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Tracking the Evolution of Export Restrictions on Grains and Soybeans: the AMIS Policy Database

Annelies Deuss

Selected Paper prepared for presentation at the International Agricultural Trade Research Consortium's (IATRC's) 2019 Annual Meeting: Recent Advances in Applied General Equilibrium Modeling: Relevance and Application to Agricultural Trade Analysis, December 8-10, 2019, Washington, DC.

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Annelies DEUSS

Trade and Agriculture Directorate

OECD

IATRC Annual Meeting
8-10 December 2019, Washington, DC



Outline of presentation

- Agricultural Market Information System (AMIS)
- The AMIS Policy Database
- Export restrictions
- Evolution of export restrictions on grains and soybeans



Outline of presentation

- **Agricultural Market Information System (AMIS)**
- The AMIS Policy Database
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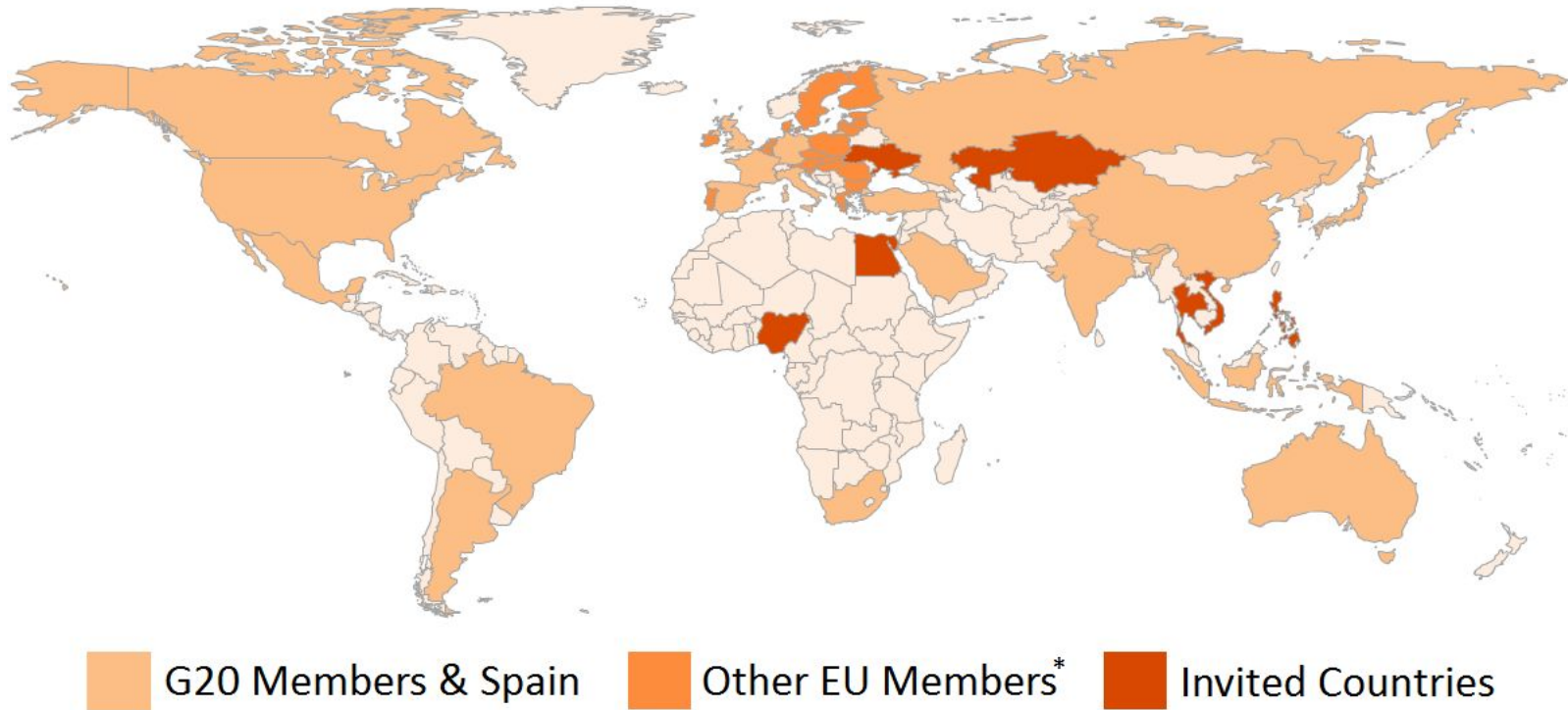
AMIS: Agricultural Market Information System

- Inter-agency platform to enhance food market transparency and policy response for food security.
- Launched in 2011 by the G20 Ministers of Agriculture following the global food price hikes in 2007/08 and 2010
- Objectives:
 - Improve short-term agricultural market information, analyses and forecasts
 - Collect and analyse policy information affecting international AMIS crops markets
 - Report on critical conditions and strengthen global early warning capacity
 - Promote international policy dialogue and coordination



The AMIS member countries

28 members: G20 member countries plus Spain and Egypt, Kazakhstan, Nigeria, The Philippines, Thailand, Ukraine and Viet Nam

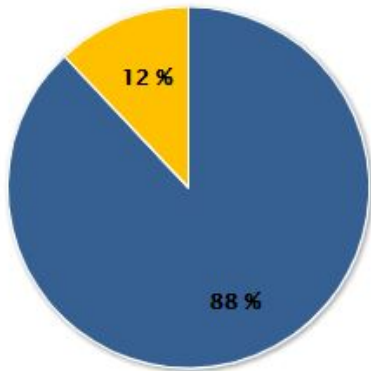


* Not participating in AMIS as individual countries, but collectively represented by the European Union



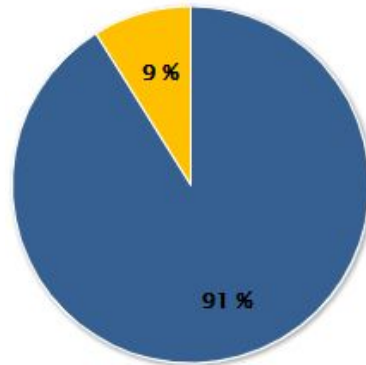
The AMIS commodity coverage

Wheat Production
2016 - 2018 average



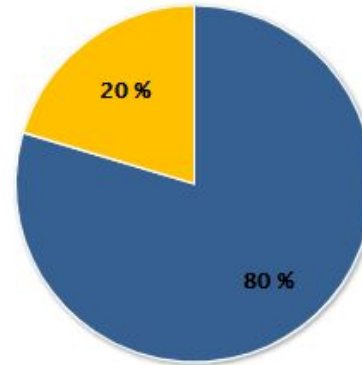
■ AMIS ■ Non-AMIS

Maize Production
2016 - 2018 average



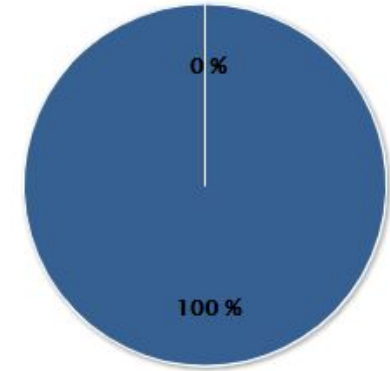
■ AMIS ■ Non-AMIS

Rice (milled) Production
2016 - 2018 average



■ AMIS ■ Non-AMIS

Soybeans Production
2016 - 2018 average



■ AMIS ■ Non-AMIS

Together, AMIS participants represent a large share of global production, consumption and trade volumes of the targeted crops, typically in the range of 80-90 percent.

Source: <http://www.amis-outlook.org/>



The AMIS Secretariat

Housed at the FAO, the AMIS Secretariat includes 10 International Organisations:



Food and Agriculture
Organization of the
United Nations



Group on Earth
Observations Global
Agricultural Monitoring



International Fund for
Agricultural Development



International Food Policy
Research Institute



International Grains Council



Organisation for
Economic Co-operation
and Development



UNITED NATIONS
UNCTAD



WORLD BANK GROUP



World Food
Programme



World Trade Organization



Main outputs of AMIS

Output 1: Information collection

Available information, including both statistical data as well as market and policy drivers, concerning production, utilization, stocks and trade of AMIS crops is collected, evaluated and disseminated.

Output 2: Research

Relevant methodologies and indicators are developed to monitor and analyze market and policy conditions, and provide improved forecasts.

Output 3: Capacity development

Capacity of national data producers is strengthened to collect and validate data on production, utilization, stocks and trade of AMIS crops.

Output 4: Information dissemination

Policy makers in AMIS participating countries and other stakeholders are effectively informed of the market situation and outlook, including on relevant policy developments.

Output 5: Policy dialogue

Dialogue is strengthened among policy makers in AMIS participating countries and other stakeholders in international food markets.



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- Agricultural Market Information System (AMIS)
- **The AMIS Policy Database**
- Export restrictions
- Evolution of export restrictions on grains and soybeans



Contents of the AMIS Policy Database

Policy Measure	Source
Biofuels	OECD
Export Restrictions	OECD
Export Subsidies	WTO
Import tariffs	WTO
Tariff quotas	WTO
In-quota tariffs	WTO

Gathered from official legal documents, government websites and other reliable sources

Based on WTO Members' annual notifications

- AMIS members (#28)
- Commodities: wheat, maize, rice, soybeans (and also biofuels)



Novelty of the AMIS Policy Database

- Novelty of the database? Isn't this information already available online?
 - Yes ... but online data is scattered over different webpages and does not allow for easy comparisons across countries, commodities nor policies
 - Harmonization across datasets makes comparisons possible
 - **AMIS policy database on export restrictions:** unique in both its breadth and depth. All types of export restrictions are included, policies are reported to the exact start dates and end dates, exemptions for particular countries or sub-commodities are noted, commodities are coded following the Harmonized System (HS) codes, ...
 - Collect information from official legal documents, government websites, and other reliable outlets
 - [Example: Export tax on soybeans in Argentina](#)

Official government website
with legal documents

MINISTERIO DE AGROINDUSTRIA

Decreto 133/2015

Name of decree

Derecho de exportación. Alícuota.

Bs. As., 16/12/2015

Publication date



Scroll down

VISTO el Expediente N° S05:0077287/2015 del Registro del MINISTERIO DE AGROINDUSTRIA, y

CONSIDERANDO:

Que el ESTADO NACIONAL está decidido a implementar medidas efectivas tendientes a revertir los indicadores negativos de la economía argentina, incluyendo acciones concretas destinadas a superar la crisis agropecuaria y reactivar al sector, eliminando las trabas y restricciones que hoy limitan su capacidad, al tiempo que se favorece el cuidado del capital natural de nuestros suelos.

Que es necesario brindar una solución a la problemática actual de la disminución del área sembrada y de producción de cereales, así como revertir el deterioro que sufren las exportaciones de las economías regionales y el mercado de todas las carnes.

Que el cúmulo de estimaciones existentes arroja una fuerte caída en la superficie sembrada con trigo en la presente campaña 2015/16 respecto de temporadas previas.

Que las últimas estimaciones efectuadas sobre la intención de siembra del maíz para la misma campaña, dan cuenta de una importante proyección de retroceso respecto del ciclo anterior.

Que las economías regionales no escapan a esta situación de crisis existiendo en todas las regiones del país una baja generalizada y sostenida de la producción y de los niveles de exportaciones.

Que en el caso de la soja y sus subproductos, el aumento del área sembrada y la cosecha record de la última temporada, no ha evitado frenar el deterioro de la competitividad y rentabilidad de toda su cadena de valor asociada.

Que el mercado de la carne también atraviesa una de las peores crisis de su historia, evidenciada por la sistemática reducción del plantel ganadero que se observa período tras período, el consecuente cierre de las plantas frigoríficas y una marcada disminución de los volúmenes exportables en situación inversa a lo que sucede en los otros países de la región.

Que en razón de lo expuesto, es necesario adoptar medidas concretas y efectivas para solucionar la grave crisis económica que viven los sectores apuntados, ayudando a los productores y las cadenas de valor asociadas a revertir el deterioro sufrido en el último tiempo, tendiendo a fomentar el desarrollo de la industria exportadora y promover el agregado de valor nacional.

Que luego del colapso económico y social ocurrido en nuestro país en el año 2001, se inició, a partir del año 2002, un proceso de fijación por parte del PODER EJECUTIVO NACIONAL de los denominados derechos de exportación a la venta de distintas mercaderías agropecuarias al exterior.

Que actualmente existe un consenso generalizado de los distintos actores que intervienen de manera directa o relacionada con aquellas actividades, sobre la necesidad de reducir los derechos que gravan las exportaciones, por representar un elemento distorsivo que desalienta la producción.

Que las denominadas retenciones a las exportaciones, en la actualidad no logran cumplir ninguno de los objetivos extra fiscales para las que fueron trazadas, existiendo un marcado deterioro del nivel de crecimiento económico, un sostenido incremento de los precios internos y un preocupante desequilibrio entre el mercado externo e interno.

Que en esa inteligencia, y toda vez que se ven afectadas las economías regionales, el mercado de carnes y los productos agropecuarios y subproductos por la aplicación de estos gravámenes, resulta conveniente y necesario reducir, a partir de la publicación del presente decreto, las alícuotas correspondientes a los derechos de exportación en cuestión.

Que la merma en la recaudación del ESTADO NACIONAL por la aplicación de la presente medida en pos de reactivar los sectores afectados, se verá compensada por el crecimiento en la recaudación de impuestos por el aumento inmediato de la producción que se estima que estará asociada a esta acción de gobierno, dinamizando la actividad económica de las diversas

Apps

Que la merma en la recaudación del ESTADO NACIONAL por la aplicación de la presente medida en pos de reactivar los sectores afectados, se verá compensada por el crecimiento en la recaudación de impuestos por el aumento inmediato de la producción que se estima que estará asociada a esta acción de gobierno, dinamizando la actividad económica de las diversas regiones y beneficiando así a las provincias mediante la coparticipación de los tributos.

Que los servicios jurídicos competentes han tomado la intervención que les compete.

Que la presente medida se dicta en uso de las facultades conferidas al PODER EJECUTIVO NACIONAL por el artículo 99, inciso 1 de la CONSTITUCION NACIONAL y por el artículo 755 de la Ley N° 22.415 (Código Aduanero) y sus modificatorias.

Por ello,

EL PRESIDENTE DE LA NACION ARGENTINA

DECRETA:

Artículo 1° — Fijase en la alícuota del CERO POR CIENTO (0%) el derecho de exportación de las mercaderías comprendidas en las posiciones arancelarias de los Capítulos 1 a 24 de la NOMENCLATURA COMÚN DEL MERCOSUR (NCM), con excepción de las que se detallan en el Anexo I que forma parte del presente decreto, a las que se aplicarán las alícuotas establecidas en el mismo.

Art. 2° — Fijase en la alícuota del CERO POR CIENTO (0%) el derecho de exportación de las mercaderías comprendidas en las posiciones arancelarias de los Capítulos 41 a 43 de la NOMENCLATURA COMÚN DEL MERCOSUR (NCM), con excepción de las que se detallan en el Anexo II que forma parte del presente acto, a las que se aplicarán las alícuotas establecidas en el mismo.

Art. 3° — Fijase en la alícuota del CERO POR CIENTO (0%) el derecho de exportación de las mercaderías comprendidas en las posiciones arancelarias de los Capítulos 44 a 49 de la NOMENCLATURA COMÚN DEL MERCOSUR (NCM), con excepción de las que se detallan en el Anexo III que forma parte de la presente medida, a las que se aplicarán las alícuotas establecidas en el mismo.

Art. 4° — Fijase en la alícuota del CERO POR CIENTO (0%) el derecho de exportación de las mercaderías comprendidas en las posiciones arancelarias de los Capítulos 50 a 53 de la NOMENCLATURA COMÚN DEL MERCOSUR (NCM), con excepción de las que se detallan en el Anexo IV que forma parte del presente decreto, a las que se aplicarán las alícuotas establecidas en el mismo.

Art. 5° — Derógase toda normativa que se oponga a lo establecido en el presente acto.

Art. 6° — La presente medida comenzará a regir a partir de su publicación en el Boletín Oficial.

Art. 7° — Comuníquese, publíquese, dése a la Dirección Nacional del Registro Oficial y archívese. — MACRI. — Marcos Peña. — Alfonso de Prat Gay. — Ricardo Buryaile.

ANEXO I

Posición NCM	Observación	DE %
1201.90.00		30
1208.10.00		27
1507.10.00		27
1507.90.11		27
1507.90.19		27
1507.90.90		27
1517.90.10	Mezclas de aceites refinados que contengan aceite de soja	27
1517.90.90	Mezclas y preparaciones de origen vegetal, que contengan aceite de soja	27
2302.50.00	De soja	27



The AMIS Policy Database

Entering the information in the AMIS policy database:

Policy measure	Commodity group	HS code	HS version	Commodity description	Unit	Value	Start date	End date	Link	Date of publication	Title of notice
Export tax	Soybeans	12010090	HS2007	Soya beans, whether or not broken. - Las demás. Soya beans. Las demás	%	30	16-12-2015	31-12-2017	http://servicios.infoleg.gob.ar/infolegInternet/anexos/255000-259999/256979/norma.htm	16-12-2015	Decreto 133/2015
Export tax	Soybeans	12081000	HS2007	Flours and meals of oil seeds or oleaginous fruits, other than those of mustard. - Of soya beans. Flours and meals of soya beans	%	27	16-12-2015	31-12-2017	http://servicios.infoleg.gob.ar/infolegInternet/anexos/255000-259999/256979/norma.htm	16-12-2015	Decreto 133/2015

... just some of the fields in the database...



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- Evolution of export restrictions on grains and soybeans



Why do countries use export restrictions?

- Prevent increase in domestic prices
- Reduce domestic price volatility
- Increase fiscal revenue
- Protect infant industry (protect domestic processing industry by restricting exports of raw materials)
- Counteract importer tariff escalation (by restricting exports of raw materials)
- ...



Types of export restrictions

- **Export taxes:** A tax collected on goods or commodities at the time they leave a customs territory. This tax can be set either on a per unit basis or an ad valorem (value) basis.
- **Export bans:** No exports are permitted.
- **Export quotas:** A prescribed maximum volume of permitted exports.
- **Minimum export prices:** A minimum allowable price for a good being exported.
- **Non-automatic export licensing:** Exporters must obtain prior approval, in form of a license, to export a good or commodity
- **Restriction on customs clearance point for exports:** The government specifies ports/entry points through which export of a good or commodity is to be channelled.
- ...



Export restrictions and WTO

2 legal texts refer to export restrictions”:

- **Article XI of GATT 1994 (export restrictions in general):**

- Imports and exports can only be restricted using duties and taxes.
- The use of other export restrictive policies (e.g. quotas, licences,...) is forbidden. The prohibition on quantitative export restrictions is lifted if “export prohibitions or restrictions temporarily applied to prevent or relieve critical shortages of foodstuffs or other products essential to the exporting contracting party”.

- **Article 12 of AoA 1994 (export restrictions in agriculture):**

- Specifies the consultation and notification obligations.
- Exempts developing country members from these obligations unless the country is a net-food exporter of the specific foodstuff concerned.

However, these specifications and obligations have very little impact on countries wishing to implement export restrictions because (Anania, 2013):

- 1) Countries can always use an export tax
- 2) Text is very vague making enforcement difficult

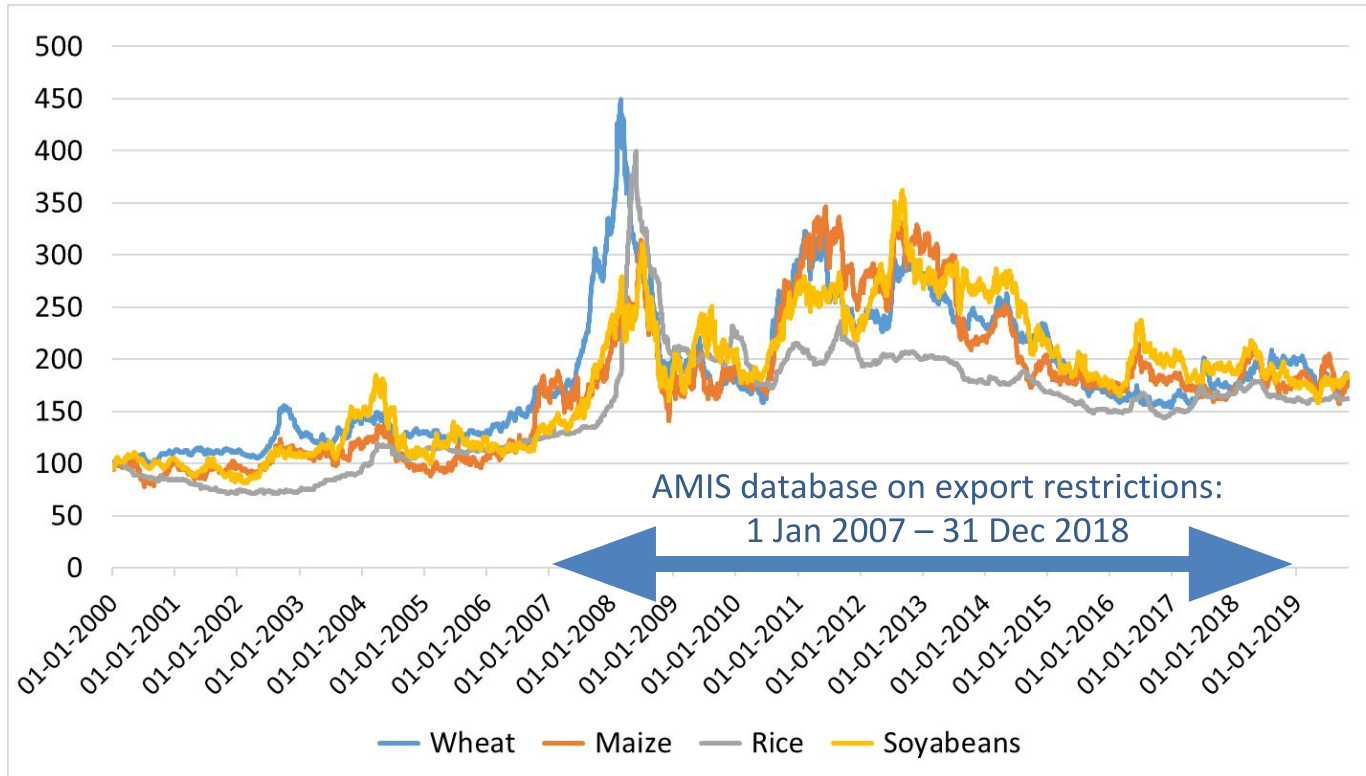


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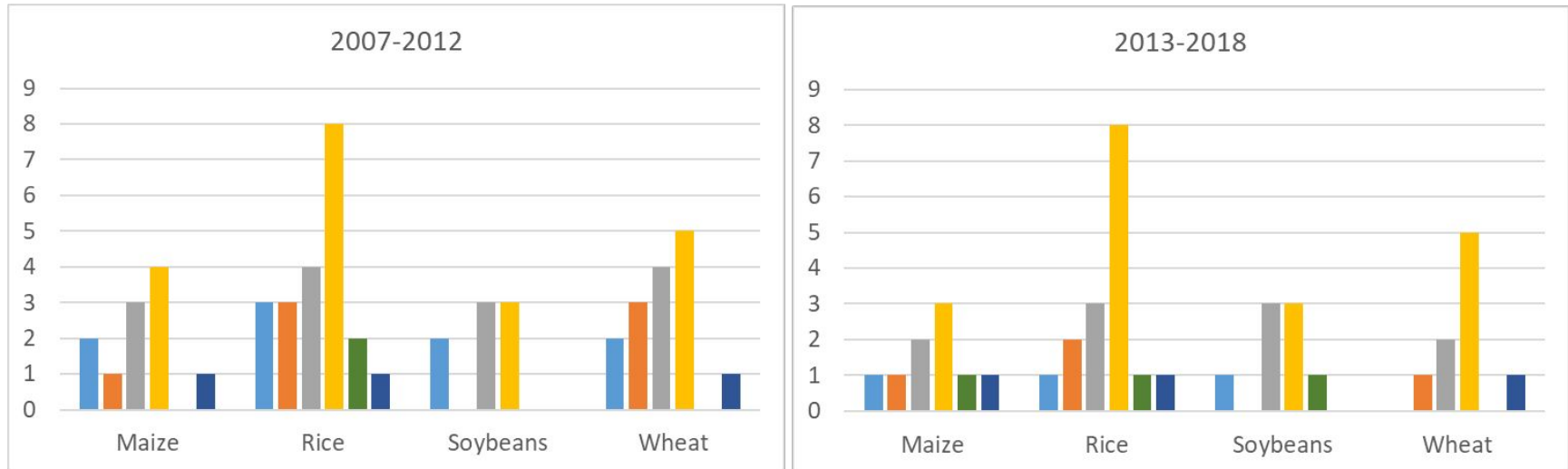
Weekly agricultural commodity prices (index 2000=100)



Source: International Grains Council (IGC)



Number of AMIS countries with export restriction policies, disaggregated by policy measure



- Export prohibition
- Export tax
- Minimum reference price

- Export quota
- Licensing requirement
- Restriction on customs clearance point for exports

Notes: Countries target their interventions on specific varieties, often at the HS8 or HS10 level. Graph excludes mixed commodity classes. Information on licensing requirements has been collected from 2007 onwards, therefore licensing requirements active before 2007 are not recorded in the database.

Source: AMIS Policy Database



Number of export restriction policies

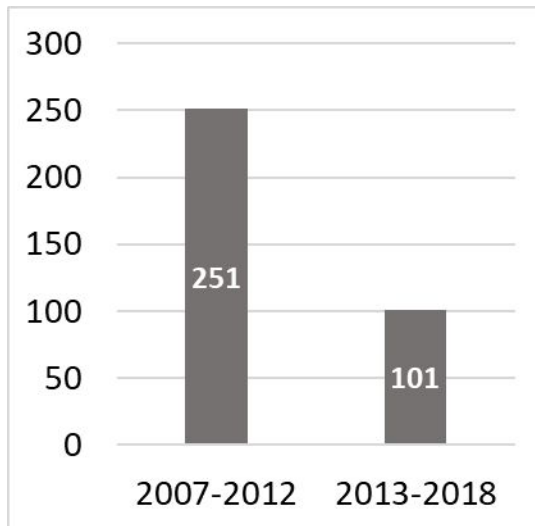
Rules for counting number of policies:

For each country, merge the measures in the AMIS policy database which have the same:

- commodity class (maize, rice, wheat, soybean, mixed)
- policy measure (prohibition, quota, tax, licensing requirement, minimum reference price, restriction on CC point)
- start date
- end date

! By examining the measures at the commodity class only, the analysis does not distinguish between measures that are aimed at a specific variety of a commodity (e.g. HS 10) and measures that are aimed at a broad category (e.g. HS 4 level).

Only keep those policy measures for which export restrictiveness increases.

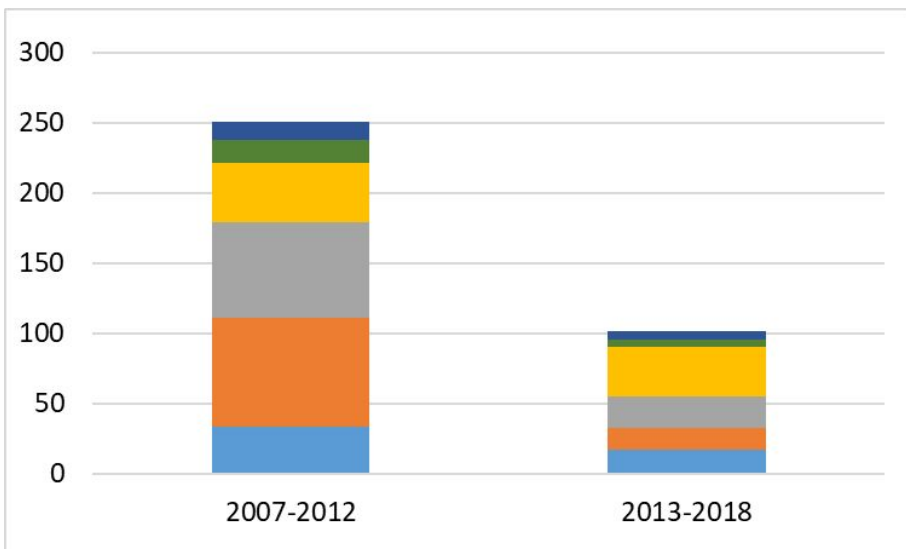




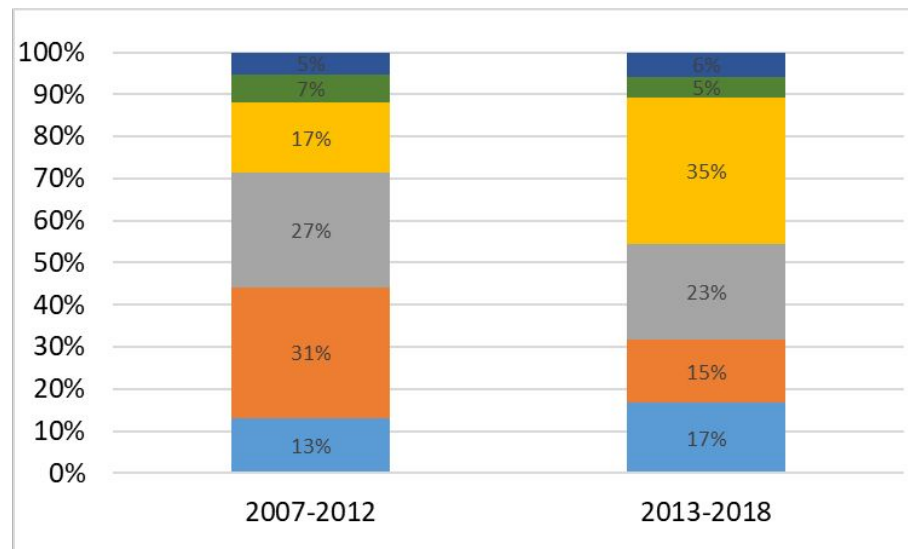
Number of export restriction policies:

By policy measure

Number



Share



- Export prohibition
- Export tax
- Minimum reference price

- Export quota
- Licensing requirement
- Restriction on customs clearance point for exports

Notes: For each country the measures in the AMIS policy database which have the same "commodity class name", " policy measure name", "start date" and "end date" are counted as one. Countries target their interventions on specific varieties, often at the HS8 or HS10 level. Information on licensing requirements has been collected from 2007 onwards, therefore licensing requirements active before 2007 are not recorded in the database.

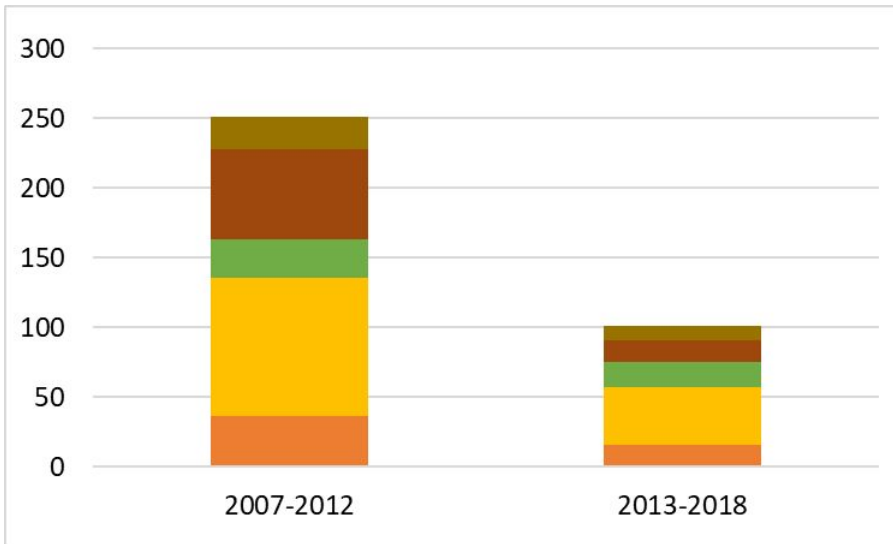
Source: AMIS Policy Database
OECD Trade and Agriculture Directorate



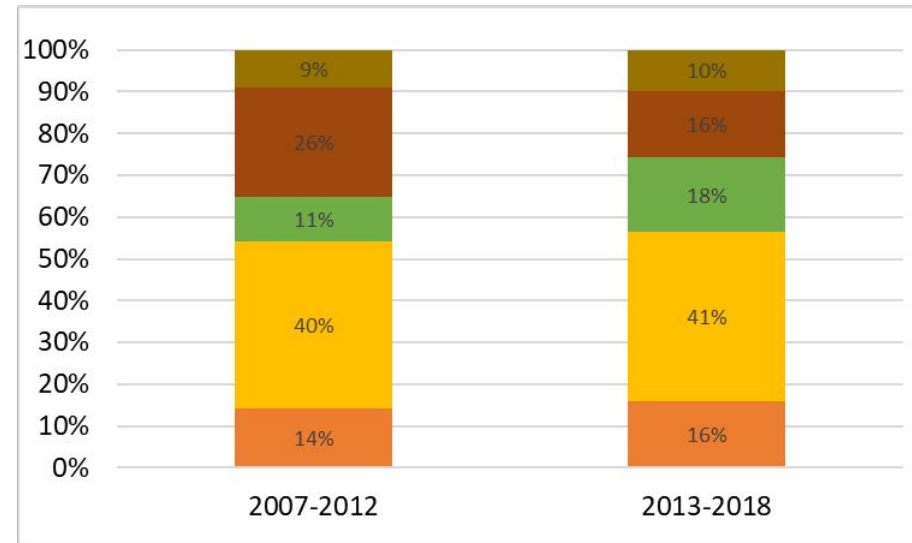
Number of export restriction policies:

By commodity group

Number



Share



■ Maize ■ Rice ■ Soybeans ■ Wheat ■ Mixed commodity

Notes: Mixed commodity classes can occur in two cases: when a policy measure applies to a group of commodities (e.g. an export quota that applies to certain varieties of rice and wheat) or when commodity itself is a combination of different commodity classes (e.g. a semi-processed product that contains both wheat and maize).

Notes: For each country the measures in the AMIS policy database which have the same "commodity class name", "policy measure name", "start date" and "end date" are counted as one. Countries target their interventions on specific varieties, often at the HS8 or HS10 level. Information on licensing requirements has been collected from 2007 onwards, therefore licensing requirements active before 2007 are not recorded in the database.

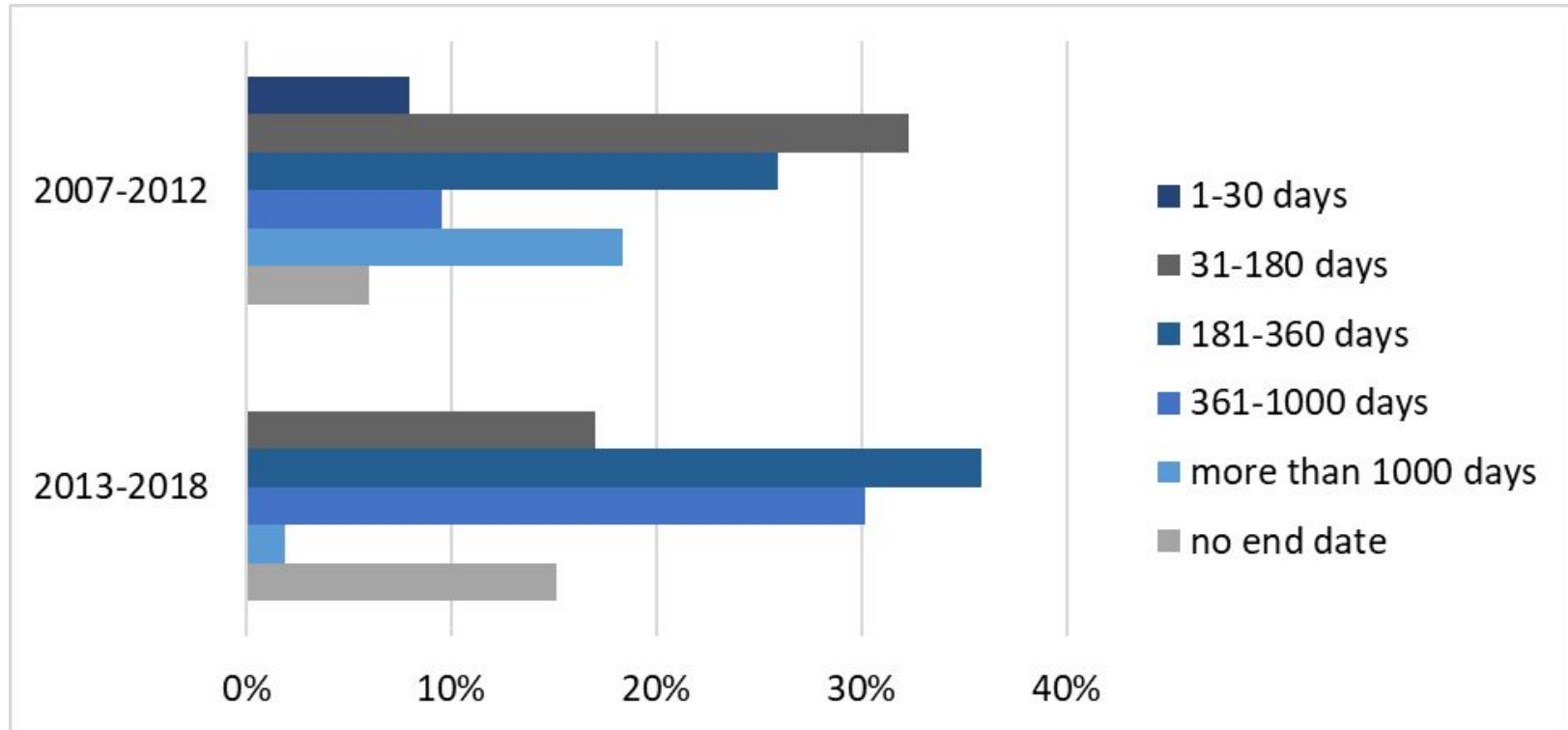
Source: AMIS Policy Database

OECD Trade and Agriculture Directorate



Duration of export policies, by start date

Policies with start date between:



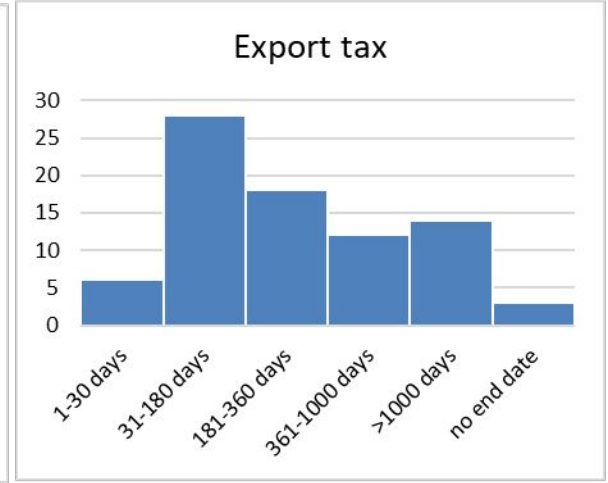
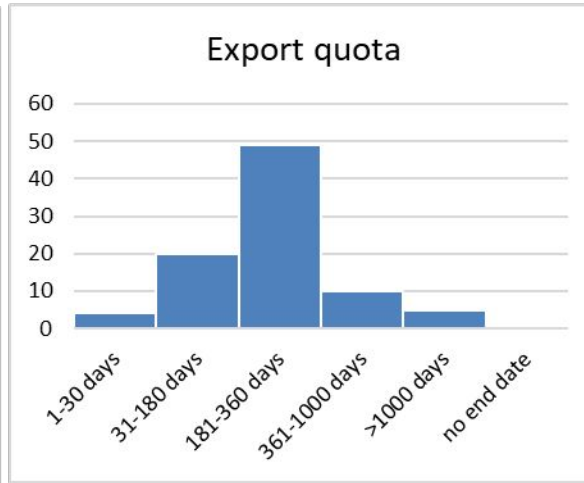
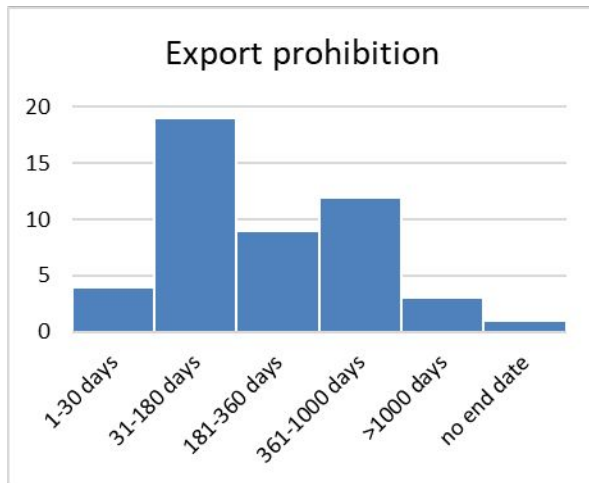
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Source: AMIS Policy Database

OECD Trade and Agriculture Directorate



Duration of export policies, by policy (2007-2018)



Notes: For each country the measures in the AMIS policy database which have the same "commodity class name", "policy measure name", "start date" and "end date" are counted as one. Countries target their interventions on specific varieties, often at the HS8 or HS10 level. Information on licensing requirements has been collected from 2007 onwards, therefore licensing requirements active before 2007 are not recorded in the database.

Source: AMIS Policy Database

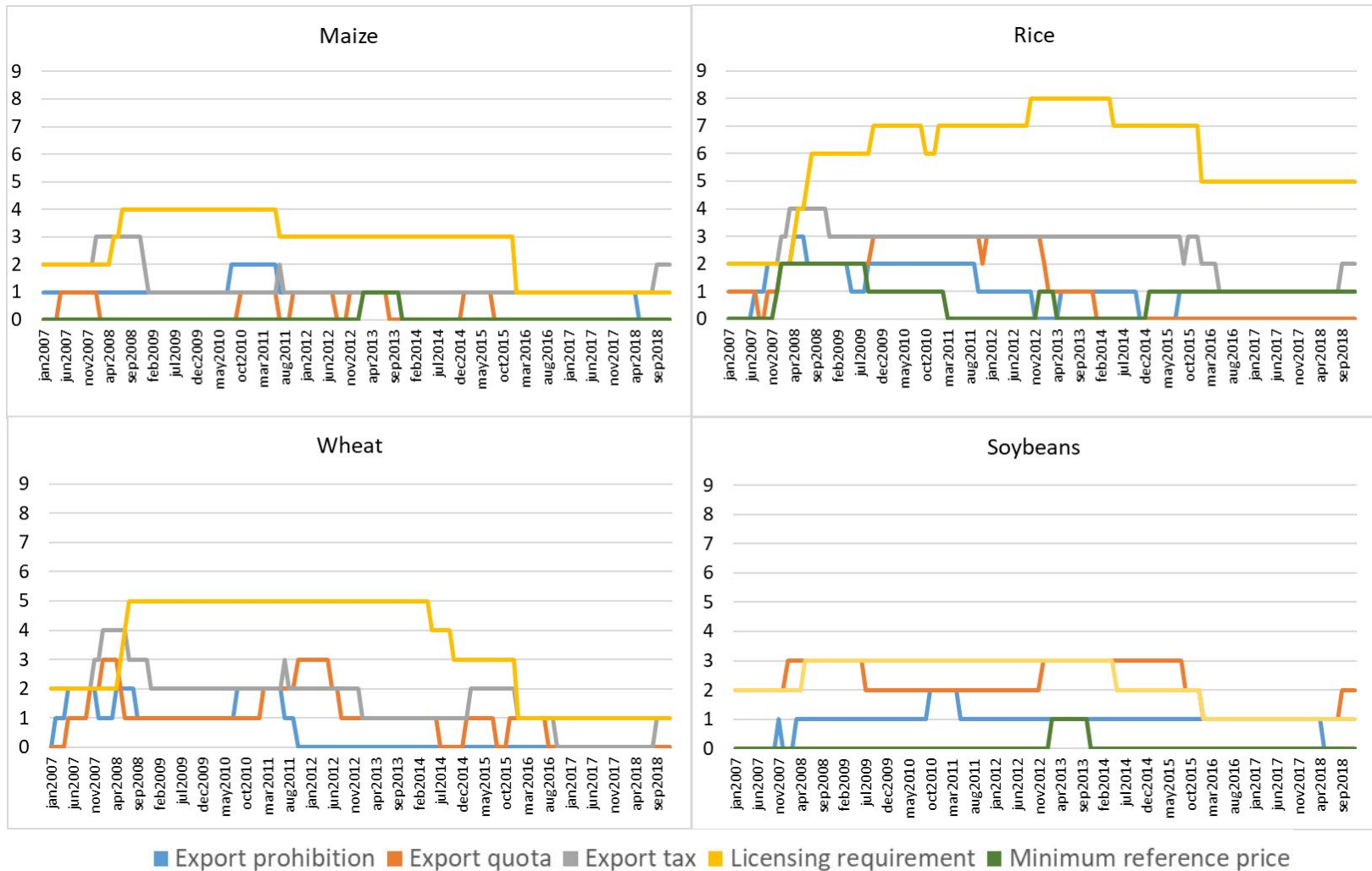


THANK YOU!

For questions or inquiries:
Annelies.Deuss@oecd.org



Number of AMIS countries with export restriction policies, disaggregated by policy measure



Notes: Countries target their interventions on specific varieties, often at the HS8 or HS10 level. Graph excludes mixed commodity classes. Information on licensing requirements has been collected from 2007 onwards, therefore licensing requirements active before 2007 are not recorded in the database.

Source: AMIS Policy Database