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POLICIES AND INSTITUTIONS TO PROMOTE INDUSTRIAL MEORGANIZATION AND MENGE THE EXPERIENCE OF BRAZIL

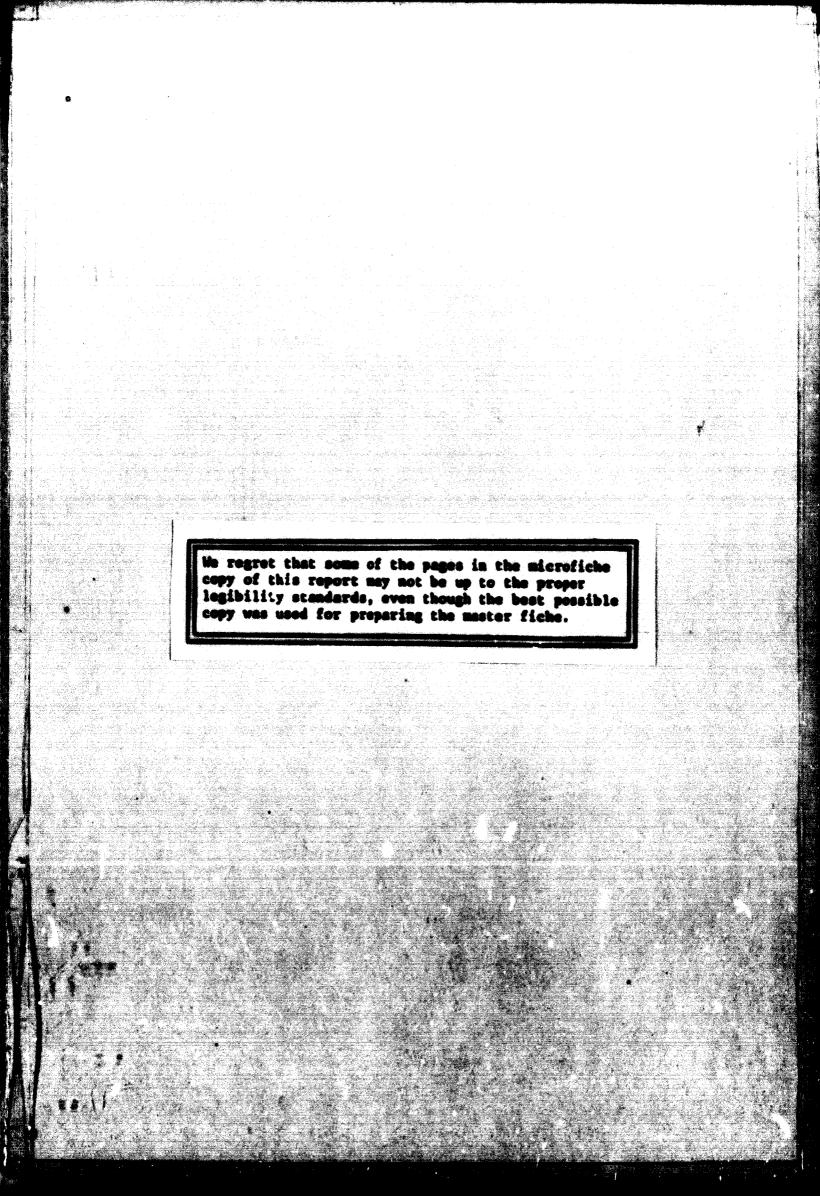
Submitted by

Office of the Under-Secretary Ninistry of Finance Brasil

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I. INTRODUCTION: THE CURRENT SITUATION IN BRAZIL

1. Based on studies made in the past few years, an effort is being made to establish, in Brasil, a modern, competitive and dynamic economy. In order to achieve this aim, the following objectives have been laid down:

- (a) The attainment of the highest possible rate of economic development compatible with available resources;
- (b) The gradual reduction of inflation;
- (c) The reduction of personal and regional income disparities;
- (d) The stainment of international levels of efficiency in the public and private sectors.

2. By observing the changes which have occurred in the productive structure, it is possible to conclude that the proposed objectives are attainable. The presentation of a few figures will suffice to illustrate these changes.

3. For example, the GDP growth rate, which was in the region of 1.5 ,er cent in 1963, began to rise as from 1964; from 1968 onwards it established itself at around 9 per cent, and in 1971 it remobed 11.3 per cent, a figure attained by few countries in the world at any time. As a result of this rapid growth rate, in 1970 GDP reached the figure of UB\$38,000 million, 80 per cent more than the 1960 total. The latest estimates point to a figure in the region of UB\$44,00. million for 1971, representing a per capita income of around UB\$450.

4. In 1964 the level of inflation reached almost 90 per cent, but from then enuards it fell until it reached 18 per cent is 1971; in 1972 it should fall to around 15 per cent.

5. It should be noted that this transformation is not merely a question of stmiking quantitative advances, but also entails a change in the approach of Government and private industry. The private sector, with government support mainly in the form of tax incentives and financial assistance for industrialisation, has become aware of the most to increase its competitiveness.

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6. The reduction of regional income disparities is being achieved through programmes for national, economic and social integration. Important features of this policy are the building of strategic roads for the economic integration of Amazonia, the North East and the Central Highlands, regional tex incentives; heusing and education program and programmes for the establishment of employees' savings funds. It should be emphasize that the volume of resources generated by regional tax incentives greatly exceeds that already obtained through international development agencies to be used for the same purposes in the same regions.

7. The qualitative change can be most convincingly demonstrated by quoting two examples. The first is the growth in the number of children attending school, as measured by the school rolls, which have expanded as a result of the investments made in education; the latter amount to 5 to 6 per cent of GNP, a level comparable to that of countries with a higher income than ours. The second example is the increase in foreign trade. It should be noted that industrial policy is less and less geared to import substitution and more to aggressive export promotion. This change is apparent in the composition of the foreign trade statistics.

8. In the following chapters an attempt will be made to show how the industrial sector is being reorganized in the light of the general picture presented above.

9. In chapter II we will try to give, to begin with, a general view of the position of the industrial sector within the economy, and then a general picture of the degree of concentration in the various branches of industry.

10. In chapter III the institutional and legal aspects of industrial reorganization and mergers will be explored. An account will be given of the action taken by the covernment to provide the country with the legal and institutional instruments for promoting mergers or for removing any obstacles which may exist.

11. Finally, in chapter IV, we will consider governmental action to promote industrial reorganization and business mergers. We will present and comment on the main instruments of objective action involved, such as financing programmes tax incentives and tariff policy. In this chapter emphasis will be laid on the measures taken to induce business amalgamations as a factor making for greater efficiency and increasing the competitiveness of domestic Brazilian industry, both at home and abroad.

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II. THE EVOLUTION OF THE BRAZILIAN INDUSTRIAL STRUCTURE

1. We will now try to give an idea of how Brazilian industry is being transformed, through certain indicators which are not the only possible ones - and certainly not the best - but are sufficient to give a general picture.

The industrial sector within the economy

2. In our country the share of the secondary sector in the economy is gradually increasing. The national accounts bear unquestionable witness to this phenomenon, since industry is accounting for an ever increasing share of GDP and of net domestic income. This is proof of the process of industrialization through which the country is passing, accentuated in the past decade.

3. In addition, we find that in Brazil, between 1960 and 1970, the percentage of the economically active labour force working in the secondary sector has increased, while the percentage of the labour force working in the primary sector has shown a marked tendency to fall.

4. Furthermore, between 1960 and 1970 the average annual rate of increase in the productivity of the primary sector was far higher than the rates for the other sectors. This means that the movement of labour away from the primary sector is at least partly explained by the increase in the sector's productivity.

Size of businesses in the different branches of industry

5. In Brazil there is no generally accepted definition of a "large", "medium" or "small" enterprise. Various criteria are used, according to the purpose which one has in mind. The Bank of Brazil, the National Economic Development Bank (Banco Nacional de Desenvolvimento Econômico) and the regional development banks adopt a wide variety of definitions, either according to the programmes to which the funds which they administer are destined, or according to the sectors to be benefited by the resources.

6. As it is impossible to have a general and unanimously accepted oriterion to classify establishments into "small", "medium" and "large", we start from the supposition that there would be no point in adopting the same quantitar we parameters for every branch. Establishments with the same industrial processing value, the same capital or the same number of employees in two different branches of industry can

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differ completely in effective size. One of them may be small in terms of the branch concerned, and the other large in terms of the branch in which it operates. Such differences reflect the particular structure of each branch. We shall therefore seek a less abstract classification and thus try to make allowance for the diversity between different branches of industry.

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7. Concepts of "small", "medium" and "large" also vary internationally, according to the productive structure of each country. However, since our comparison is limited to Brazil, branches have been differentiated only in respect of industry in our country

5. There are various criteria for classifying establishments into "small", "medium" and "large". capital, number of employees, value of production, turnover, energy consumption, processing value (added).

9. It seems to us that the industrial processing value[#] sums up all the others, becau it represents the remuneration of the various factors involved and, consequently, the income generated by the branch of industry concorned. We shall therefore adopt it as the basic value for the classification criterion. This does not, however, mean that we have reached the final conclusion that this is the best criterion.

10. The source used for compiling the table showing industrial concentration (annex I) was the IBGE Foundation (Brazilian Institute of Geography and Statistics), through two of its publications, the 1960 <u>Censo Industrial</u> (Industrial Census) and the 1971 <u>Anudric</u> of <u>Estatistico do Brasil</u> (Statistical Yearbook of Brazil). Both these documents show the total number of establishments in each branch of industry, distributed in ten classes according to the number of employees. The ten classes range from the class of establishment mants without employees to the class with 1,000 or more employees. For each class the wh total industrial processing value is also given.

11. It must be pointed out that in these statistics the concept used is that of the industrial establishment, and not the enterprise. Each enterprise may have one or more establishments. Although we recognize that this may lead to an under-estimation of the results relating to the concentration of enterprises, we have been obliged to use these date as they are the only data available to us.

*/ Definition in annex I.

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- 2. Here, in short, is the method followed in classifying stablishm states:
 - (n) We divided the total industrial processing value of each branch by the total number of establishments in the branch. We thereby obtained an average processing value for each branch. The absolutely everage establishment would be an establishment showing this value.
 - (b) We applied the same procedure for each employment closs (of the 10 classes mentioned above), calculating the average industrial processing value for each class.
 - (c) We then assigned the term "medium" to those establishments in classes with averages closest to the average processing value for the branch of industry concerned; we assigned the term "small" to establishments in the classes with averages closest to the lowest average of the ten classes; we assigned the term "large" to establishments in the classes with averages closest to the highest class average. In determining proximity to the various averages, geometric and not arithmetical criteria were used.

3. Each branch was thus classified according to its average industrial processing value. This procedure made possible a differentiation along the lines stated above.

4. It seems clear from the table that concentration was more pronounced in terms of the number of establishments than in terms of their share of the total industrial processing value.

15. The most dynamic branches of industry" (non-metallic micerals, metallurgy, engineering, electrical equipment, transport equipment and chemicals) are in fact those which show the greatest changes. The table in the annex reflects the natural, so to speak, trend towards concentration.

6. The merger and take-over process is still in an early stage. The largest number f amalgamations is occurring in those sectors on which the Government's merger and ake-over policy is being brought to bear: insurance, finance and the sugar industry as shown in chapter IV).

7. The results for the most dynamic branches of the economy (listed above), in which natural trend towards concentration has been noted, reflect to some extent the growth f Brasilian industry over the past decade. It is to be supposed that, from 1969 to he present day, the process of concentration in these branches of industry has been ocentuated.

*/ See annex I, tables II and III.

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III. POLICIES AFFECTING HIDUSTRIAL REORGANIZATION AND MERGERS

1. The Government has, through an extensive list of measures, encouraged the Brazilian businessmen to take the initiative in industrial reorganization, so as to strengthen the competitiveness of industry and thereby enable it to operate on equal terms with foreign industry.

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2. Such an approach shows confidence in internal and external competition as a stimulating factor in the search for greater operational efficiency. It also displays the Government's readiness to entrust the task of promoting and improving the industrial structure to private initiative and to take supplementary action, by the means at its disposal, to introduce any facilities required or to remove existing legal obstacles.

The institutional and legal structure

3. The legal requirements for the merger or take-over of businesses are established in the law on companies (Decree-Law No. 2,627 of 1940). This law lays down the general requirements to be observed by the parties concerned, such as the holding of meetings, the appointment of expert appraisers, etc. Thus there are no obstacles as far as civil and commercial law is concerned.

4. The procedures used for industrial reorganization, such as the raising of new capital, change in corporate status, merger, take-over, formation of conglomerates, etc., are always initiated by the parties concerned. In most cases the public (federal or state) authorities merely verify that the formal requirements provided for in general law the companies law, the Commercial Code, business registration laws and other pertinent laws) have been complied with.

5. In specific cases there is special legislation which provides for approval by a governmental organ. These cases are, generally, those in which fiscal, technical or financial incentives are offered, as, for instance, in the case of the merger of finance companies for conversion into an investment bank, the merger or take-over of insurance companies with an increase in the retention limit (Decree-Law No. 1,115 of 24 July 1970), the merger or take-over of sugar factories with an increase in the production quota limits (Decree-Law No. 1,136 of 27 August 1971), and the merger or take-over of any type of business with exemption from income tax on its revalued fixed assets or even with financial support from a governmental development agency.

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6. With regard to the fiscal aspects, the merger and take-over preserve has encountered obstacles in the income tax laws. Under the current rules the book value of property composing the fixed assets of enterprises can be updated every year through the application of monetary correction indices, without payment of income tax. This measure is designed to eliminate the distortions caused by inflation. When, hewever, revaluations above that limit are made, the balance is liable to corporation tax at the rate of 30 per cent.

7. In practice, because of the rapid inflation which we have had in the past, the corrected values are, as a rule, lower than the market values, with the result that the updating of the values is subject to tax.

8. This obstacle has now been removed in the case of mergers and take-overs found to be of interest to the national economy. Having regard for the desirability of encouraging this kind of amalgamation because of its beneficial effects in regard to increasing the size of enterprises, obtaining economies of scale, and reducing costs with a view to making the enterprises internationally competitive, the Government issued Decree-Law No. 1,102 of 16 July 1971, which instituted examption from income tax in respect of the difference between the corrected book value and the market value; at the same ime it established the Business Merger and Take-over Commission (COFIE), to be resconsible for appraising and advising on applications for examption and for establishing whether there are grounds for considering the operation concerned to be of importance or the national economy, the latter being an essential prerequisite for obtaining the ax benefit.

• As far as the problem of the concentration of economic power is concerned, it can e stated that in Brazil there is no specific legislation on monopolies. The matter s dealt with, first of all, in the Constitution, which lays down basic principles for he conduct of business activities, including freedom of enterprise and prevention of he abuse of economic power. Such abuse is characterized by the control of markets, he elimination of competition and the arbitrary increase of profits.

D. This notion, which is only sketched out in the Constitution, was made explicit in rdinary law by Law No. 4,137 of 10 September 1962, regulated by Decree No. 52,025 of May 1963. Under article 2, the following are considered forms of the abuse of economic ower: the domination of national markets or the total or partial elimination of

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competition; reising prices unjustifictly, in the case of natural or <u>de facto</u> monopolies for the purpose of arbitrarily increasing profits without increasing production; bringing about monopolistic conditions or engaging in abusive speculation for the purpose of promoting a temporary rise in prices; and forming an economic grouping, through the combining of enterprises, to the detriment of the free choice of buyers or sellers.

11. Having traced out the institutional structure crected to provide the logal basis the Andustrial reorganization and mergers, we will now describe the positive instruments which the Government is using, not only to support these operations, but also to induce businessmen to modernize and expand their activities and thereby to unite their efforts with those of the Government in the common concern to attain the sime defined as "Major National Objectives".

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IV. COVERNMENT ACTION TO PROMOTE INDUSTRIAL REORGANIZATION AND BUSINESS MERCERS AND TAKE-OVERS

1. Desically, the Government is making use of oredit, fiscal and business marger and take-over policies as instruments to encourage the businessman to promote industrial reorganization and rationalization, endeavouring always to attain the proposed goal of the national economy - economic development.

Instruments of credit policy

2. The supreme organ of the national financial system is the National Monetary Council, which is responsible for laying down policy in this field. The principal governmental organs of the system are the Central Bank of Brazil, the <u>Banco de Brasil S.A.</u>, the National Economic Development Bank, the National Housing Bank, and the Federal Economic Bank (Caixa Econômica Federal).

3. These organs operate through specific programmes and funds in financing the private sector of the economy $\frac{*}{}$.

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^{*/} In addition to the brief description of the financing programmes aimed at improving business efficiency presented in this document, we are proparing a document which explains in detail the conditions, objectives and priorities established by the Covernment for the granting of this financing.

A. Programmes of the central bank of Brazil

The Central Bank of Brazil, established by Lew No. 4,595 of 31 December 1964, is ne organ responsible for exceuting the Government's monetary policy.

Through various funds, it promotes or finances activities in the agricultural, nimel husbandry and industrial fields, as well as investments of a social nature such basic services, health, education and supply facilities. Of these funds we will ention those designed to finance the following activities: agriculture, industry, the instruction of warehouses, silos and supply centres, the purchase of Brazilian tractors, pricultural machinery and ancillary implements, and projects for the establishment, pansion reorganization and/or modernization of food industries.

The Bank also directs the marger policy of the financial institutions, with a view extending the scope of the system and to reducing operating costs.

B. Programmes of the Eanco do Brasil S.A.

The Banco do Brasil S.A. is a State bank and the most important banking establishnt in the country.

As a financial agent of the Government, it acts through a number of programmes under ich it assists industrial enterprises by financing working capital and investment. s financial assistance is mainly used for the purchase of raw materials and of finishg and packing materials, for supplementing the working capital of industrial enterises, and for installing, renovating, expanding and acquiring machinery and equipment. coific loans are granted for the import of machinery, equipment and technical services DM countries such as the United Kingdom and Belgium.

C. Programmes of the National Economic Development Bank

In 1951 Congress authorized the Government to raise a compulsory loan in order to stitute an Sconomic Re-equipment Fund. A few months later, in 1952, the National nomic Development Bank (ENDE) was established to act as an agent in all transactions nected with the economic re-equipment plan. 10. The initial aim of ENDE was to serve infrastructure sectors of the economy such is as energy, transport, agriculture, warehousing and cold-storage installations (frigorified and industries considered to be basic - sectors which were not, at the time, attracting private capital.

11. Today ENDE's main activity is to finance the establishment and expansion of programmes and projects, as well as construction work and services designed to re-equip and develop the national economy. It was accordingly constituted as the principal financial investment agency of the Gov runnent and has the function of supplying longterm loans at a reduced rate of interest to finance the above-mentioned operations. Its principal funds are the Economic Re-equipment Fund, the Financing Programme for Small and Medium Enterprises and the Industrial Hodernization and Reorganization Fund. The purpose of these funds is to finance projects for the establishment, expansion or remodelling of industries: the merger, take-over, recomposition, dismemberment or association of industrial enterprises fixed investments for the establishment or expansion of enterprises, with increased productivity, through loans and/or the furnishing of guarantees; and increases in productivity through the implementation of sectoral programmes or specific projects.

12. BNDE's major instrument for prometing industrial reorganization and business mergor and take-overs is the Industrial Modernization and Reorganization Fund (FMRI), the purpose of which is to finance the reorganization and modernization of Brazilian industrial sectors and enterprises with a view to increasing their efficiency and, consequently, their internal and external compet tiveness, this being one of the Government's major objectives.

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13. By this action BNDE is creating favourable conditions for strengthening the Brazilian enterprise by enabling it to eliminate problems of administrative organization management capacity, technological development and, in particular, scale of operation.

D. Programmes of the National Housing Bank

14. Established by Law No. 4,380/64, the National Housing Bank (ENH) is the supreme organ of the housing finance system, the Brazilian savings and loan system, the sanitation finance system, and the Fundo de Garantia do Tempo de Servico (a statutory noncontributory benetit fund for employed persons). It provides financial assistance for the housing sector, either by financing conaction enterprises or by financing working capital and fixed investment for enterses engaged in the production, transport tion or distribution of construction materials.

Among BNH's objectives we will mention those which are most leady co-ordinated h the Government's development policy:

- (a) Reducing the cost of housing by increasing supply to meet local demand;
- (b) Obtaining economies of scale in production
- (c) Increasing productivity in the construction and construction materials industries;
- (d) Obtaining a better geographical distribution of investments by reducing regional disparities;
- (e) Promoting an increase in private savings, and, consequently, in the rate of investment;
- (f) Increasing investment in the construction and construction materials industries.

E. Programmes of the Federal Economic Bank

The Federal Economic Lenk is the principal organ of the system for small savings for financing home purchases.

It also acts as a financial agency of the Government and, as such, it administers Lous programmes providing financial assistance to industrial enterprises.

One of the most important is that operated with the resources of the Social egration Programme (PIS) to finance the establishment, expansion and modernization enterprises and the purchase of technical assistance services.

F. Other programmes: FINAME and FIMEP

The Special Industrial Financing Agency (FINAME) was established on 22 December 1964, the Industrial Machinery and Equipment Acquisition Fund. Later on it was converted o an autonomous federal agency, and subsequently into a public enterprise incorporated private law. It is linked to the Ministry of Planning and General Co-ordination, bugh ENDE. Its purpose is to meet the credit needs of the equipment-producing sector; linances the latter's sales and helps with the expansion, re-equipment and modernizaof the industrial sector. 21. The Financiadora de Estudos e Projetos S.A. (FINEP) is a limited company linked t the Ministry of Planning and General Co-ordination through ENDE. It chiefly finances feasibility studies on industrial, agricultural, agro-industrial and animal husbandry projects and sectoral and regional development programmes:

Instruments of tax policy

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22. In an attempt to adjust to Brazilian circumstances, and having regard for the sta of development and the problems arising from the fast growth of the economy, a rational tax policy was introduced in which tax came to be used as an instrument for promoting economic and social development.

23. Acting pragmatically, the Government decided to renounce part of its tax revenue and to allow it to be used directly in the promotion of selected priority activities (fisheries, tourism, air services, re-afforestation) and in the development of economic less developed regions (the North-East, Amazonia, the Central West).

24. Apart from these tex incentives, the Government has instituted important tax exemptions in areas such as the import of machinery and equipment for selected sectors, profits derived from exports, and the production of specific goods.

A. Customs policy

25. The Customs Folicy Council (CPA), established by Law No. 3,244 of 14 August 1957, is an instrument which the Government uses to stimulate or develop the Brazilian industrial stock.

26. CPA acts through its authority to:

- (a) Propose changes in customs legislation;
- (b) Advise on the granting of customs privileges;
- (c) Dran up or review lists of similar products;
- (d) Modify quotas, within a given range, to protect products of interest to the national economy.

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B. Income tax incentives

By permitting abatements in the assess ont of gross income and deductions in payable is the Government created an excellent searce of funds to be used in economic underings. Here are some examples:

(a) Agricultural, animal husbandry, industrial and telecommunications undertakings in the North-East.

Agency responsible: Superintendency for the Development of the Horth-East (SUNDENE)

(b) Agricultural, animal husbordry, industrial and basic services undertakings in Amazonia.

Agency responsible: Superintendency for the Development of Amazonia (SUDAM); (c) Undertakings for catching, processing and marketing fish.

Agency responsible: Superintendency for Fisherics Development (SUNDEPE).

C. Miscellaneous exemptions

Other forms of industrial promotion through taxation are the exceptions granted economic development activities. Some examples of exemptions from income tax are:

- (a) For enterprises installed in priority regions;
- (b) For the revaluation of fixed assets in the case of the merger or take-over of enterprises;
- (c) On profits from exports.

The Government also offers incentives for the industrialization and development of erprises through taxes such as those on imports and on industrialized products. These entives include, basically, exemption from tax on the import of equipment intended specific industrial activities which are considered to have priority, either because the nature of the activity itself or because of the region in which they are loosted.

D. Herger and take-over policy

30. If we follow the course of economic declopment at the i ternational level, we find that fierce competition and the increasing pace of technological progress call for large-scale enterprises which can efficiently rationalize their productive processes. Thus the concentration of enterprises has been a marked characteristic of the Western company in recent times.

31. The Government is convinced that a vell-eriented process of mergers and take-overs, as the experience of the developed countries shows, leads to better cost, production and efficiency conditions through a dynamic management outlook, thereby enabling enterprises to pass through various stages of their development in a single step.

32. In order to induce businessmen to opt for greater concentration, tax and financial incentives have been introduced in favour of enterprises which marge or take over another enterprise. In some cases the inducement is directed at specific sectors such as banking insurance and the sugar industry: in others it is aimed at all sectors without discrimination.

33. The main instrument used is the tax incentive instituted by Decree-Law No. 1,182 of 16 July 1971. This Decree-Law governs the granting of exemption, temporary and exceptional, from income tax in the case of mergers and take-overs, in return for a commitment that capital will be raised, for the purpose of transferring to the collectivity the advantages flowing from the tax benefit in particular and from the benefits resulting from the process in general.

34. Each of the hypotheses provided for above is susceptible to so many variations that general criteria valid for all cases cannot be laid down. In some cases, for exemple, according to the different aims which the Government may have in mind, the financial analysis may be more important. In specific cases of groupings, the order of importance of the benefits provided for may vary, greater prominence being given to obtaining an increase of scale and to reducing costs and prices on the home market in sectors of great inflationary impact. In other cases the principal objective may be to secure an appropriate level of prefitability for one or more enterprises, while in yet others it may be to achieve better dimensions for specific industrial infrastructure projects. 5. This type of flexibility required in the assessment of projects is what justifies he importance of a deliberative organ such as 20FIE, which was also created by Decreeew No. 1,182. This agency, which is linked to the Ministry of Finance, seeks to adjust he instruments of analysis in each case to the different objectives and priorities of he Government's economic and social policy.

6. There are, however, general guidelines governing COPTE's activities. They are elected to the different objectives and predecupations which the Government had in mind hen it promulgated Decree-Lew No. 1,182, laying down the general methodology to be ollowed in the analytical processes.

7. Enterprises will be appraised in relative and absolute terms. The relative analysis s purely referential in nature. It is intended to situate the applicant enterprise or nterprises with reference to certain structural parameters (priority sectors, priority cgions and priority types of integration).

C. As far as sectors are concerned, analyses of each sector's characteristic costs nd basic technical and productive relationship: provide information on the Brazilian ndustrial structure in regard to its optimum pattern in terms of the possibilities of accessfully utilizing internal economics and economies of scale, and bringing about iternal economies or multiplier effects in relation to inputs or products. These idicators show whether the enterprises in the sector are under-sized or whether the resent degree of concentration is less than that economically desirable.

. The regions concerned are those which the Government has a particular interest in imulating in order to correct imbalances.

. The types of integration concerned are these which, in principle, are more in line th the objective of greater efficiency and lower operational costs.

. In order to have a detailed picture of the specific contribution of each project, e enterprise will be judged by a series of partial criteria. The usual tests are, principle, four:

 (a) An economic test which will verify whether real economic advantages would result from the mergers proposed. In this test is included the analysis of the social benefits and the benefits to the enterprise in terms of an increase in efficiency;

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- (b) An common and financial test which will verify the capacity of the enterprises involved to attain the prop sed objectives;
- (c) A fiscal test which will verify the tax liabilities of the firms to be associated and their possibilities of meeting them.
- (d) A test regarding the valuation of the assets and the proposed criteria and reveluation.

42. The basic instrument used for this analysis will be the model schedule instituted in COFIE resolution No. 1, containing an information section in which the entropreneurs describe their enterprises in terms of their legel, administrative and corporate nature, their principal operations, the cash flow and financial results, a list of their fixed assets, and a report on the valuation of their assets. it also contains an explanatory section in which enterprises submit a technical and economic diagnosis of the anticipate offects of the merger, take-over or raising of capital. This information may be supplomented by further particulars supplied by enterprises in response to requests for clarifications and by other data from internal sources and from organs such as the Central Bank, the Banco do Brasil S.A., ENDE, the Industrial Development Council, etc.

43. The economic test will evaluate the information collected with a view to quantifying the effects of the project and in the light of its importance in terms of priorities.

44. The main variables which have to be considered are:

- (a) Increased production;
- (b) Reduction of costs resulting from economies of scale;
- (c) Increased sales on the home market and an increase in or the common cement of sales abroad;
- (d) Effects on the labour force;
- (e) An improvement in operational and administrative efficiency;
- (f) Indirect effects on the production of inputs and the utilization of products;
- (g) Strengthening of the capital market.

45. The economic and financial test is made on the basis of balance-sheets and profit and loss accounts. It consists of studying the most significant relationships over the past three years, with reference to the state of the assets, cost structure, profitabilit and the proportion of share and loan capital. This analysis will be particularly intens in regard to the defence of the capital market, with a view to avoiding the overcapitalization of corporate funds to be placed on the market or the "watering down" of siness capital. In order to protect the health of the market and the solidity of curities, it is necessary to assess the ability of enterprises to provide a future turn on their capital as increased by the revaluation.

5. The purpose of the fiscal test is to ascertain, on the basis of the statement of the enterprise's liabilities, the fiscal and pare-fideal debts and the amount of debtedness in relation to the enterprise's assets.

. The aim of the assets value test is to verify the accuracy of the list of assets d purchase values and statements as to their deterioration, to test the indices and rmulae used for revaluation purposes and to determine whether the market value obtained compatible with information available on the state of the assets.

. The results of these partial tests and of the analysis will be harmonized and ighted according to their importance. Thus a general picture can be obtained of the nefits and costs of the projects submitted, which can be used then the final decision taken.

. The organs which assess merger and take-over projects which may qualify for governnt incentives are, besides COFIE, the Central Lank of Brazil, BNDE, the Superintendency r Private Insurance and the Sugar and Alcohol Institute.

Nergers and take-overs carried out with the support of COFIE and ENDE have involved o granting, by COFIE, of income tax exemptions to the value of Cr\$628,940,000 and cancial assistance from ENDE to the value of Cr\$219,615,000.

The commercial bank marger and take-ov r policy directed by the Control Bank has ped to reduce the number of head office establishments from 455 on 31 December 1950 159 on 31 July 1972.

As a result of mergers and conversions of financial companies, the number of investt banks has risen from 7 head office establishments on 31 December 1966 to 42 on July 1972.

Take-overs of sugar mills carried out thus far have had financial support from the ar and Alcohol Institute (IAA) to the value of Cr(262,578,000. Twenty-four mills to been absorbed in the process.

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54. As a result of the Policy administered by these organs, the following amalgamations have already taken place with government incentives:

Type of onterprise	Number of projects approved	Number of enterprise involved
I. Morgers:	_	
Industrial enterprises in general Commercial banks Investment banks Insurance companies	1 10 41 2	3 21 119 4
II. Take-overs:		
Industrial enterprises in general Commercial benks Insurance companies Sugar mills	29 128 21 29	59 251 50 53

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ANNEX I

TABLE I

CONCENTRATION OF INDUSTRIAL ESTABLISHMENTS IN BRAZIL (1959-1969)*

Branches of industry	A <u>Number of est</u> per c			<u>B</u> Dessing value, Cent
	1959	19 69	1959	1969
<u>1 Non-metallic minerals</u> Small establishments		100.0	100.0	100.0
	66.2	62.5	8.6	2.1
Medium establishments		35.4	32.4	33.8
Large establishments	1.1	2.1	59.0	64.1
2. Metallurgy	100.0	100.0	100.0	100.0
Small establishments	54.2	35.7	3.4	2.2
Medium establishments	34.8	62.6	46.7	50.1
Large establishments	1.0	1.7	49.9	47.7
3. Engineering	100.0	100.0	100.0	100.0
Small establishments	49.3	32.6	4.8	2.5
Medium establishments	48.2	59.9	49.6	36.3
large establishments	2.5	7.5	45.6	61.2
4. Electrical equipment	100.0	100.0	100.0	100.0
Small establishments	60.8	24.6	5.1	0.8
Medium establishments	34.4	57.5	37.4	40.3
Large establishments	4.8	7.9	57.5	58.9
5. Transport equipment	100.0	100.0	100.0	100.0
Small establishments	65.6	38.3	2.3	100.0
Medium establishments	33.3	58.5	30.4	0.6
Large establishments	1.1	3.2	67.3	63.4
				4344
6. <u>Voo</u> '	100.0	100.0	100.0	100.0
Small establishments	59.8	39.9	12.2	7.0
Modium establishments	39.7	59.5	74.6	79.6
Large establishments	0.5	0.5	13.2	13.4
7. Furni ture	. 100.0	100.0	100.0	100.0
Small establishments	67.5	43.2	12.3	6.4
Medium establishments	31.8	56.2	57.3	72.9
Large establishments	0.7	0.6	30.4	20.7

* The year 1959 is the last year for which we have statistics; 1959 was chosen order to give a ten-year period.

TABLE I (continued)

	·				
		A			B
	Branches of industry	Number of esta	blishments,		cessing value,
		per ce	nt	per c	cent
		1050	1969	<u>1959</u>	1969
		<u>1959</u>	1707		
â.	Paper and board	100.0	100.0	100.0	100.0
	Small establishments	21.9	25.6	0.5	1.8
	Medium establishments	73.8	70.0	48.3	49.4
	Large establishments	4.3	4.4	51.2	48.8
	e	100.0	100.0	100.0	100.0
Le_	Lebber		48.9	4.1	2.0
	Small establishments	64.0		13.8	30.3
	Medium establishments	32.2	48.7		67. 7
	Large establishments	3.8	2.4	82.1	01.1
10.	Leather, skins, etc.	100 0	100.0	100.0	100.0
	Small establishments	100.0		6.4	• 4.1
	Medium establishments	70.2	40.6		
	Large establishments	29. 5	58.0	63.7	70.2
	DELGA ABLADITOIMOULO	0.3	1.4	29.9	25.7
		400.0	100.0	100.0	100.0
11.	Chemicals	100.0	100.0		
	imall establishments	41.3	54.1	1.1	5.0
	Medium establishments	55+5	43.7	38.2	46.3
	Large establishments	3.2	2.2	60.7	48.7
12.	Pharmaceutical and medici	nal			
	producte	100.0	100.0	100.0	100.0
	Small establishments	41.9	34.2	1,8	1.2
	Nedium establishments	52.6	51.1	41.0	26.6
	Large establishments	5.5	14.7	57.2	72.2
	parke estentisuments)•)			•
			100.0	100.0	100.0
- line-	Ferfumes. sorps and cand!	len 100.0	100.0		2.2
	Small establishments	51.9	50.8	4.2	
	Medium establishments	35.6	45.5	37.6	33.8
	Large establishments	2.5	3.7	58.2	64.0
14.	Plastice	100.0	100.0	100.0	100.0
	Small establishments	47.8	38.6	3.1	4.0
	Medium establishments	51.5	58.2	54.9	48.1
	Large establishments	0.7	3.2	42.0	47.9
	HOTRA CAPANITEIMEILAN	~ •1		- 3 1 1 1 1 1 1	₹ \$ * **
	.		100 0	100.0	100.0
12.	Textiles	100.0	100.0		
	Small establishments	32.7	28.7	0.8	4.7
	Medium establishments	63.6	62.7	52.0	44.9
	Large establishments	3.7	8 . մ	47.2	50.4
	-				

TABLE I (continued)

	Branches of industry	A Humber of est per of		the second se	<u>B</u> cessing value, cent
		1959	1969	1959	1969
16.	Clothing, footwear and				
	textile goods	100.0	100.0	100.0	100.0
	Small establishments	54.5	46.4	8.1	8.1
	Medium establishments	45.1	52.6	71.0	65.1
	Large establishments	0.4	1.0	20,9	26.8
17.	Poodstuffs	100.0	100.0	100.0	100.0
	Small establishments	74.1	59.9	11.8	6.7
	Medium establishments	24.8	37.7	42.4	52.8
	Large establishments	1.1	2.4	45.8	40.5
8.	Beverees	100.0	100.0	100.0	100.0
	Small establishments	80.6	61.0	10.1	2.6
	Nedium establishments	17.6	37.2	25.1	45.2
	Large establishments	1.8	1.8	64.8	52.2
9.	700000	100.0	100.0	100.0	100:0
	Small establishments	77.7	78.1	3.6	2.0
	Nedium establishments	17.3	19.6	17.3	25.0
	Large establishments	5.0	2.3	79.1	73.0
0.	Printing and publishing	100.0	100.0	100.0	100.0
	Amall establishments	69.7	57.7	10.2	8.6
	Medium establishments	29.1	39.1	47.3	41.7
	Large establishments	1.2	3.2	42.5	49.7
1.	Miscellaneous	100.0	100.0	100.0	100.0
	Small establishments	50.0	21.1	4.5	2.5
	Medium establishments	49.1	68.9	58.8	55.6
	Large establishments	0.9	3.4	36.7	41.9

The definitions of "industrial establishment" and "industrial processing value" are those adopted by the IBGE Foundation.

"Establishment"

"A unit of production in which a single product or various related products are obtained, using the same raw materials or the same industrial processes. To each establishment corresponds, in most cases, a physical or local unit (factory, works, mine, quarry, saltworks, sawmill, mill for processing agricultural produce, utc.). When in the same physical or local unit there were two or more units of production using different raw materials or different manufacturing processes (as can happen, for instance, with the minufacture of footwear and cardboard boxes for packing, cotton processing and the extraction of cottonsesd oil), two or more establishments were counted, provided that the different activities were so separated that it was possible to obtain the necessary information for each of the units of production concerned."

"Industrial processing value"

"The industrial processing value wee calculated by subtracting from the cost of production the sums spent on raw materials, packing and packaging materials, fuel, lubricants, electric power and contracted services, including amounts paid to workers working at home; as a result, this sum represents the value added to the value of the raw material and of the material consumed in production by the industrial operations performed in the establishment."

TABLE II

PROCESSING INDUSTRY: PERCENTAGE SHARE OF EACH BRANCH OF INDUSTRY IN TOTAL PROCESSING VALUE

Non-metallic minerals 7.4 8.0 6.7 5.0 Metallurgy 9.4 9.9 11.9 11.4 Engineering 2.2 2.6 3.5 3.3 Electrical and communications	1969	1964	1959	1954	1949	
Imgineering 2.2 2.6 3.5 3.3 Electrical and communications 1.7 3.4 3.9 6.4 Transport equipment 2.3 2.3 7.6 10.5 Wood 3.9 3.6 3.3 2.2 Purniture 2.2 2.4 2.2 1.6 Paper and board 2.1 3.0 3.1 2.5 Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 2.0 11.7 Cfothing, footwear and textile goods 4.3 4.2 3.6 3.1 Poodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	5.8	5.0	6.7	8.0	7.4	Non-metallic minerals
Electrical and communications equipment 1.7 3.4 3.9 6.4 Transport equipment 2.3 2.3 7.6 10.5 Wood 3.9 3.6 3.3 2.2 Furniture 2.2 2.4 2.2 1.6 Paper and board 2.1 3.0 3.1 2.5 Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	11.4	11.4	11.9	9.9	9.4	Netallurgy
equipment 1.7 3.4 3.9 6.4 Transport equipment 2.3 2.3 7.6 10.5 Wood 3.9 3.6 3.3 2.2 Purniture 2.2 2.4 2.2 1.6 Paper and board 2.1 3.0 3.1 2.5 Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	6.0	3.3	3.5	2.6	2.2	Ingineering
Wood 3.9 3.6 3.3 2.2 Furniture 2.2 2.4 2.2 1.6 Paper and board 2.1 3.0 3.1 2.5 Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	6.3	6.4	3.9	3.4	1.7	
Furniture 2.2 2.4 2.2 1.6 Paper and board 2.1 3.0 3.1 2.5 Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.3 1.4	8.7	10.5	7.6	2.3	2.3	Transport equipment
Paper and board 2.1 3.0 3.1 2.5 Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 12.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.3 1.4	2.6	2.2	3.3	3.6	3.9	Nood
Rubber 2.0 2.0 2.3 2.2 Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	1.6	1.6	2.2	2.4	2.2	Furniture
Leather, skins, etc. 1.3 1.4 1.1 0.8 Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 h2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	2.6	2.5	3.1	3.0	2.1	Paper and board
Chemicals 9.4 12.3 13.4 17.3 Textiles 20.1 18.4 h2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	2.1	2.2	2.3	2.0	2.0	Rubber
Textiles 20.1 18.4 b2.0 11.7 CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	0.6	0.8	1.1	1.4	1.3	Leather, skins, etc.
CTothing, footwear and textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	17.7	17.3	13.4	12.3	9.4	Chemicals
textile goods 4.3 4.2 3.6 3.1 Foodstuffs 19.7 16.1 16.6 14.6 Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	10.1	11.7	12.0	18.4	20.1	Textiles
Beverages 4.3 3.6 2.9 2.7 Tobacco 1.6 1.6 1.3 1.4	2.8	3.1	3.6	4.2	4.3	
Tobacco 1.6 1.3 1.4	12.9	14.6	16.6	16.1	19.7	Foodstuffs
	2.6	2.7	2.9	3.6	4.3	Bevorages
Deduction and multiplication of the second	1.5	1.4	1.3	1.6	1.6	Tobacco
LINATE an hantaging	3.0	2.1	3.0	2.8	4.2	Printing and publishing
Miscellaneous 1.9 2.4 1.6 1.2	1.7	1.2	1.6	2.4	1.9	Niscellaneous
TOTAL 100.0 100.0 100.0 100.0	100.0	100.0	100.0	100.0	100,0	TOPAL

SOURCE: Conjunture RoomOnice, September 1971, F.G.V.

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PER CER NAMUPACTURING INDUSTRY, NEAL GROATE RATES.

Average	5•5 10•7 5•5	14.0 15.3		0 0 0 0 0 0 0 0 0 0 0
69	5.44 5.44 5.44	34•5	10. 5	5-5-5- 5-5-5-1-5- 5-5-5-1-5-1-5-5-5-5-5-
68	16.1 32.5			10.0 0.0 10.0 10.0 10.0 10.0 10.0 10.0
61	0 2 4 5 2 4 4			
8	8.8 23.5	૾ૢૢૢૢૢૢૢૢૢ ૹૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢૢ	26.9 15.0	440% 440% 5080%
5	12.01	998 999 999	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	-10.0 -10.0 -4.7 -2.4 -7.4 -7.4 -7.4 -7.4 -7.4 -7.4 -7.4 -7
হা	7.0 4.1	0 1 0 1	, , , , , , , , , , , , , , , , , , ,	4.3 12.1 1.4 1.4 1.3
র	4 ~ ~ ~	-10.6 2.4	-0	0000000
3	3.9 20.3 10.7	10.7 24.8 18.2	23.0 23.0 23.0 23.0 23.0 23.0 23.0 23.0	4 5.9 0 5 5.0 0
5	6.7 9.3 24.1	24.1	21.7 21.3	7.3
8	21.2 21.2 21.3	27.3 28.4	2.2 2.5 2.5	7.7 2.0 2.7
3	2.5	3.2.5	1000 i	7.3 9.6 7.0
	Non-metallic minerals Metallurgy Engineering	Lectrost and communications equipment Transport equipment Wood	Feper and board Rubber Leather and skins Chemicals	Textiles Clothing, footwear Foodstuffs Beverages Tobacco

BOURCE: Conjunture Economice, September 1971, F.G.V.

ANDEX II

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A STUDY OF THE CASES OF INDUSTRIAL REORGANIZATION

FIRST CASE

Ganeral infernation

- 1.1 Enterprises involved
 - (a) Enterprise A:
 - (b) Interprise B.
 - (c) Enterprise C.

1.2 Programmes carried out

- (a) Merging of the enterprises:
- (b) Modernization and industrial expansion.

1.3 Government incentive

Exemption from income tax on appreciation resulting from the revaluation of goods stituting parts of the fixed assets of the enterprises at market prices, in the form vided for in Decree-Law No. 1,102 of 16 July 1971.

The enterprises

2.1 Enterprise A - one of the most traditional and oldest Brazilian metallurgical erprises. It was established in 1896 by a group of pioneers of British origin and many years occupied an outstanding position in our industrial sector.

2.2 It operated in a factory complex situated in the district of Sao Cristovao on edge of the urban centra, which consisted of plants for wire drawing, the manufacture ails, electrodes, stampings and hollow enamelware.

2.3 The installed capacity, taking all products into consideration, was 10,450 t/year action reached the level of 9,917 t in 1961, equivalent to approximately 95 per cent apacity. The entire wire-drawing production was intended for plants manufacturing s and electrodes - similarly, the entire output of stampings was consumed internally he manufacture of hollow enamelware. The nails, electrodes and enamelware were sold hird parties. 2.4 The enterprise had a capital of 21,125,000 cruzeiros, recerves of 35 million cruzeiros and fixed assets of 9,255,000 cruzeiros; it employed 635 persons and was managed by five directors, four of whom belonged to the family that owned the establish ment, that is to say controlled the voting capital. It was a public company.

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2.5 Enterprise B - this was an iron and steel enterprise established in 1925. It pir operated with two factories, one in the interior of the State of Hinas Gerais and the other in the State of Rio de Janeiro, ir the vicinity of the capital. Its activities also included metallurgy, beneficiation, re-afforestation, the production of charcoal and other ancillary activities. A large part of the inputs used upre produced by the is enterprise itself, such as for example, iron ore, limestone, dolomite, gypsum, charcoal gas and oxygen.

2.6 The Minas Gerais plant had a nominal capacity of 119,800 t/year; in 1971 it operated at 87 per cent of capacity. The plant in Rio de Janeiro State had a capacity of 96,600 t and operated at 92 per cent of capacity.

2.7 Enterprise B had registered capital of 35,100,000 reserves of the order of 26 million cruzeiros and fixed assets of 33,250,000; it employed 2,478 persons and was managed by five directors, three of whom belonged to the controlling family and were also directors of enterprise A. It was also a public company.

2.8 Enterprise C - a private company - was the controller of the group. It was established in 1956 and had registered capital of 15 million cruzeiros and fixed assets ac of 7,394,000. All the directors were members of the family that controlled or enterprises A and B.

3. The project

3.1 The new enterprise

3.1.1 The parties interested intended to morge the three enterprises and to establish a new enterprise under the name of Companhia Siderúrgica D', with headquarters in Rio de Janeiro, in the State of Guanabara.

The new capital would be 85 million cruzeiros, divided equally into ordinary and preference shares. The management would cease to be in family hands and a change would be made to a professional management, with an Executive Board consisting of specialist selected on the open market for the functions of production, finance and general management. The majority group would participate in the Board of Management, which would make regulations and issue guidelines on matters of general company policy. 2.2 Hencer and expansion rland

3.2.1 Since, under the conditions in which they operated, they were incurring ricus losses in operational efficiency, with all the attendent negative effects on the fitability of the enterprises, the parties concerned decided to transform them into ingle organization and to reformulate operational and management patterns with the sim operating on a larger scale.

3.2.2 The form chosen was the merging of the enterprises, based on a modernizan and expansion plan. The plan was worked out for execution in stages, and technical istance from European enterprises was available.

3.2.3 The phases of the plan were as follows:

(a) For enterprise B:

	Phase A		1970/1971
+	Intermediate programme		
	Phase B		1972/1973
(b)	For enterprise A:		from 1974
	First phase	a da se ∙ s	1972/1973
	Second phase	٥	from 1974

3.2.4 For enterprise E, phase A was to include the development of the blast aces, the open-hearth furnaces and other installations with the purpose of increasing production capacity for pig-iron, hot metal and rolled products.

3.2.5 The intermediate programme proposes a concentration of production of fron and steel in the Minas Gerais plant, and an increase in production capacity for d products, castings and forgings, now concentrated in the plant in Rio de Janeiro

3.2.6 Phase B would include: consolidation of specialization by the idual plants, expansion of the installation and perfecting of the process in order crease production.

3.2.7 For enterprise A, the programme would develop as follows: in the first the enterprise would re-equip the manufacturing plants with the aim of improving mality of the products and production capacity. In the second phase, all the plants in the manufacturing complex of the State of Owanabara would be transferred to the State of Rio de Janeiro; this change would free land of high value whose sale would finance part of the project.

3.2.8 This, in summary form is the expansion and modernization plan worked out by the enterprises, the principal benefits expected being indicated.

4. Assessment by the Government of the merger project

4.1 The enterprises presented the project mentioned to the Ministry of Finance as a basis for a request for exemption from income tax on the appreciation arising out of the revaluation of the fixed argets at market prices.

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4.2 The project was examined by COFIE, the body responsible for giving rulings regarding the merits of applications and establishing whether the requirement of being of interest to the national economy is met.

4.3 The request for exemption was drawn up according to the guidelines prepared COFIE, including the information regarding the project for merger and expansion. In the analysis, the following matters were dealt with, inter alia:

> The objectives of the merger The expansion programme The investment budget Sales The economic and financial situation Estimated value of assets Technical and managerial training Economic merit.

4.4 The enterprises emunciated the objectives of the merger in the following for "in the first place to unite the enterprises and in the second place, through the concentration of resources and efforts, as proposed, to achieve the following results:

Reduction of costs of production by the introduction of a acternization and expansion and expansion

Increase in operational efficiency through specialization in the plants and the integration of various plants; further training of manpower; utilization of more modern processes and equipment;

increase in an genule fifthing of continuous of the constant; using the rvices of qualified professionals in the Executive Beard; utilization of modern dataoccessing methods;

Greater profitability as a function of an increase in production, a reduction in erational costs and an increase in efficiency;

Increase in sales in the internal and external markets resulting from the increase production capacity and the improvement of the quality of the product;

Maintenance of low selling prices in the domestic market.

4.5 These objectives were considered to be perfectly viable, taking inte account analysis of the information presented.

4.6 The assessment of the expansion programme showed that its execution would have irect and immediate influence on production and costs and consequently on the ductivity of the enterprises. Considering the lines of production of the various nts and their location in relation to the sources of supply of inputs and the teting centres, the achievement of the profits quoted could be accepted as obvious. Was self-evident that the lack of physical and legal integration was responsible for inadequate utilization of available resources, which compromised profitability.

4.7 The merger - in the form proposed in the project, would make possible the blishment of continuous production lines, rationalization of the flow of materials finished products, economies in transportation and stocks and the other economies were mentioned.

4.8 The capital investment budget showed expenditure from 1972 of the order of 600,000 cruzeiros. Most of the resources would be of internal origin, that is to resources already available, resources to be generated during the programme jection of liquid profits) and resources generated by the disposal of part of the estate holdings. Considering that the transfer of manufacturing plants from the of Guesabara to the State of Rfo de Janeiro would free real estate in zones with bly rising values and that the development of sales and costs gave hope for a good At margin, the estimate had good changes of viability.

4.9 Analysing the achievements of the Brazilian iron and steel industry in the 1971 ess year and the market prospects, including exports, it was verified that the prises were in a position to achieve the projected aims. 4.10 Economic and financial analysis carried out from the point of view of the structure of the assets, the cost structure, liquidity, profitability and guarantee of capital by third parties showed a situation of equilibrium tending to improve with the introduction of the expansion plan. The analysis was carried out on the basis of data extracted from the balance sheet and trading account covering three business years, accompanied by certificates from external auditors.

4.11 The enterprises revalued only real estate. Such real estate comprised land and industrial buildings, houses and rural land. In fulfilment of a requirement of the COFIE regulations, evaluation reports were presented in which the real estate was described, mentioning its location, size and building specifications; in addition, the was an account of methodology adopted and the qualifications of the valuer indicating the extent of his responsibility for the work.

4.12 The management of the enterprises still belongs to the family group, with the consequence of a long period of stability in the management and considerable accumulation of experience. However, availing themselves of the advantages of professionalized management, those in control resolved to employ an Executive Board in the new enterprise reserving for themselves the function of formulating rules and guidelines with regard to general pelicy.

5. After analysis of the project as a whole, COFIE decided to rule that the plan for the merger of the enterprises was of interest to the national economy and transmitted to the Ministry of Finance with a recommendation that the exemption requested should be granted. The merger has already been given legal effect and the plan is being implement

SECOND CASE

1. General information

- 1.1 Enterprises involveds
- (a) Factory A(b) Factory E
- (c) Factory C
- (d) Factory D

1.2 Programmes carried out

- (a) Herger of the enterprises
- (b) Modernization and expansion

1.3 Government incentive

Financing by BNDE for the merger and modernization plans.

The enterprises

The enterprises were private joint-stock companies with family control of shares, located in the State of Santa Catarina.

The project

3.1 A general account of agricultural industry in Santa Catarina.

3.1.1 Agriculture represents almost 52 per cent of the product of the primary tor in the economy of Santa Catarina, which accounts for half of the income of the te Sugar cane is one of the eight main crops in the State, approximately 4,000 icultural properties being devoted to the cultivation of sugar cane, but it contributed reely 1 per cent of the income of the State.

3.1.2 Sugar cane growing in the State is located in the coastal area of rianopolis, in the lower Itajai valley, and in the **coastal** area of **Sac Francisco**. re are five plants as shown in the following table.

s Region		Quantities (in thousand sacks)		
region		ficial Nominal Stas capacity	Narvest 70/71	
Florianopolis coastal area	2	236 420	257	
Florianopolis coastal area	2	200 120	23	
Itajai valley	1	200 252	135	
Itajai valley	2	200 100	41	
S. Francisco coastal area		200 150	60	
Total	1,0	1,042	516	

3.1.3 Thus, with an installed capacity of 1,420,000 sacks/year, utilization was only 516,000 sacks in the last harvest. This represents a substantial loss in inco to the State.

4. The merger and modernization plan

4.1 Objectives

(a) Herger of four plants that account for 85 per cent of the installed capacity in the State of Santa Catarina, by means of the take-over of plant B by plant and the acquisition of the quotas of plants C and D, together with the establishment of a new enterprise - plant E, with an official quota of 836,000 sacks/year;

(b) Re-equipment and expansion of plants A and B in order to give them a nominal production capacity of 444,000 and 400,000 sacks respectively, for a period of 120 days of milling, each plant having a potential of up to 500,000 sacks for a period of 150/160 days of milling;

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(c) The formation of an adequate level of working apital owned by the enterprise itself in order to enable the new enterprise to produce and market its produ under economic conditions; and

(d) Improvement of productivity both of industrial installations and equipme and of sugar-cane plantations belonging to the enterprise itself and to third parties.

4.2 Capital investment

			Million cruzeir	28
	(a)	Fixed: Incorporation of enterprises	4.0	
		Studies and improvement of processes Modernization and expansion	0.2	
		- Hachines and equipment	7.6	
		- Construction and installations	1.9	
		- Agricultural sector	5.7	
· · · ·		Other	6.5 25.	9
		Working capital (circulating assets)	8.	5
4.3	Re sc	nrces	34•	4
	(a)	Enterprise's own resources		
		Existing	3•3	
		Sale value of land	1.0	
		Sale value of fixed assets	0.4	
		Reduction of liabilities	1.6	
		Re-investment	<u>7.3</u> 13.	6

(b) Resources from third parties BNDE/FMRI BRDF - rural credit

HRUF - rural credit

Assessment by BIDE of the marger project

5.1 Comments and conclusions

(a) The project involves the merger of (our of the five sugar mills in the ate with a closure of the activities of two of them (C and D) and the expansion of e other two (A and B), with the establishment of production plants located in areas itable for the cultivation of sugar cane and of sufficient size to obtain an economic ale of operations (1 million saoks/year);

(b) There is a rational plan for capital investment in the agricultural sector ned at achieving agricultural yields corresponding to those of other regions of the untry

(c) New cultivation areas would be added to existing areas, and a plan for listance to suppliers of sugar cane is also being carried out, with the purpose of uring supply commensurate with the forecasts for the expansion of the enterprise;

(d) The capital investment in real estate, equipment and installations should possible an improvement in the industrial productivity of two remaining plants, ch will achieve a minimum output of 400,000-500,000 sacks/year each;

(e) Other capital investment is being made by Federal and State bolies which tribute directly or indirectly to increasing the overall efficiency of the sugar e industry in the State;

(7) The development of the financial situation of plants A and B is favourable, pite the heavy investment in fixed assets carried out from 1969, and the existing mitments do not represent excessive burdens for the enterprise;

(g) The production of the plants, both of sugar and of alcohol, can easily marketed in Santa Catarina and Rio Grande do Sul and this situation should improve by tue of the production of granulated sugar for domestic consumption;

(h) The forecasts for the working capital formation necessary for the operation the enterprise in the coming seasons indicate that existing needs and possibilities the generation and harmessing of financial resources are compatible;

- 35 -

20.5

18.6

<u>. (.)</u>

(i) The management of the enterprise shows a good level of qualifications;

M

(j) Studies are envisaged for the perfecting of the enterprises' management and marketing systems, in order to establish the machinery for assistance to suppliers of sugar cane and to examine the desirability of using a diffuser in plant B;

(1) The merger plan will benefit the States of Santa Catarina (also leading to a substantial increase in the collection of tax on the circulation of merchandise) and of Rio Grande do Sul;

(m) The enterprise has the capacity to generate the necessary resources duri the entire period of implementation of this plan and to amortize any financing that it is to contract, as it possesses guarantees that are adequate and of the necessary level for the operation.

ANNEX III

Punds for assistance to stall and medium-sized enterprises

FIFME (HOR)

FAR - Working capital - (BRDE)

a materials programme (Banco do Brasil) (BB)

Working capital programme (BB)

707 (IB)

784 (38)

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Juarantee or "ave." by majority partners or a financial listiculus or in add tion to tangitue as urity (rear- usiste moritavi select or tradicr of title in truct-	
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6.05, 964-4. 6.009.	1. 20 per cent of the last business in the last business year. 2. 60 per cent 50 per cent of the weight i asles, cullated according to C.C.S.966-4). 3. 10,000 times the nightest minimum wage (billing per client).
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	 (a) Rural producers and related comperatives: Up to 100 ger cent of the ground of the project. (b) Industrial cent of the amount of the project. 				
มีครายระ มีคราย มีกาย กาย กาย กาย กาย กาย กาย กาย กาย กาย	Agriculture, atoor- resting and industry.	Anazonia Ocidental and Bahia.	Bankonia Ocidearia. and Bakis.	Amazonia Ocidental and Bahia.	
	a. Intustrial enterprises riated co-operatives.	Mr. Parters.	Associations of miber planters and others-	Wither planters.	
	Construction of warefrourses and slide for the riorage of tice, leane, millet.	Instantives for rubber cuitivetion.	Incentives for the Level Level 1 and	Collection of latex from native growth and plantations.	
		NUMER SUPERINTERERCY Promotion programs for the production of natural rubber	Frogramme of incentives for now factories	Later collection programme	

1. Peamily and industrial agricultury pr rearing pr 2. Centrol development 3. Organizat settlement 5. Mapplicat recources i structure.	FIRME (Special Industrial Financiat Are Short-term [Por the purchase of industrial an agricultural equ (of demetric or J origin, when the ariailar product country) as sell sedium and heavy for commituees and	Long-term of industrial equ of industrial equ whose value is eq or greater than 5 times the highest minimum wage curr the country, prod order by one or m manufartures, wi time-limit of not than 190 days.	Ministry Regimenting (National Housing Bank Hilling) (National Housing Bank Investment and conspiration therefuction of detts with a view to the reflection of operational costs.
 Fearibility studies and industrial and agricultural, agro- industrial and stock- rearing projects. Centrol and regional development programes. Organisation and settlement plane. Application of natural resources. Application of recources in the infra- structure. 	For the purchase or sale of industrial and sericultural equipment (of demestic or American origin, when there is not origin, when there is not a risilar product in the country) as well as of sedium and heavy chansis for omnibuses and lorries.	or sale Wuipment qual to 9,000 1,000 to Muced to More to tha a t less	
Projects covered by the priority criteria of the strategic development programe.	Public or prise.	Public or private bodies.	Enterprises producing. transporting and distributing building materials.
	• Triority: Industries producing capital goods and consumer goods and infrastructural services (tramsport and medical - hospital).	Figurity: Re-equipment of traditional industrial sectors.	Production, transporta- tion and distribution of builing materials.
	Up to 50 per cent of the investment in the case of industrial equipment; 75 per cent in the case of heavy chaesis; 30 per cent in the case of medium chaesis; 80 per cent in the case of minustrial equipment of American origin.	Up to 50 per cent in Up to 50 per cent in cent if the manufacturer is taking part in an international tender; up to 100 per cent when it includes the supply of Spare parts required under the regulations of an invitation to tender.	90 Jer sent from the BMM and - ser cent from the financial agency.
Six years, with one years moratorium (it special cament ten years)	 Industrial equipment it und medium and heavy und medium and heavy thirribulational origination thirribulational origination ing twelve monthete ing twelve monthete moratorium. Agricultaral equipment of with iselve monthet with iselve monthet articultural equipment of Mmerican origins (aiti iSALD resources): sixty monthes, including twelve monthes moratorium. 	If to eight years.	- Charles Control of the control of
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Repayment periods	Thirtweets monthe piae six monthe moratorian esteps amora onter this with am increase in fixed espirais in which obse the periods will be rea sume as those of FillYES	 (1) Fixed investment - Eight years and two years. (2) Sorsing capital - (2) Sorsing the month in the month in the second seco
छ स्म स्र म् म	10 rer cent from the BME and 10 rer cent from the Stammulal agenory.	 (1) Fixed invertment - Up to 60 per cent of the smont of the invertment. (2) Somerce and services Up to 30 per cent.
Sectors and areas serve 3	Frommetion of cuilding materials.	
Peneficiaries	Enterprises producing building materials.	Principation for the form
Purpose	Flrating of working	Initial attent extension of attention attention of proteinance erritons.
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