, n.e.i., etc.	521	641	660
62	Rubber manufactures, n.e.i.	2,372	2,401	2,431
63	Wood and cork manufactures excluding furniture	812	805	992
64	Paper manufactures and paperboard	5,529	5,787	5,080
65	Textile yarns, fabric, etc.	33,326	37,118	37,299
66	Non-metallic mineral manufactures	4,910	6,048	5,533
67	Iron and steel	23,942	27,090	29,383
68	Non-ferrous metals	7,434	8,445	10,754
69	Manufactures of metal	11,249	11,526	11,328
71	Machinery, non-electric	32,886	41,586	45,376
72	Electric machinery, etc.	18,906	23,885	25,214
73	Transport equipment	31,963	42,877	46,072
81	Sanitary, etc. fixtures and fittings	390	498	581
82	Furniture and fixtures	65	111	73
83	Travel goods, handbags, etc.	31	48	38
84	Clothing	1,522	1,739	1,764
85	Footwear	476	624	620
86	Precision instruments	5,485	6,326	6,110
89	Miscellaneous manufactured articles, n.e.i.	10,142	11,932	11,775
	Commodities not classified ¹	1,662	1,299	949
		<u>288,317</u>	<u>341,595</u>	<u>353,855</u>

SITC (Revised)

¹Gold excluded.

ANNEX II

Imports by Countries During the Three Years
Ended June 1965

Valuation Basis c.i.f. in £(NZ)000

Country	Final Year ending 30 June 1963	Prov. Year ending 30 June 1964	Prov. Year ending 30 June 1965
Aden Colony and Protectorate	76	52	206
Australia	49,997	68,689	64,286
Bahamas	-	-	-
Bahrein	2,527	888	558
Barbados	1	1	4
Basutoland, Bechuanaland, Swaziland	8	22	46
Bermuda	-	15	4
British Guiana	14	17	20
British Honduras	-	-	1
British Solomon Islands	-	-	-
Brunei	70	-	244
Ceylon	3,140	3,223	2,951
Cyprus	176	196	90
Enderbury-Canton Cond.	-	-	-
Falkland Islands	-	-	-
Fiji	1,668	2,345	600
Gambia	-	-	-
Ghana	870	757	699
Gibraltar	-	-	-
Gilbert and Ellice	458	379	455
Hong Kong	3,198	4,107	4,654
India including Sikkim, etc.	5,708	6,345	4,848
Ireland, Republic of	84	59	87
Jamaica	270	269	245
Jammu and Kashmir	-	-	-
Kenya	296	363	388
Kuwait	70	1,166	6,981
Leeward and Windwards	5	6	4
Malaya, Federation of	1,672	*	*
Malaysia	-	5,111	5,421

*See under Malaysia for 1964 and 1965

Country	Final Year ending 30 June 1963	Prov. Year ending 30 June 1964	Prov. Year ending 30 June 1965
Malta including Gozo, etc.	24	35	39
Mauritius and Dependencies	77	52	72
Nauru	2,028	2,548	2,796
New Hebrides Cond.	-	-	-
New Zealand re-imports	209	215	454
Nigeria	23	65	54
Norfolk Island	-	-	-
North Borneo	186	*	*
Pakistan	295	386	209
Papua, etc.	16	24	51
Pitcairn Island	-	-	-
Qatar and Trucial Sheikdoms	-	-	529
Rhodesia and Nyasaland	248	293	(1)
Ross Dependency	-	-	-
Sarawak	139	*	*
Seychelles	-	30	-
St. Helena, Ascension, etc.	-	-	-
Sierra Leone	2	-	-
Singapore	1,513	*	*
South Africa and S.W. Africa	1,328	1,135	1,093
Tanganyika	573	756	(2)
Tonga	247	225	297
Trinidad and Tobago	32	32	89
Uganda	201	316	374
United Kingdom	116,960	130,002	126,045
Western Samoa	1,344	1,478	1,337
Zanzibar and Pemba Tanzania		5	(2) 828
Austria	518	533	512
Denmark	454	559	870
Norway	806	751	664
Portugal	440	324	347
Sweden	2,095	2,982	3,056
Switzerland and Liechtenstein	2,414	2,987	3,323

*See under Malaysia for 1964 and 1965.

(1) Northern Rhodesia

Southern Rhodesia

Nyasaland.

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(2) See under Tanzania for 1965.

Country	Final Year ending 30 June 1963	Prov. Year ending 30 June 1964	Prov. Year ending 30 June 1965
Belgium and Luxemburg	2,061	3,057	2,314
France and Monaco	2,605	3,338	2,486
Germany, West	8,592	9,492	10,031
Italy and San Marino	2,886	3,103	3,387
Netherlands	3,034	3,974	4,736
Alaska	-	-	2
American Samoa	33	-	-
Antarctic Territories (US)	-	-	-
Bolivia	-	-	-
Burundi	-	-	15
Canada	9,456	11,175	14,880
Colombia	34	25	18
Costa Rica	11	14	15
Cuba	1	2	-
Dominican Republic	944	1,785	446
Ecuador	3	1	3
El Salvador	1	-	-
Guam	-	-	-
Guatemala	2	2	2
Haiti	-	-	-
Hawaii	17	24	6
Honduras	-	1	1
Liberia	-	-	-
Mexico	426	516	412
Nicaragua	-	-	-
Panama Canal Zone	-	-	-
Panama Republic	-	-	-
Philippines	121	127	124
Puerto Rico, etc.	-	4	23
Ryukyus Islands, etc.	-	-	1
US Trust Territories in Pacific	-	-	2
United States of America (excluding Alaska and Hawaii)	26,499	2,312	41,921
Venezuela	1,524	2,395	1,392

Country	Final Year ending 30 June 1963	Prov. Year ending 30 June 1964	Prov. Year ending 30 June 1965
Afghanistan	-	-	-
Albania	-	-	-
Algeria	-	-	-
Andorra	-	-	-
Angola including Cabinda	7	3	4
Antarctic Regions (Foreign)	-	-	-
Argentina	20	14	9
Bhutan	-	-	-
Brazil	172	295	229
Bulgaria	-	-	1
Burma	2	4	2
Cambodia	-	1	-
Cameroon	-	-	-
Canary Islands	-	-	-
Cape Verde Islands	-	-	-
Central African Republic	-	-	-
Chad	-	-	-
Chile	69	92	213
China	563	795	1,057
Comoro Islands	-	-	-
Congo (Brazzaville)	8	25	14
Congo (Leopoldville)	13	18	48
Czechoslovakia	519	651	667
Dahomey	-	-	-
Egypt	3	4	4
Ethiopia and Eritrea	63	42	9
Finland	663	813	684
Formosa	393	68	1,021
French Guiana	-	-	-
French Polynesia*	570	1,046	962
French Somaliland	-	-	-
French West Indies	-	-	-
Gabon	2	-	3
Germany, East	111	180	202
Greece	5	9	7
Greenland	-	-	-
Guinea Republic	-	-	-

*Previously French Oceania

Country	Final Year ending 30 June 1963	Prov. Year ending 30 June 1964	Prov. Year ending 30 June 1965
Hungary	23	31	31
Iceland	-	-	-
Indonesia	2,473	3,238	390
Iran	2,854	1,494	6,031
Iraq	28	27	63
Israel	13	24	19
Ivory Coast	14	17	35
Japan	13,999	17,106	20,310
Jordan	-	-	-
Korea, Republic of	1	2	1
Laos	-	-	-
Lebanon	6	1	2
Libya	-	-	-
Macao	-	1	2
Mali	-	-	-
Madagascar	2	1	1
Mauritania	1	-	-
Morocco	5	3	5
Mozambique	1	7	9
Muscat and Oman	-	-	-
Nepal	-	-	-
Netherlands Antilles	2,203	1,575	1,020
Netherlands New Guinea	-	-	-
New Caledonia	-	-	-
Niger	-	-	-
North Korea	-	-	6
North Vietnam	-	-	-
Outer Mongolia	-	-	-
Paraguay	-	-	-
Peru	1,451	216	571
Poland	17	16	48
Portuguese Guinea	-	1	-
Portuguese Timor	-	-	-
Reunion	-	703	-
Rwanda	-	-	(1)
Rumania	-	-	2
Saudi Arabia	684	627	944
Senegal	32	40	41

Country	Final Year ending 30 June 1963	Prov. Year ending 30 June 1964	Prov. Year ending 30 June 1965
Somalia	-	-	-
South Vietnam	-	1	-
Spain	156	178	272
Spanish Morocco	-	-	-
Spanish Sahara	-	-	-
St. Pierre and Miquelon	-	-	-
Sudan	26	26	20
Surinam	-	-	-
Syria	5	5	10
Thailand	150	170	186
Tibet	-	-	-
Togo	-	151	-
Tunisia	-	-	40
Turkey	68	73	55
USSR	171	487	155
Upper Volta	-	-	-
Uruguay	-	-	-
Vatican City	-	-	-
Yemen	5	-	1
Yugoslavia	10	254	10
French West Africa	-	-	-
Totals*	288,317	341,595	353,855

*Totals exclude gold