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# Entering the RTA Universe: Implications and Policy Options for Developing Economies

Submitted by: Kati Suominen, Consultant, Inter-American Development Bank



Workshop on Identifying and Addressing Possible Impacts of RTAs/FTAs Development on APEC Developing Member Economies Hanoi, Viet Nam 28-30 June 2005

#### Entering the RTA Universe: Implications and Policy Options for **Developing Economies**

## Kati Suominen, Consultant\* ter-American Development Bank

## **Motivation**

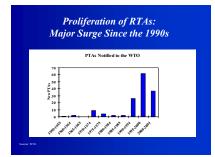
- Developing economies have joined the global and regional trade regimes *en masse* over the past decade
- However, the effects of RTAs on trade creation and developing economy incomes are not uniform
   Keys to making RTAs work include
- The design of RTAs (built-in commitments)
   Comprehensiveness and quality of implementation
   The overall policy environment, such as level of external
   tariffs and trade costs
- However, these are often developing economics' Achilles' heels <u>how to turn weaknesses into</u> <u>strengths?</u>

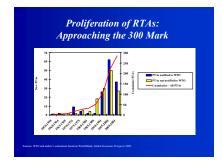
## **Organization**

- Rise of New Regionalism and developing economies
- П. Some impacts of RTAs on developing economies
- Harnessing RTAs' potential: tackling the Achilles' III. heels
- Designing and negotiating RTAs Implementing RTAs Enabling RTAs: fostering the trading environment
  - Thinking big:
    - Thinking beyond trade: RTAs as platforms for further cooperation Thinking global: APEC and Doha as organizing principles for RTAs

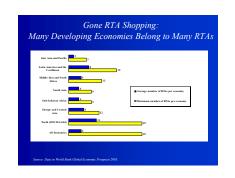
## Ι The Rise of New Regionalism

- Proliferation of RTAs and developing economies
- Key features of New Regionalism



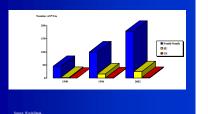


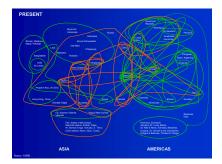




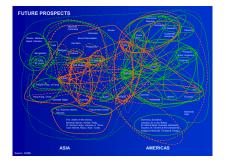


The bulk of RTAs are formed between developing economies





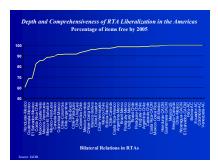




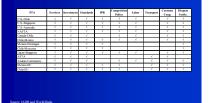
## Features of New Regionalism

- Unlike RTAs in the past, RTAs formed since the early 1990s are marked by:
   Deep and rapid liberalization
   Comprehensive liberalization (coverage of sectors)
   Comprehensiveness of issues (coverage of trade disciplines)

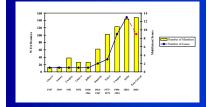
- RTAs universe: largely WTO compatible and WTO+
   RTA liberalization has been accompanied by MFN liberalization
   (non-discrimination à la APEC principles)
   RTA commitments often go beyond WTO commitments



## New Regionalism RTAs are Comprehensive in Coverage

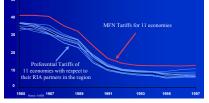


# Also WTO membership and complexity is growing—but RTAs may be able to handle more issues!



## RTA-WTO Compatibility

ntial liberalization + simultaneous MFN liberalization in Latin America Fast n



#### Further Compatibilities

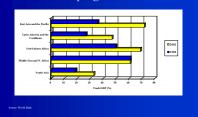
RTA progress on various issue areas are inherently good not only for (and for trading with) the RTA partners, but for *ALL* trading partners

- Trade facilitation
- Harmonization and "internationalization" of standards - Services liberalization, etc.

#### Some Implications of the RTA-Multilateral Interplay

- Average tariffs in developing economies have dropped from 29.9 percent in 1983 to 9.3 percent in 2003 (Martin and Ng 2004) Trade is increasingly relevant for developing economies policies surrounding trade increasingly relevant
- Proliferation of RTAs + global MFN liberalization = RTA tariff preferences are eroding
   However, RTAs are still deep and go well beyond tariff liberalization—and also often beyond the WTO commitments

## Growing Relevance of Trade for Developing Economies

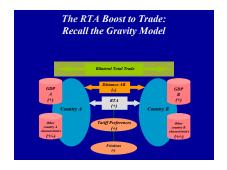


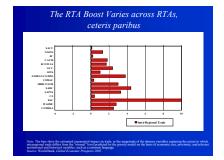
#### П Effects of RTAs/FTAs on Developing Economies: What Does Research Say?

- · Effects vary over time: short-term static vs. long-run dynamic effects
- Overall, good things go together: RTAs with increased intra-RTA trade also
  tend to have an increase in total external trade
- RTAs give a boost to bilateral/intra-regional trade
   Ifowever, the extent of RTA boost varies across RTAs and RTA members
   Some RTAs may risk trade diversion

RTAs can have several long-run benefits
 Investment
 TFP
 Security, etc.

[NOTE! Empirical research on the effects of the various RTA disciplines is very nascent!]





#### Why Does RTA Boost Vary across RTAs?

Extent and depth of RTA liberalization

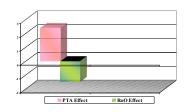
#### Exclu /exemptions Type of RTA commitments

- Recall! Restrictiveness of rules of origin Liberalization of services? Harmonization of standards? Cooperation on conformity assessments? Trade facilitation commitments?

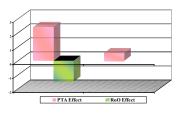
- Investment provisions?
- Effectiveness of RTA implementation
   Effectiveness of RTA implementation
   External policy frictions that may not be controlled for

   For example: high MFN tariff → access to cheap
   intermediate goods
   Intermediate goods

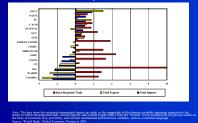
#### Trade Effects of RTAs with Rules of Origin



#### Trade Effects of RTAs with Rules of Origin



#### But Do RTAs Create (or Divert) Trade, ceteris paribus?



#### Why Might RTAs Divert Trade?

- High external barriers = MFN tariffs
- "Clubbishness" of the RTA: keeping outsiders out
- Recall: restrictive RoO in final goods ----> potential trade diversion in intermediate goods
- Some temporary issues not controlled for, e.g. simultaneous exchange rate appreciations among RTA partners
- Risks of trade diversion: getting bogged down to a sub-optimal equilibrium If trade centers on "regional goods" that ROW does not demand ⇒ vulnerabilit to ebbs in demand in the regional partner Missing out of opportunities to integrate into global production chains

#### Some Dynamic Effects

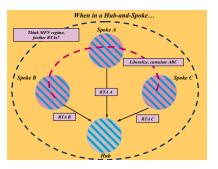
## Evidence: RTAs can impart long-term benefits—and benefits in high demand in developing economies

- Retts in high demand in developing continues Growth of FD, cep, when RTA market is large TFP growth, cep, when RTA provides for trech and knowledge diffusion (such as trade in knowledge-intensive goods) Security and peace, esp. when trade gams are large Intangibles: domestic policy credibility, mutual trust

- However, RTAs are not a silver bullet nor a substitute for domestic policies! Rather, they can cement and boost the gains from healthy domestic article. policies

#### Some Further Issues on RTA Boost: N-S or S-S Integration?

- N-S potential benefits: Economic complementarities Services liberalization Acquisition of international standards
- ndards irdy implementation ssibilities for technical operation
- cooperation Can boost credibility of domestic policy reforms
- Likely lower ex-ante trade costs
- Likely larger ex-post market
- Often exemptions in agriculture Risks of hub-and-spoke system
- S-S potential benefits: Potentially lighter implementation agenda Gains from trade opening great if high *e-cante* tariffs Major potential gains from trade facilitation Holps avoid hub-and-spoke traps Othen smull and similar wever: Often small and similar markets Often high *external* tariffs Services lib. less effect? Implementation? Often high trade costs



#### Some Further Issues: In Which Order? Sequencing Integration

- Sequencing commitments with RTA partners:
- Trade + investment + services liberalization = potentially powerful combination In general: the more different policy barriers cut at once, the better—BUT as long as there is capacity to implement it all!

- Sequencing RTAs (and MFN regime): Recall RTA preferences are croding However, remaining outside RTAA can be risky—plus recall RTAs' benefits beyond market access Br dako nord "getting in" is not enough!
- Implications: need to work on all fronts home, RTAs, and multilateral-at once

#### In Sum: What's Good for Welfare?

- Most studies concur: <u>multilateral liberalization</u> is the most welfare-enhancing trade policy option
- However, based on <u>open regionalism ( = RTA +</u> MFN tariff lowering), RTAs can be very potent!
  - Moreover, RTAs can help developing economies adhere and adjust to multilateralism—and foster their capacity to *participate in* and *shape* multilateral liberalization

### Ш Preparing to Integrate

- RTAs carry numerous disciplines 
   require capacity to *design, negotiate* and *implement* RTAs have economic effects 
   require capacity
- to adjust
- RTAs generate new opportunities 
   require
   - Capacity to create an enabling environment for RTAs - Capacity to take advantage of new opportunities

#### Designing and Negotiating RTAs

### Designing RTAs: Some Potential Ideas

- Think comprehensive
   Interplay of RTA disc
   A repertoire of discipl ne comprehensive Interplay of RTA disciplines with tariff liberalization can add to the trade boost A repertoire of disciplines – conducive to issue-linkages in negotiation stage However, if going "all-inclusive", pay attention to the details of each disciplines with care

#### age of investment and services provisions

- Think global

   In all previous on WTO semparability into the RTA.

   All previous GATT Art XXIV

   Alterrace is Cattern Valuation Code

   Premains of all prioris to for RIA with the parties, etc.

   Build compatibilities with prior RTA van dividi partiel, and with multilateral age

- mplementation mechanism and agenda in the agreement revisions of the RTA: mechanisms for future consultations ad/or su might be good in some areas (such as RoO)

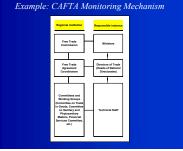
#### Getting Ready to Negotiate: Knowledge Is Power

- · Master the manifold trade disciplines
- Understand the Harmonized System
- · Know your home turf: domestic production processes and economic data
- Know your prior RTA and WTO commitments
- Consult with and include the private sector
- Build domestic political support = inform and include the entire government and the public at large
- Prepare early: build a system to monitor the implementation of RTA commitments

## Implementing RTAs

#### Implementing RTA Commitments

- RTAs require MONITORING = institutions and processes to ensure that RTA obligations will be implemented
- Note! Many S-S RTAs in particular have foundered due to lack of effective implementation
- Monitoring has several benefits
- Difforming has server an operating institutionalized channel or converse agreements translate into reality, to put out days dody first early, and adjust the agreement, if necessary Helps monitoring of multitateral commitments, as well Feeds into future RTA negotiations Well implements are conducive to further cooperation with the
- Good news: you can build monitoring mechanisms in the RTA



## What Do Monitorers Do?

#### Monitoring is multifaceted

- Coordination. Monitorers coordi Coordination Monitorers coordinate

   the marifield other densitie ignories involved in the implementation and/or administration
   de transformer and the implementation and/or administration
   de transformer and the commission, committees and/or technical working groups both at the
   domentic level and with the partner countries
   level and with the partner countries
   level and with the partner countries
   respiration. Monitorers verify that the domestic agencies and the partner country
   comply with the provisions of the common gargement.
   Communication. Monitorers reperformed and implement RTA commitments
   (origin certificates, standards, etc.)

#### Some Keys to Effective Monitoring from Latin A

Rigorous and clear pre-defined monitoring agenda

### Preparedness to negotiate

- he better the preparedness to negotiate a (realistic and good) agreement, he smoother the monitoring process tends to be
- High-quality monitoring staff
   Trained on modern trade direcplanes, preferably through having participate
  trade negatitations
   Elevable = able to rapidly "switch gears" (esp. when human resources scarce)
   Able to work horizontily accoss take durpline
   Able to work vertically accoss therachetal functions
   Andrea by continuity over time

#### · High-quality implementers

Well-trained staff across the government (ministries of agriculture, health, labor, finance, etc.)

#### Keys to Effective Monitoring Cont.

- Centralization of coordination tasks and information flows in the monitoring unit
- *Tie-breaker*: a strong decision-making nucleus within the executive branch to break political logjams between agencies
- Credible trade partner
   Partners with high domestic technical and political capacities to
   implement agreements Partners with economic weight: constitute an important share of the trade flows of their partners

#### Room for Peer Reviews?

Example: EU's Single Market Scorecard

#### Measures:

- The extent to which Single Market directives have been transposed into national law by each member state
- The average time it takes each member to transpose directives
- The extent to which members are cooperating with enforcement and problem solving

## Harnessing RTAs' Potential: Addressing Trade Costs

### RTAs amid High Trade Costs

Although RTAs eradicate POLICY BARRIERS, trade costs often continue holding back the economic benefits, <u>particularly in developing economies</u>

- - ation (get nd delays
- ory costs) nal standards fo ort operators (trucking etc.)

## What Do Trade Costs Do?

- Trade within national borders is still much greater than trade across borders—even where policy barriers and trade costs are low (EU economics, Canada, etc.) = indicative of the presence of trade costs
- The tax equivalent of trade costs can range between 30 and 105 percent, depending on the sector (Anderson and van Wincoop 2004; Evans 2001)
- High trade costs discourage investment and undercut the integration of local firms into global production chains (Faini 2004)
- In sum: trade costs are today costlier than trade policy barriers = trade can be markedly boosted through addressing trade costs







## And logistics quality and scale matter, as well! Ocean shipping times



### **Cutting Trade Costs:** Major Economic Benefits

- The benefit of lowering trade transaction costs (reducing insecurity, integrating services sectors, increasing competition) are several times greater than tariff reductions (Hoekman and Konan 1999)
- Further examples
- The estimated annual global savings if developing countries were to reduce by an average of <u>one day</u> the time spent handling all of their trade = US\$240 billion (Hummels 2001)

### What to Do? Trade Facilitation!

- Challenge: breaking the vicious cycle of high trade cost is low trade is high trade costs
- Trade facilitation is the key!

  - Reduce transport costs Improve ports facilities Streamline and modernize customs regimes Insert transparency and harmonize standards and regulations Improve information technologies

#### Manifold Benefits in the RTA Context

- Good news 1: trade facilitation is inherently good for open regionalism ( = lower trade costs help trading on ALL fronts with ALL partners)
- Good news 2: trade facilitation imparts DOMESTIC benefits
   Improvements in standards can raise health and safety levels
   Better logistics can facilitate transactions across the economy
- Good news 3: RTA formation and trade facilitation can be complementary The lower the trade costs, the greater the economic opportunities generated by RTAs (and by all trade liberalization) Trade liberalization can increase to joincia pressure for lowering transport costs and 2: incentives to invest in fostering transport and trade facilitation services

[Note! Border and port security requirements of the 21<sup>st</sup> century can be and can be made a win-win situation for trade facilitation: even if costs were higher, economic benefits from focused inspections, uses of technology, and lowered risk perception can be significant?

#### Using RTAs to Facilitate Trade

- Collective reduction of trade costs is found to have a greater positive effect to trade than unilateral measures [Note! Landlocked economies tend to inherently require regional solutions to trade costs!]
- Good news 4: RTAs can contain trade facilitation instruments Buil-in transport and trade facilitation (TTF) agreements Harmonization of standards and technical regulations Joint improvements in standards and conformity assessment systems Integration and competition in services

- Integration and competition in services Customs cooperation Simplification and harmonization of proceedares automation, single customs docume Advences to but WO (customs Valanco Agreement matual assistance, databases Transprances, and information availability of the legal tests, regulations, statistics Joint bracker posts Joint training centers Technical assistance (eqs) in VAS RTA(s)

Good news 5: APEC has ready expertise in trade facilitation

## In Sum: RTA Issues for Developing Economies

- Although intra-RTA tariffs have been brought down with New Regionalism, some policy horizon remains with as Rod and exceptions Sports and the Architecture of the Regionalism of the Archites' Heels of RTA implementation Tack relations
- Trade facilitation
   North-South RTAs can be of particular help in the process

- I control assistance
   I covering infact costs, etc.
   WUT recall: if in hub-and-spike N S system
   MYS therealization likely all the more important
   Seek compatibilities between your RTAM
   Sek compatibilities in know a regular to the spike regular tot th

Preferences are eroding AND RTAs are not the silver bullet: - boost competitiveness at home - seek MFS opening - think comprehensive WTO+ RTAs plus trade facilitation

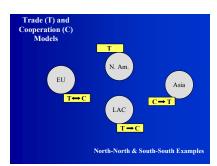


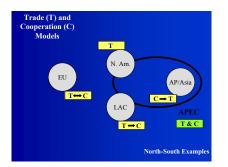
- Thinking beyond trade: using RTAs for further cooperation
- Thinking globally: using APEC and WTO system as organizing principles

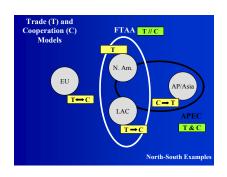
#### Thinking beyond Trade

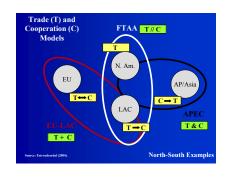
- RTAs EVOLVE -> can lead (and can be made to lead) to trade-related and other Ip routinize interactions among partners, building trust and facilitating the pursuit of oals
- further goals RTAs generate an infrastructure for cooperation: negotiations, implementation, common institutions can serve as a platform for further cooperation RTAs per ste may increase demand for other forms of cooperation by producing positive and negative externabiles
- RTAs can be conducive to the production of REGIONAL PUBLIC GOODS (RPGs)—that, in turn, can boost the RTA boost
- croeconomic coon ancial integration nsport networks rgy grids

- APEC's institutional infrastructure can be used to deliver more "C" for the production of RPGs









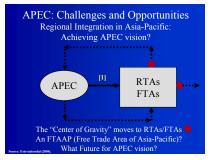
T and C Linkages			
MODEL:	Т	*	С
Regional Initiative	Objectives and Degree of Deepening T	Relationship between T and C: Instit. Dev.	Objectives and Degree of Regional C
EU T⇔C	"Full" T Integration	"High" Institutionality "Community Way" "Multilevel Issue"	RPGs
FTAA (Summit) T // C	"Classical" FTA +	"Low" Institutionality	GPGs
APEC T & C	Open Regionalism Principles	"Medium" Institutionality	Mix — RPGs and GPGs

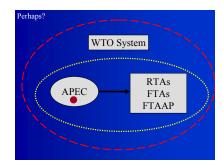
#### Thinking Global

- APEC: can be a powerful organizing principle for the Asia-Pacific RTAs, including through explicit commitments to open regionalism = sorting out the RTA spaghetti!
- WTO: Compatibility of RTAs and global trade system can be boosted in Doha
   MFN tariff lowering
   Improved multilateral monitoring of RTAs
   Could "shame" violators into adherence
   Could help developing countries keep track of their RTAs and
   rectify "implementation deficits"



APEC: Challenges and Opportunities Regional Integration in the Americas: The Role of the FTAA [1] RTAs FTAA FTAs [2] Is the FTAA still the "Center of Gravity" in The Americas?





#### Some References

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