

## BRAZIL

### TRADE SUMMARY

The U.S. trade deficit with Brazil was \$3.4 billion in 2002, a reversal of \$4.8 billion from the \$1.4 billion trade surplus in 2001. U.S. goods exports in 2002 were \$12.4 billion, down 21.9 percent from the previous year. Corresponding U.S. imports from Brazil were \$15.8 billion, up 9.3 percent. Brazil is currently the 15th largest export market for U.S. goods.

U.S. exports of private commercial services (i.e., excluding military and government) to Brazil were \$5.8 billion in 2001 (latest data available), and U.S. imports were \$1.8 billion. Sales of services in Brazil by majority U.S.-owned affiliates were \$13.1 billion in 2000 (latest data available), while sales of services in the United States by majority Brazil-owned firms were \$207 million.

The stock of U.S. foreign direct investment (FDI) in Brazil in 2001 was \$36.3 billion, down from \$39.0 billion in 2000. U.S. FDI in Brazil is concentrated largely in manufacturing, finance and banking sectors.

### IMPORT POLICIES

#### Tariffs

Brazil's arithmetic average applied tariff was an estimated 11.8 percent in 2002. Brazil currently maintains no applied tariff rates in excess of 35 percent, but does have safeguard measures in place for some imports, such as toys. For example, Brazil imposed tariffs between 4.5-16.5% on wood products and 22% on motorcycles. In April 2002, the Brazilian government approved a new tax law that dramatically increased the duty on imported advertising materials and discriminates between domestic and foreign producers. A number of imports are prohibited, including various used goods such as machinery, foreign blood products, refurbished medical equipment, automobiles, clothing, and other consumer goods.

Brazil and its MERCOSUR partners, Argentina, Paraguay and Uruguay, implemented the MERCOSUR Common External Tariff (CET) on January 1, 1995. The CET currently covers 9,626 items, with tariffs mostly ranging between zero and 21.5 percent. Within the CET, certain sectors are treated separately and are organized on special lists. The list for informatics and

telecommunication goods contains 427 items with tariffs in 2002 ranging between zero and 26 percent; a tariff phase-down schedule should bring the top tariff down to 16 by 2006. The automotive list covers 55 items (vehicles and parts) with a tariff rate of 35 percent; Brazil has negotiated automotive agreements with third countries, which provide duty-free treatment within quotas. There is also a capital goods list containing 1,153 products, mostly bearing a 14 percent tariff. A MERCOSUR suspension of duties ranging from 2 to 15.5 percent on some 550 pharmaceutical products has been extended until March 2003. Although the CET was meant to be a comprehensive, common tariff schedule, MERCOSUR countries have agreed to allow exceptions. Brazil has 100 exceptions to the CET, with tariffs reaching as high as 55 percent on coconuts and peaches. In addition, after consulting with its MERCOSUR neighbors, in November 1997 Brazil implemented a temporary three-percentage point increase on most CET tariff items; 1,115 CET items were excluded. The tariff increase mostly affects capital goods, which constitute over 35 percent of U.S. exports to Brazil. For almost all products, this additional tariff was reduced to 1.5 percent by the end of 2002, with its total elimination expected at the end of 2003. The only exceptions were steel products, rice and wheat. At the end of 2002, the additional tariff on steel was totally eliminated due to supply concerns, and on rice was eliminated and wheat due to concerns over inflation. The CET remains a significant barrier to increased U.S. exports of agricultural products, distilled spirits, and computer and telecommunications equipment. Brazil prohibits the importation of second hand consumer goods. In addition, significant barriers exist to U.S. textile exports. In particular, Brazil applies additional import taxes and charges that can effectively double the actual cost of importing textile products into Brazil.

Virtually all imports from its MERCOSUR partners enter Brazil duty-free. Notable exceptions are automobiles and automobile parts, which are subject to out-of-quota tariffs, and refined sugar, which is assessed an 18 percent tariff. As a result of regional economic problems, two-way trade between Brazil and its MERCOSUR partners dropped by almost 40 percent during January to November 2002 compared with the same period a year earlier. In a December 6, 2002 summit, MERCOSUR Ministers once again reaffirmed their commitment to strengthen the customs union and renew work

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toward forging a common market.

### Import Licensing/Customs Valuation

The Secretariat of Foreign Trade (SECEX) implemented a computerized trade documentation system (SISCOMEX) in early 1997 to handle import licensing. All importers must register with SECEX to access SISCOMEX; registration requirements are onerous, including a minimum capital requirement. In addition, fees are assessed for each import statement submitted through SISCOMEX. As a general rule, Brazilian imports fall within an "automatic import license" process. Originally, Brazil's non-automatic import licensing system was used only in cases of specific imports that require special authorization from specific ministries/agencies: beverages (Ministry of Agriculture); pharmaceuticals (Ministry of Health); arms and munitions (National Defense Ministry); etc. In 1998, the Brazilian government stopped publishing a list of products subject to non-automatic licenses; the only method available now for determining if a product requires an import license is to check the SISCOMEX system, which is available only to registered importers. Under Brazil's non-automatic import licensing system, U.S. suppliers have no means of finding out in advance which products require import licenses and whether they are subject to minimum price and payment terms as a condition of receiving a license. In 2002, cotton and some 200 steel products were temporarily subject to non-automatic import licensing as a means of monitoring import volumes; all these products reverted back to an automatic licensing process at the end of the year except for 10 steel products.

Under Brazilian customs regulations, a "gray line" process exists for enhanced scrutiny of suspected fraudulent imports. This process is opaque and burdens some categories of U.S. exports. A related concern has been the possible use of the process to impose minimum reference prices. In November 1999, the United States actively participated as an interested third party in EU WTO consultations on the issue, and in July 2000, the United States held its own WTO consultations with Brazil. The Brazilian Government reportedly has modified its customs regime and denies the use of minimum reference prices.

Product registrations from the Ministry of Health is required for imported processed food products and food supplement products, and as of March 1, 2000, the term of validity for registration was

shortened. Registration fees for these imports, as well as for medical and pharmaceutical products, have increased significantly. The U.S. Government also has received complaints relating to Brazilian practices that lead to non-transparent preferences for Brazilian products in procurement bids for government and nonprofit hospitals, and cause bias against the import of refurbished medical equipment when domestically-produced "similar" exist. Implementation of such import measures continues to have a negative impact on U.S. exports, especially given the high tariffs on medical equipment. Although some progress in increasing the transparency of the process was made at the end of 2001, problems for U.S. exporters still exist. U.S. companies continue to complain of a variety of customs-related non tariff barriers.

### STANDARDS, TESTING, LABELING AND CERTIFICATION

#### Sanitary and Phytosanitary Measures

Progress has been made in the area of sanitary and phytosanitary (SPS) measures. On March 15, 2001, the Ministry of Agriculture lifted the ban on U.S. Soft Red Winter, Hard Red Spring, and Hard Red Winter wheat shipped from non-west coast ports. The ban remains on Durum and White wheats and wheat from the states of Washington, Oregon, Idaho, California, Nevada, and Arizona due to phytosanitary concerns. The U.S. Government continues to work with the Brazilian government to resolve the remaining import restrictions.

Despite progress, SPS measures remain significant barriers in many cases, in part driven by Brazil's implementation of the harmonized phytosanitary standards of the Southern Cone Phytosanitary Committee (COSAVE). Brazil prohibits the entry of poultry and poultry products from the United States alleging lack of reciprocity, contrary to WTO rules which dictate that sanitary and phytosanitary determinations be based upon sufficient scientific evidence. Attempts to import seed potatoes into Brazil have been blocked by unresolved permit issues based upon a delayed and non-transparent pest risk assessment (PRA) before commercial market access is granted. Brazilian legislation also bans the importation of beef produced with growth hormones; however, beef imports from the United States have been allowed on a waiver basis since 1991.

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### Biotechnology

The biotechnology debate in Brazil has escalated dramatically during the last three years. Brazil has an approval process for bio-genetically altered agricultural products which resulted in the approval of Roundup Ready soybeans for commercial planting in 1998. However, the Brazilian government subsequently suspended its approval in response to a court ruling, citing the need for environmental impact studies on the product. To date, the Brazilian Government has yet to re-approve Roundup Ready soybeans for use on the Brazilian market; the issue remains in the courts. On July 19, 2001, the Brazilian Government published Decree Number 3,871 which established a four percent tolerance limit in package food products containing genetically modified organisms. The Decree entered into force on January 1, 2002. The Brazilian Congress continues to debate more stringent regulations on the issue. However, illegal RoundUp Ready already plays an important role in the Brazilian market as it is estimated to represent 5 to 50 percent of Brazil's soybean production valued at \$166 million to \$189 million.

### GOVERNMENT PROCUREMENT

Brazil is not a signatory to the WTO Plurilateral Agreement on Government Procurement, and transparency in the procurement process could be improved. Remaining limitations on foreign capital participation in procurement bids can reportedly impair access for potential service providers in the energy and construction sectors. Brazilian federal, state and municipal governments, as well as related agencies and companies, in general follow a "buy national" policy. Although Law 8666 of 1993, which covers most government procurement other than informatics and telecommunications, requires nondiscriminatory treatment for all bidders regardless of the nationality or origin of product or service, the law's implementing regulations allow consideration of non-price factors giving preferences to certain goods produced in Brazil and stipulating local content requirements for eligibility for fiscal benefits. Decree 1070 of March 1994, which regulates the procurement of informatics and telecommunications goods and services, requires federal agencies and parastatal entities to give preference to locally produced computer products based on a complicated and nontransparent price/technology matrix. However, Brazil permits foreign companies to compete in

any procurement-related multilateral development bank loans and opens selected procurements to international tenders.

### EXPORT SUBSIDIES

The Government of Brazil offers a variety of tax, tariff, and financing incentives to encourage production for export and the use of Brazilian inputs in exported products. An export credit program known as PROEX was established in 1991. PROEX is intended to equalize domestic and international interest rates for export financing and to directly finance production of tradable goods. Exporters enjoy exemption from withholding tax for remittances overseas for loan payments and marketing, as well as from the financial operations tax for deposit receipts on export products. Several PROEX programs have been found to be countervailable under U.S. law in the context of specific countervailing duty cases. In 1999, a WTO panel found PROEX interest equalization payments used to finance the sale of regional aircraft manufactured in Brazil to be a prohibited export subsidy. The WTO Appellate Body upheld this finding. The Government of Brazil states that it has modified PROEX so as to bring it into conformity with WTO subsidy rules. Canada challenged this position in the WTO, but a subsequent agreement was reached. Changes to PROEX were announced most recently in 1999, expanding the program. In 2002, roughly \$788 million was budgeted for PROEX, with \$417 million slated for equalization and \$371 million for direct financing. Actually spending for 2002 is expected to be close to the amount budgeted.

### INTELLECTUAL PROPERTY RIGHTS (IPR) PROTECTION

#### Patents and Trademarks

Brazil's industrial property law, covering patents and trademarks, took effect in May 1997. The law improved most aspects of Brazil's industrial property regime, providing patent protection for pharmaceutical products and processes, agrochemical products and other inventions. However, concerns continue about a provision that prohibits importation as a means of satisfying the requirement that the patent be "worked" in that country. This issue was the subject of a Dispute Settlement proceeding at the WTO, which was terminated without prejudice in June 2001. The dispute was terminated based on Brazil's commitment to hold talks with the U.S. should it

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deem necessary in the future to grant a compulsory license for failure to work.

On December 14, 1999, the Brazilian Government issued a Provisional Measure that became Law 10,196 in 2001, which includes some problematic provisions, including a requirement that Health Ministry approval be obtained prior to the issuance of a pharmaceutical patent. This would appear to conflict with Article 27 of the TRIPS Agreement, and U.S. officials have raised this concern with their Brazilian counterparts. "Pipeline" protection is provided for inventions not previously patentable in Brazil because of limitations on patentable subject matter, if these inventions were patented in another country and not marketed in Brazil. While Brazil's patent office, the National Institute for Industrial Property (INPI), is addressing its backlog of both pipeline and regular patent applications, the resources and support necessary to effectively and consistently manage the processing of patent applications still appear to be insufficient. Only two non-pipeline patents were issued in 2002 out of 18,000 regularly filed pending pharmaceutical applications. Simultaneously, unauthorized copies of pharmaceutical products have received sanitary registrations relying on undisclosed tests and other confidential data, in violation of TRIPS Article 39.3.

On December 17, 2002, the Brazilian Congress passed Law 10,603 on data confidentiality. The law covers pharmaceuticals for veterinary use, fertilizers, agrottoxins, their components and related products; the law does not cover pharmaceuticals for human use. The law provides data protection for only 10 years from the date of registration with the competent regulatory authority for products utilizing new chemical molecules or new biological organisms or until the first release of the information by the registration owner, with a minimum guaranteed period of protection for one year. For products not utilizing new molecule or organisms, the period of protection is five years or until the first release of information with a one-year minimum period of protection. Data demanded by the regulatory authority after registration will be protected for the duration of the protection period granted to the data used to gain the registration, or for one year after being presented, whichever is longer. If the product is not commercialized within two years of the date of registration, third parties may request use of the data for registration purposes. The regulatory authority may make compulsory use of

the data in cases of national emergency or in certain circumstances relating to unfair competition.

The 1997 industrial property law also added provisions for the protection of "well-known" trademarks, but contains a long list of categories of marks that are not registrable. U.S. industry has expressed concern with the continued high level of counterfeiting in Brazil. A bill (PL-1787) on the protection of layout designs of integrated circuits (required by TRIPS) was introduced in April 1996 and is still pending within the Brazilian Congress.

### Copyrights

A copyright bill that included amendments to bring Brazil into compliance with the Berne Convention and TRIPS was signed by President Cardoso in February 1998. A software law was signed by President Cardoso that same month, protecting computer programs as "literary works," increasing the term of protection to 50 years, and making software infringement a fiscal and an intellectual property crime. Copyright enforcement in Brazil continues to be uneven, and losses from piracy remain significant. As a result of this concern, on January 10, 2001, the U.S. Government accepted a petition, submitted by the International Intellectual Property Alliance, to review the GSP status of Brazil. Given the GSP reauthorization on August 6, 2002, this petition will be reviewed as part of the 2002 Annual Generalized System of Preferences Product and Country Eligibility Review. The U.S. industry reports that in 2002 its trade losses from copyright piracy in Brazil were over \$771 million, the largest amount of losses due to copyright piracy in the hemisphere.

Problems have been particularly acute with respect to sound recordings and videocassettes, and virtually all audio cassettes sold are pirated copies. Brazil accounts for over half of the sales market for sound recordings in Latin America and is one of the world's largest markets for videos. Vigorous industry anti-piracy campaigns have had a positive impact and general awareness among the populace has increased significantly. Efforts in 2002 resulted in many prosecutions, but the number of convictions for intellectual property rights violations remains too low to act as a deterrent. While anti-piracy actions in 2002 resulted in several large seizures of pirated CDs, the sound recording industry estimates that the piracy rate for CDs in 2002 was 55 percent. Even with piracy

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raids, deterrence efforts have been frustrated due to the lack of prosecution and sentencing by the Brazilian courts. The Brazilian Congress is examining a bill submitted by the Executive Branch to review the criminal sanctions on copyright infringement and provide a better legal framework in this area. Much pirated material continues to enter Brazil from across the border in Paraguay.

The Federal Government of Brazil to date has not given police adequate tools or training to effectively enforce the law. Further, fines provided for in the penal code are too insignificant to create a true deterrent; and the court and judicial process is often unresponsive and slow. The generally inefficient nature of Brazil's courts and judicial system has complicated the enforcement of intellectual property rights. The Brazilian Government is working to streamline the judicial process. In early 2001, the Government created an interagency IPR committee, coordinated by the Ministry of Justice, to improve anti-piracy enforcement. This committee received no governmental resources and registered no material progress in 2001. In March 2002, a new chair was named to the committee; by year-end, the committee had established an office within the Ministry of Justice and hired a four-person staff. National elections in fall 2002 complicated local, state and federal level coordination although committee staff have begun efforts to coordinate police actions, provide training to police officers, and consult with the national congress regarding IPR legislation. Brazil has not yet ratified the WIPO Treaties on Copyright and Performances and Phonograms.

### SERVICES BARRIERS

#### Telecommunications

Privatization within the telecommunications sector, which is based on the General Telecommunications Law of 1997, has presented regulatory challenges. In the fixed-line sector, interconnection charges and other incumbency advantages have provided strong barriers for entry, and the companies created during a transitional duopoly stage have not fared well. There was also heavy involvement on the judicial side during 2002, as some incumbent companies used court injunctions to forestall competition.

Brazil has not yet implemented its original WTO basic telecommunications commitments. In 2001,

Brazil withdrew its schedule of commitments in view of concerns raised by certain WTO members that it maintained the right of the Brazilian President to revoke concessions in the case of national emergency, in contravention of the WTO Basic Telecommunications Agreement. This presidential right is contained in Brazil's 1997 General Law on Telecommunications and is inscribed in Brazil's constitution. Brazil has not sought the constitutional change required to allow a revision of its schedule. Nonetheless, the current regulatory environment generally reflects commitments made by Brazil under the WTO Basic Telecommunications Agreement.

#### Maritime

The Government of Brazil considers the bilateral Maritime Agreement signed in October 1999 to be expired. Bilateral consultations should result in a new agreement in 2003, and in the interim the regulatory agencies of Brazil and the United States have agreed to maintain the provisions contained in the 1999 agreement on a reciprocal basis. Key provisions of this agreement commit the parties to afford fair and nondiscriminatory access for national-flag carriers and third-flag carriers to competition on commercial cargo and provides equal and nondiscriminatory access to government cargos. A 25 percent merchant marine tax on freight puts U.S. agricultural products at a competitive disadvantage to MERCOSUR products.

#### Audio Visual Services

Foreign ownership of cable companies is limited to 49 percent. The foreign owner must have a headquarters in Brazil and have had a presence in the country for the prior 10 years. Foreign cable and satellite television operators are subject to an 11 percent remittance tax; however the tax can be avoided if the programmer invests 3 percent of its remittances in co-production of Brazilian audio-visual services. National cable and satellite operators are subject to a fixed title levy on foreign content and foreign advertising released on their channels.

Provisional Measure 2,228-1/01 and later Law 10,454 aim to promote the national film industry through creation of the National Film Agency (ACINE) and through various regulatory measures. Under Law 10,454, published on May 14, 2002, a fixed title levy is imposed on the release of foreign films in theaters, foreign home

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entertainment products, and foreign programming for broadcast television. Remittances to foreign producers of audiovisual works are subject to a 25 percent tax on remittances. Brazilian distributors of foreign films are subject to a levy equal to an 11 percent tax of their withholding taxes. This tax, called the CODECINE (Contribution to the Development of a National Film Industry), is waived for the Brazilian distributor if the producer of the foreign audiovisual work agrees to invest 70 percent of the tax on their remittances in co-productions with Brazilian film companies. Brazil also requires that 100 percent of all films and television shows be printed locally. Importation of color prints for the theatrical and television markets is prohibited. A theatrical screen quota for local films is maintained at 28 days per calendar year. Quotas on domestic titles for home video distributors, while not currently enforced, present another potential burden on commerce.

Foreign firms had been prohibited from owning capital in the "open" (non-cable) television sector. However, in October 2002, President Cardoso issued Provisional Measure 70, which was subsequently approved by the Congress, which permits up to 30 percent foreign ownership in Brazilian media. This law covers print as well as the open television sector. Open television companies also have a regulation requiring that 80 percent of their programming content be domestic in origin. All broadcast media material that enters the country must pass through the Ministry of Justice, which retains rights to censure and edit content.

### **Express Delivery Services**

A proposed postal bill (PL 1491/99) would reorganize the National Postal System, create a regulatory agency for postal services, and create a new Postal Company of Brazil owned and operated by the federal government which would significantly inhibit market access by U.S. firms. Although the bill would end the government monopoly over postal services after a ten-year period, it would also create a monopoly on the delivery of certain types of correspondence and parcels that are not now subject to regulation, such as express delivery packages.

### **Insurance**

Brazil is potentially South America's largest insurance market, and premiums have grown

rapidly in recent years. In 1996, Brazil eliminated the distinction between foreign and domestic capital in this sector, and many major U.S. firms have since entered the market, mainly via joint ventures with established companies. The Brazil Reinsurance Institute (IRB) is a state monopoly. While a 1996 constitutional reform ostensibly eliminated this monopoly requirement, private reinsurers have been precluded from operating in Brazil pending the IRB's privatization, which has been delayed indefinitely by a court decision. If Brazilian shipping companies wish to obtain foreign hull insurance, they must submit information to IRB demonstrating that the foreign insurance policy is less expensive than that offered by Brazilian insurers. Brazilian importers must obtain cargo insurance from insurance firms resident in Brazil, although the firms may be foreign-owned.

### **Banking and Other Financial Services**

Brazil has not ratified the WTO Financial Services Agreement, formally known as the Fifth Protocol to the GATS, which is necessary to bring Brazil's commitments under the Agreement into force. The Financial Services Agreement is currently being discussed in the Brazilian Congress. U.S. service exports to Brazil are impeded by restrictive investment laws, lack of transparency in administrative procedures, legal and administrative restrictions on remittances and sometimes arbitrary application of regulations. Service trade opportunities in some sectors have been affected by limitations on foreign capital participation.

In negotiating the 1997 WTO Financial Services Agreement, Brazil made commitments in almost all service sub-sectors for non-insurance financial services, including banking and securities services.

Brazil's constitution precludes the expansion of foreign-owned banks until new financial sector legislation is issued. For practical reasons, new legislation has not been issued, but the President of Brazil has the authority to authorize new foreign participants on a case-by-case basis. In practice, Brazil has approved most plans by foreign service suppliers to enter the market or expand existing operations. As of September 2002, foreign-owned or controlled banks accounted for 24 percent of total bank assets, and over 18 U.S. financial service suppliers had established significant operations in Brazil.

During 2002, a U.S. company involved in credit

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bureau activities raised national treatment concerns regarding the refusal by Receita Federal, Brazil's internal revenue service, to provide it with information that was being obtained by its local competitors.

### **INVESTMENT BARRIERS**

In addition to restrictions discussed above, various prohibitions limit foreign investment in internal transportation, public utilities, media and other "strategic industries." Foreign ownership of land in rural areas and adjacent to national borders remains prohibited under Brazilian law, unless approved by the National Security Council. Despite investment restrictions, U.S. and other foreign firms have major investments in Brazil, with the U.S. investment stake more than doubling from 1994 to 2000. There is no Bilateral Investment Treaty between the United States and Brazil.