

Original: English

**CHINA – MEASURES RELATING TO THE PRODUCTION
AND EXPORTATION OF APPAREL AND TEXTILE PRODUCTS**

Request for Consultations by Mexico

The following communication, dated 15 October 2012, from the delegation of Mexico to the delegation of China and to the Chairperson of the Dispute Settlement Body, is circulated in accordance with Article 4.4 of the DSU.

The Government of Mexico hereby requests consultations with the Government of the People's Republic of China ("China") pursuant to Articles 1 and 4 of the Understanding on Rules and Procedures Governing the Settlement of Disputes, Article XXII:1 of the General Agreement on Tariffs and Trade 1994 ("GATT 1994"), Articles 4, 7, and 30 of the Agreement on Subsidies and Countervailing Measures ("SCM Agreement"), and Article 19 of the Agreement on Agriculture.

Mexico requests consultations because China appears to maintain a wide variety of measures that support producers and exporters of apparel and textile products, both directly and indirectly. These measures appear to involve both prohibited and actionable subsidies that are inconsistent with China's obligations under the SCM Agreement, GATT 1994, the Agreement on Agriculture, and China's Accession Protocol.

The information available to Mexico indicates that China supports producers and exporters of apparel and textile products through measures including:

1. Income tax exemptions, reductions, offsets, and refunds for certain groups of enterprises, including those designated as Foreign Invested Enterprises ("FIEs") and High and New Technology Enterprises ("HNTEs"), those located in designated geographic areas including certain Western provinces and special economic zones, and those generating income from the production of certain agricultural goods including cotton. Mexico understands that certain of these measures are contingent on the use of Chinese goods.
2. Exemptions, refunds, and reductions of import duties and Value Added Tax ("VAT") for purchases of equipment by certain groups of enterprises including FIEs and those located in designated geographic regions such as economic development zones. Mexico understands that certain of these measures are contingent on the use of Chinese goods.
3. Exemptions from certain municipal taxes for certain groups of enterprises including FIEs.
4. Low-cost loans, extended loan repayment periods, and debt forgiveness provided by state-owned banks, including both policy banks and nominally commercial banks, to key industries and enterprises identified in industrial planning documents. The information available to

Mexico indicates that Chinese industrial policies favor producers of certain apparel and textile products, as well as their suppliers in the cotton and chemical fibers industries. The relevant policies identify enterprises and groups of enterprises for special treatment by Chinese banks. The policies also call for sub-national governments to provide guarantees and loan interest subsidies, the latter of which appear to be cash payments to enterprises intended to cover the interest expense of loans made in connection with government policies.

5. Preferential prices for land use rights and refunds of associated fees for enterprises that are located in designated geographic regions including special economic zones.
6. Discounted electricity rates for enterprises that are located in designated geographic regions including certain special economic zones.
7. Support for the production, sale, transportation, processing, importation, exportation, and use of cotton, which is used in making the thread and the fabric that go into the Chinese subsidized product. Such support is provided to cotton farmers, transporters, processors, millers, and spinners through tax breaks, cash payments, loans from state-owned banks, and the distortion of domestic supply volumes through the use of state-trading enterprises, tariff rate quotas, and other means. Producers and exporters of certain apparel and textile products benefit directly to the extent that their operations are integrated, and indirectly through the lower prices for raw materials in China that result from these measures. Mexico understands that certain of these measures may be contingent upon export performance or the use of domestic over imported goods.
8. Various measures relating to the production, sale, and use of chemical fibers, which are used in making the thread and the fabric that go into the Chinese subsidized product. China has declared that it will exercise "absolute" control over the Chinese petrochemical industry and consequently directs the activities of producers of chemical fibers through industrial policies, the power to hire and fire company executives, the provision of subsidies for undertaking designated activities, and other means. Pursuant to government policies, state-owned producers sell chemical fibers in the Chinese market at below-market prices that constitute less than adequate remuneration. Manufacturers and exporters of certain apparel and textile products benefit directly to the extent that their operations are integrated and indirectly through the lower prices for raw materials in China that result from these measures. Mexico understands that certain of these measures may be contingent upon export performance or the use of domestic over imported goods.
9. Cash payments from Chinese government agencies at all levels to enterprises active in designated industries or undertaking activities encouraged by the government in its industrial policies. The information available to Mexico indicates that enterprises become eligible for such payments for reasons including that they:
 - Are owned at least in part by the Chinese government;
 - Operate in the apparel and textile industry;
 - Operate in an industry designated by China as "key," have been designated as a "key" enterprise, or make a "key" product, and upgrade technology;
 - Engage in research related to issues identified in China's industrial planning documents;
 - Have a brand or product designated by China as "famous" or "well-known"; or
 - Export or otherwise "expand" into foreign markets.

Pursuant to Articles 4.2 and 7.2 of the SCM Agreement, a statement of available evidence regarding the existence and nature of the subsidies in question is attached to this request. This statement also identifies evidence regarding the adverse effects of these subsidies to the interests of Mexico pursuant to Article 7.2 of the SCM Agreement.

The measures are subsidies because in each case there is a financial contribution within the meaning of Article 1.1(a) by the Chinese government, or an entity owned or controlled by the Chinese government that constitutes a "public body," or there is income or price support in the sense of Article XVI of GATT 1994, and a benefit is conferred within the meaning of Article 1.1(a) and (b) of the SCM Agreement. Each of these apparent subsidies is also specific within the meaning of Articles 2.1, 2.2, and/or 2.3 of the SCM Agreement.

Mexico is of the view that all of the measures identified above are inconsistent with China's WTO obligations.

Certain measures reflected in paragraphs 7, 8, and 9 above appear to be inconsistent with Article 3.1(a) of the SCM Agreement. In addition, certain measures identified in paragraphs 1, 2, 7, and 8 above appear to be inconsistent with Article 3.1(b) of the SCM Agreement and Article III:4 of the GATT 1994 to the extent that they are contingent upon the use of domestic over imported goods.

The measures identified in paragraphs 1 through 9 are causing adverse effects to Mexico's interests within the meaning of Articles 5(c), 6.3(b), 6.3(c), 6.4, and 6.5 of the SCM Agreement because they are specific subsidies within the meaning of Articles 1 and 2 of the SCM Agreement that are causing or threatening to cause serious prejudice to the interests of Mexico through displacement and impedance of Mexican exports of apparel and textile products to the United States of America and through significant price undercutting, price suppression, price depression, and lost sales in the United States.

China's measures related to cotton identified in paragraphs 4 and 7 above appear to be inconsistent with Articles 3, 9, and 10 of the Agreement on Agriculture.

In addition, the measures at issue appear to be inconsistent with China's obligations under paragraph 1.2 of Part I of its Accession Protocol (to the extent that it incorporates paragraphs 18, 19, 22, 46, 47, 60, 62, 64, 70, 73, 107, 115, 116, 122, 123, 132, 157, 167, 168, 170, 171, 172, 173, 174, 210, 222, 223, 225, 227, 228, 231, 232, 233, 234, 235, 238, 322, and 334 of the Report of the Working Party on the Accession of China, as well as paragraph 342 therein generally)¹, which forms part of the terms of accession agreed between China and the WTO and is an integral part of the Marrakesh Agreement Establishing the World Trade Organization.

Mexico reserves the right to request that China produce information and documents regarding the measures at issue and their effect on the interests of Mexico during the consultation process. Mexico also reserves the right to raise further factual and legal claims during the course of the consultations and beyond. It looks forward to receiving China's response in order to set a mutually convenient date for consultations.

¹ WT/MIN(01)/3.

Statement of Available Evidence

The evidence set out below is available to Mexico at this time regarding the existence and nature of the subsidies set out in the above Request for Consultations, and the adverse effects caused by those subsidies to the interests of Mexico. Mexico reserves the right to supplement or alter this list in the future, as required.

Available Evidence Regarding the Existence and Nature of the Subsidies at Issue

11th Five Year Plan for the Textile Industry (undated)

"500 Million RMB Cotton High-Quality Seeds Subsidy Benefits Cotton Farmers in 8 Provinces," *Agri Goods Herald* (March 23, 2007)

"2010 Cotton Market Analysis and 2011 Cotton Market Prospect," *Anhui Agriculture Net* (February 9, 2011)

"Agricultural Bank of Chuangshu City Supports the Development of Textile and Apparel Enterprises," *Changshu Economic Information Net* (September 18, 2008)

Appellate Body Report, *United States - Antidumping and Countervailing Duties on Certain Products from China*, WT/DS379/AB/R (March 25, 2011)

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Chemical Fiber Industry "12th Five Year" Development Plan (undated)

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"China names key industries for absolute state control," *China Daily* (December 19, 2006)

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Circular of Printing and Distributing 2011 Implementation Guidance on Central Government Agricultural Products High-Quality Seeds Subsidy Program, NongBanCai (2011) No. 24 (March 7, 2011)

Circular of Printing and Distributing 2011 Implementation Guidelines for the High Yield Program of Grains, Cotton, Oilseed Crops, and Sugar Crops, NongBanCai (2011) No. 42 (April 19, 2011)

Circular of Printing and Distributing the Measures on Administration of Energy Saving Technology Renovation Fiscal Award Fund, CaiJian (2011) No. 367 (June 21, 2011)

Circular of the General Office of the National Development and Reform Commission on the Work Regarding the Administration of Textile Special Fund Program (undated)

Circular of the Ministry of Finance and the Ministry of Agriculture on Printing and Distributing the Measures on Administration of the Central Government Agricultural Products High-Quality Seeds Subsidy Fund, CaiNong (2009) No. 449 (December 14, 2009)

Circular of the Ministry of Finance and the State Administration of Taxation of Taxation Concerning the Issue of Tax Credits for Business Income Tax for Homemade Equipment Purchased by Enterprises with Foreign Investment and Foreign Enterprises, CaiShuiZi (2000) No. 49 (January 14, 2000)

Circular of the Ministry of Finance on Printing and Distributing Interim Rules on Administration of Transportation Expense Subsidy for Cotton Shipped from Xinjiang (June 13, 2008)

Circular of the Ministry of Finance on Printing and Distributing the Rules on Administration of Transportation Expense Subsidy for Cotton Shipped from Xinjiang, CaiJian (2011) No. 1157 (December 31, 2011)

Circular of the Ministry of Science and Technology and the Ministry of Finance on Printing and Distributing the Interim Measures on the Administration of State Science and Technology Support Scheme, GuoKeFaJiZi (2006) No. 331 (July 31, 2006)

Circular of the State Administration of Taxation Concerning Transmitting the Interim Measure for the Administration of Tax Refund to Enterprises with Foreign Investment for Their Domestic Equipment Purchases, GuoSheiFa (1999) No. 171 (September 20, 1999)

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Circular of the State Council Concerning the Adjustment in the Taxation Policy of Import Equipment, GuoFa (1997) No. 37 (December 29, 1997)

Circular on Fiscal and Taxation Policies Concerning Accelerating the Development of the Textile Industry of the Autonomous Region, XinZhengFa (2010) No. 99 (September 19, 2010)

Circular on Issuing Preferential Policies for Manasi County Textile Industrial Park, MaZhengFa (2010) No. 47 (July 15, 2010)

Circular on Relevant Policies to Promote Chinese Textile Industry to Shift to New Ways of Growth in Foreign Trade and Support Chinese Textile Enterprises to "Go Global" (July 26, 2006)

Circular on Tax Policies regarding Further Implementation of the Western Development Strategy, CaiShui (2011) No. 58 (July 27, 2011)

Circular on the Administrative Measures Governing the Recognition of High or New Technology Enterprises Jointly Issued by the Ministry of Science and Technology, Ministry of Finance, and State Administration of Taxation, GuoKeFaHou (2008) No. 172 (April 14, 2008)

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Decision of the State Council on Promulgating the "Interim Provisions on Promoting Industrial Structure Adjustment" for Implementation (2005), State Council (2005) Decree No. 40

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Draft Opinions on Accelerating the Transformation and Upgrade of the Textile Industry of Jiangxi Province (undated)

Enterprise Income Tax Law of the People's Republic of China, Order of the President of the People's Republic of China No. 63 (March 16, 2007)

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"Export Interest Subsidy for Shenzhen Enterprises Raised," *TDC Trade.com* (May 1, 2004)

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Fujian Province Economic and Social Development 12th Five Year Plan (undated)

Fujian Province Industry Adjustment and Revitalization Implementation Plan Investment Priorities for 2010 (November 13, 2009)

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Henan Province Textile Industry Development 11th Five Year Plan (September 22, 2006)

Implementation Plan for the Apparel Industrial Base of Ningbo Municipality (March 17, 2011)

Income Tax Law of the People's Republic of China on Enterprises with Foreign Investment and Foreign Enterprises, Order of the President of the People's Republic of China No. 45 (April 9, 1991)

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Jiangsu Province Textile Industry Structural Readjustment and Revitalization Plan for 2009-2011 (undated)

Jiangxi Province Economic and Social Development 12th Five Year Plan (adopted February 14, 2011)

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Notice Concerning the Promulgation and Circulation of "Measures for the Administration of National Key Technological Renovation Projects" and "Measures for the Administration of Treasury-bond Special Fund for National Key Technological Renovation Projects," GuoJingMaoTouZi (1999) No. 886 (September 10, 1999)

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Notice on Organizing and Recommending 2010 State Key Scientific and Technological Achievement Industrialization Projects, CaiBanJian (2010) No. 25 (April 1, 2010)

Notice on Organizing and Recommending 2012 State Key Scientific and Technological Achievement Industrialization Projects, CaiBanJian (2012) No. 20 (February 20, 2012)

Notification of the State Council on Carrying out the Transitional Preferential Policies Concerning Enterprise Income Tax, GuoFa (2007) No. 39 (December 26, 2007)

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Quanzhou Textile & Garments Commerce Center, "Credit Loan Measures of Agricultural Development Bank for Supporting the Development of Cotton Textile and Apparel Industry" (August 5, 2010)

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Regulations on Special Economic Zones in Guangdong Province (August 26, 1980)

Reply to Fujian Province on the Construction of Xiamen Special Economic Zone, GuoHanZi (1980) No. 88 (October 7, 1980)

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Shenzhen Municipality Economic and Social Development 11th Five-Year Plan (June 15, 2011)

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Wuxi City "12th Five Year" Industrial Development Plan (September, 2011)

Zhejiang Province Economic and Social Development 11th Five Year Plan (undated)

Zibo City "12th Five Year" Industrial Development Plan, ZiZhengBanFa (2011) No. 69 (July 9, 2011)

Zibo City Textile Industry Investment Guidance (undated)

Available Evidence Regarding Adverse Effects to the Interests of Mexico

Statistics for imports into the United States during the period 2001-2011, as collected by the United States Census Bureau and reported by the United States International Trade Commission to reflect the product categories established by the United States Department of Commerce Office of Textiles and Apparel.
