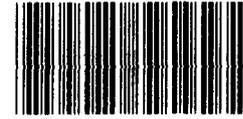


GAO

United States General Accounting Office

143740

Fact Sheet for the Chairman,  
Subcommittee on Oversight,  
Committee on Ways and Means,  
House of Representatives



143740

April 1991

EXPORT CONTROLS

U.S. Controls on Trade With Selected  
Middle Eastern Countries



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551129



National Security and  
International Affairs Division

B-243620.1

April 12, 1991

The Honorable J.J. Pickle  
Chairman, Subcommittee on Oversight  
Committee on Ways and Means  
House of Representatives

Dear Mr. Chairman:

As you requested, this fact sheet (1) describes U.S. export controls that apply to selected countries<sup>1</sup> in the Middle East; (2) summarizes U.S. licensing decisions on exports of dual-use items (i.e., militarily significant commercial items) to these countries; (3) provides data on levels of approved exports of dual-use items; and (4) provides summary data on overall U.S. trade with the selected Middle Eastern countries, including government-to-government sales of military items.

RESULTS IN BRIEF

Most countries in the Middle East are subject to similar controls on U.S. exports of dual-use items, munitions, and nuclear-related items. During the past decade, five countries covered in this report (Iran, Iraq, Libya, the People's Democratic Republic of Yemen,<sup>2</sup> and Syria), however, have been subject to stricter export controls primarily for foreign policy reasons. For these five countries, the U.S. government annually approved about 67 percent of all applications for exports of dual-use items during the past 4 years. In contrast, the United States approved an average of 94 percent of applications for dual-use exports to the other five countries.

The total number and dollar value of approved export licenses from 1987 through 1990 are shown in table 1.

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<sup>1</sup>As agreed with your staff, we are providing information on 10 Middle Eastern countries: Egypt, Iran, Iraq, Israel, Jordan, Kuwait, Libya, the People's Democratic Republic of Yemen, Saudi Arabia, and Syria.

<sup>2</sup>In mid-1990 the People's Democratic Republic of Yemen merged with the Yemen Arab republic to form the Republic of Yemen.

B-243620.1

Table 1: U.S.-Approved Licenses for Export of Dual-Use Items to Selected Middle Eastern Countries, 1987-1990

(Dollars in thousands)

<u>Country</u>	Approved licenses for dual-use items	
	<u>Number</u>	<u>Dollar value</u>
Egypt	1,208	\$ 1,018,616
Iran	451	300,197
Iraq	478	726,960
Israel	9,048	4,254,019
Jordan	446	259,828
Kuwait	762	470,762
Libya	342	259,833
P.D.R. Yemen <sup>a</sup>	58	5,250
Saudi Arabia	2,465	2,686,656
Syria	<u>142</u>	<u>25,807</u>
Total	<u>15,400</u>	<u>\$10,007,928</u>
Annual average	3,850	\$ 2,501,982

<sup>a</sup>P.D.R. Yemen denotes the People's Democratic Republic of Yemen.

Source: Based on data from the U.S. Department of Commerce.

During the past decade, total U.S. exports to the 10 selected Middle Eastern countries have averaged \$10.9 billion per year; this sum represented less than 5 percent of total annual U.S. exports. Of the \$10.9 billion in average annual exports to these countries, about \$3.2 billion per year represents government-to-government military sales.

Appendix I provides a more detailed discussion of U.S. export control policies for selected Middle Eastern countries and includes a schedule of foreign policy controls that affect these countries. Appendix II shows aggregate data on licensing decisions by the Commerce Department regarding the export of dual-use items to these Middle Eastern countries. Appendix III contains information on level of approved export licenses of dual-use items. Appendix IV provides data on foreign military sales. Appendix V contains economic data on the level of U.S. trade with the Middle Eastern countries reviewed.

SCOPE AND METHODOLOGY

To obtain information on current U.S. export control policies we reviewed applicable statutes, regulations, studies, and articles. We also spoke with officials from the Departments of Commerce, State, and Defense and the Nuclear Regulatory Commission. For a historical perspective on foreign policy controls for the Middle East, we reviewed the Department of Commerce's annual reports for export administration and foreign policy control reports for fiscal years 1981-1990.

We obtained statistical information from the Commerce Department on the number and dollar value of license applications for exports of dual-use items to selected Middle Eastern countries from October 1986 through December 1990. We requested similar data from the State Department on exports of defense-related items and services. However, the State Department could not provide us with this information in time to include it in the report. We compiled statistics from the Department of Commerce's and the United Nations' trade data bases to present an overview of the level and commodity structure of trade between the United States and the Middle Eastern countries reviewed. Finally, we used Department of Defense reports to summarize the extent of foreign military sales to the same countries over the past decade. We did not attempt to verify the data we obtained. We conducted our work during March and April 1991.

As you requested, we did not obtain written agency comments. We did, however, discuss certain aspects of the information provided with responsible agency officials and have included their comments as appropriate.

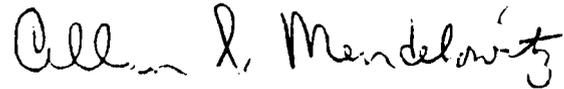
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Unless you publicly announce its contents earlier, no further distribution of this report will be made until 30 days from its issue date. At that time, we will send copies to other interested congressional committees and to the Secretaries of Commerce and State. Copies will also be made available to others on request.

B-243620.1

Please contact me on (202) 275-4812 if you or your staff have any questions concerning this fact sheet. Major contributors to this fact sheet are listed in appendix VI.

Sincerely yours,

A handwritten signature in cursive script that reads "Allan I. Mendelowitz". The signature is written in dark ink and is positioned above the typed name.

Allan I. Mendelowitz, Director  
International Trade, Energy,  
and Finance Issues

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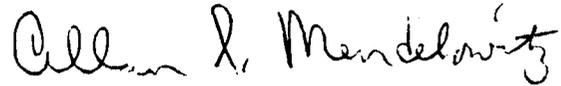
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Sincerely yours,

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Allan I. Mendelowitz, Director  
International Trade, Energy,  
and Finance Issues

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U.S. EXPORT CONTROL STATUTES AND POLICIES  
AFFECTING EXPORTS TO THE MIDDLE EAST

A variety of statutes provide the U.S. government with the legal basis to control exports to Middle Eastern as well as to other countries. The Export Administration Act of 1979, as amended, has been the primary authority for controlling U.S. exports of dual-use products and technologies--that is, militarily significant commercial products such as computers and aircraft. The Arms Export Control Act of 1976 and the Nuclear Nonproliferation Act of 1978 are the primary authorities for controlling exports of defense-related products and services and nuclear equipment and technology, respectively. Another statute, the International Emergency Economic Powers Act, can also be used to control exports, as was the case when it was recently invoked to impose the trade embargo against Iraq.

EXPORT CONTROL POLICIES UNDER  
THE EXPORT ADMINISTRATION ACT

The Export Administration Act of 1979, as amended, expired in September, 1990, but its provisions were continued in effect by Presidential Executive Order. Under these provisions, the President is authorized to establish export controls on dual-use items for national security and foreign policy reasons. National security controls are maintained on exports that could contribute to the military strength of potential U.S. adversaries. The United States, in concert with its allies, imposes controls on the export and reexport<sup>1</sup> of strategic commodities and technical data worldwide to prevent their diversion to countries designated as proscribed--basically the traditional adversaries of the United States such as the Soviet Union.

The Department of Commerce, in consultation with other agencies, administers the U.S. system for licensing dual-use exports and maintains a list of items subject to controls. Depending on the item involved and the country of destination, an exporter may be required to submit a license application to the Commerce Department to obtain government approval to export.

For export control purposes, foreign countries are classified into seven groups. With the exception of Libya, which has its own

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<sup>1</sup>A controlled commodity previously exported from the United States to a foreign destination that is to be reexported from the foreign country requires approval from the U.S. government.

country classification (primarily to impose specific foreign policy controls as described below), the Middle Eastern countries are all included in the same broad group. For countries in this group, prior Commerce Department approval is required for the export or reexport of commodities or technical data that (1) the United States and other Free World governments have agreed to control to Communist destinations in Europe and the Far East and (2) are believed to have high potential for strategic use, such as nuclear materials. The Commerce Department generally approves applications unless there is a significant risk that the commodities or data will be used in a way contrary to the objectives of a specific U.S. export control program.

In addition to controls imposed for national security reasons, the U.S. government may also impose export controls for foreign policy reasons. Most foreign policy controls relate to the broad issues of human rights, antiterrorism, regional stability, and chemical and biological warfare. The United States maintains other foreign policy controls for certain commodities and technical data to limit the proliferation of missiles capable of delivering nuclear weapons and to demonstrate a commitment to limiting the spread of nuclear arms.

Table I.1 describes those foreign policy controls applicable to Middle Eastern countries in 1990 (these controls, unlike national security controls, must be extended annually to remain in force). As indicated in the table, a number of foreign policy controls apply across the board to most country destinations, without specifying particular target countries. Some controls, however, such as those to achieve antiterrorism goals, have stricter application to certain countries in the Middle East.

Table I.1: U.S. Foreign Policy Controls that Also Apply to Middle Eastern Countries (Fiscal year 1990)

<u>Foreign policy control</u>	<u>Date initiated</u>	<u>Objectives</u>	<u>Type of commodities</u>	<u>Destinations</u>	<u>Control policy</u>	<u>Specific reference to Middle Eastern countries</u>
Human rights	June 1978	To prevent export of U.S.-origin equipment to countries whose governments do not respect internationally recognized human rights	Crime control and detection instruments, equipment, and related technical data not generally available to the public	All countries except North Atlantic Treaty Organizations (NATO) members*, Japan, Australia, and New Zealand	Case-by-case export license applications generally approved unless evidence shows (1) the government of the importing country may have violated internationally recognized human rights and (2) export controls would help deter such violations.	None
Anti-terrorism	December 1979	To distance the United States from nations repeatedly supporting acts of international terrorism and to prevent controlled items from contributing to the military strength of designated countries and their support of international terrorism	As specified, including items such as helicopters and certain aircraft	Countries designated by the Secretary of State as repeatedly providing support for international terrorist acts	Validated export licenses required <sup>b</sup> .	Iran, Libya, Iraq, and Syria were designated as nations repeatedly providing support for international terrorist acts.
Regional stability	1979	To prevent unintended U.S. contribution to regional conflicts and destabilization	Military vehicles and certain commodities designed for use in manufacturing military equipment	All countries except NATO members, Japan, Australia, and New Zealand	Export license applications generally approved unless evidence shows that the export would contribute significantly to regional destabilization.	None
Chemical warfare	April 1984	To prevent the United States from contributing to the proliferation and use of chemical weapons and to reinforce the 1925 Geneva Protocol on chemical weapons use. This control was imposed in 1984 to further the U.S. policies of opposing chemical warfare, maintaining neutrality in the Iran-Iraq war, and promoting a mediated end to the war.	Certain chemicals that can be used in the production of chemical weapons	All countries except NATO members, Australia, Austria, Ireland, Japan, New Zealand, and Switzerland	Validated export licenses required. Case-by-case applications approved when the United States is confident that the export will not be used for chemical weapons.	Specified destinations include Iran, Iraq, Syria, and Libya. U.S. export licensing policy is to deny exports to these countries.
Biological warfare	February 1989	To prevent the United States from contributing to the proliferation and prohibited use of biological weapons and to reinforce agreements reached during the 1972 Biological Disarmament Convention	Several classes of biological organisms that could be used in the production of biological weapons	All destinations except Canada	Validated export licenses required to all destinations except Canada. Applications generally approved unless there is reason to believe they will be used in biological weapons.	U.S. licensing policy is to deny applications to Iran, Iraq, Syria, and Libya.
Missile technology	April 1987	To limit the proliferation of missiles around the world, increase regional stability, and publicly convey the U.S.' firm resolve to address this issue of growing concern	Certain types of equipment and related technical data that could be used in the development and production of missiles capable of delivering nuclear weapons	All destinations except Canada	Case-by-case application considered to determine whether export could significantly contribute to proliferation of missile delivery systems. If so, authorization is denied.	None
Nuclear non-proliferation	March 1978	To further national security and foreign policy objective of discouraging the proliferation of nuclear weapons	Commodities that could be of significance for nuclear explosive purposes. Other commodities that the exporter has reason to believe will be used in such activities as designing, developing, fabricating, or testing nuclear weapons	All countries	Validated export licenses required.	None

\*NATO members include Belgium, Canada, Denmark, France, Germany, Greece, Italy, Luxembourg, the Netherlands, Norway, Portugal, Spain, Turkey, the United Kingdom, and the United States.

<sup>b</sup>A validated license is a specific grant of authority from the U.S. government to a particular exporter to export a specific product to a certain destination.

Source: U.S. Department of Commerce, Export Administration Annual Reports, fiscal years 1989 and 1990 (draft).

From an historical perspective, over the past decade Libya, the People's Democratic Republic of Yemen,<sup>2</sup> Syria, and Iran have been consistently singled out for additional foreign policy controls because of their support for acts of international terrorism. For the most part, these nations have also been subject to more restrictive export policies for products that may have a chemical or biological warfare application. In addition, Libya has been subject to a more stringent application of controls in order to demonstrate U.S. opposition to that country's support of terrorism, international subversive activities, and intervention in neighboring states.

In Libya's case, a validated license or reexport authorization is required to export most commodities or technical data. Some exceptions are made for items such as medicines, medical supplies, and food. The Export Administration Act's implementing regulations (also continued in force under the Presidential Executive Order) state that licenses will generally be denied for (1) items controlled for national security purposes and technical data related to such items, (2) oil and gas equipment and technical data not readily available from sources outside the United States, and (3) goods and technical data destined for the development and construction of the petrochemical processing complex at Ras Lanuf.

Table I.2 shows the years, since 1980, that these Middle Eastern countries have been targeted for more stringent foreign policy controls. Data on actual licensing decisions for dual-use exports to selected countries in the Middle East are summarized in appendix II.

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<sup>2</sup>The People's Democratic Republic of Yemen was subject to these additional foreign policy controls until mid-1990, when it merged with the Yemen Arab Republic to form the Republic of Yemen. The controls were lifted subsequent to the merger.

Table I.2: General U.S. Foreign Policy Controls That Directly Cite Selected Middle Eastern Countries (1981-1990)

Country and foreign policy control	Fiscal years									
	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
<b>Iran</b>										
Anti-terrorism				X	X	X	X	X	X	X
Chemical warfare				X	X	X	X	X	X	X
Biological warfare									X	X
<b>Iraq</b>										
Anti-terrorism	X									X
Chemical warfare				X	X	X	X	X	X	X
Biological warfare									X	X
<b>Libya</b>										
Anti-terrorism	X	X	X	X	X	X	X	X	X	X
Regional stability	X									
Chemical warfare									X	X
Biological warfare									X	X
<b>P.D.R. Yemen</b>										
Anti-terrorism	X	X	X	X	X	X	X	X	X	
<b>Syria</b>										
Anti-terrorism	X	X	X	X	X	X	X	X	X	X
Chemical warfare						X	X	X	X	X
Biological warfare									X	X

Note: A blank cell indicates that the foreign policy control was not in effect during the year or that the control did not target the specific Middle Eastern country.

Source: U.S. Department of Commerce, Export Administration Annual Report, fiscal years 1981-1989 and 1990 (draft).

EXPORT CONTROL POLICIES UNDER  
THE ARMS EXPORT CONTROL ACT

The Arms Export Control Act of 1976 authorizes controls over the commercial export of defense-related products, services, and data described in the U.S. Munitions List.<sup>3</sup> These controls are primarily aimed at promoting world peace and national security. The act also reinforces certain foreign policy controls, such as withholding munitions list items from countries that the Secretary of State has identified as repeatedly supporting acts of international terrorism.

The State Department, in consultation with other agencies, administers the U.S. system for licensing the export of defense-related products, services, and data. Specific export requirements, procedures, and types of products subject to control are set forth in the International Traffic in Arms Regulations, the implementing regulations of the Arms Export Control Act. Under these regulations, exporters of controlled items are required to obtain government approval before they can export any defense-related products, services, or data.

In general, the regulations state that U.S. policy is to deny export licenses to any area where the shipment of munitions list items would threaten world peace or the security and foreign policy of the United States. According to a State Department official, the current policy regarding munitions exports to the Middle East is to approve licenses only on a "limited selective" basis.

EXPORT CONTROL POLICIES UNDER  
THE NUCLEAR NONPROLIFERATION ACT

The Nuclear Nonproliferation Act of 1978 is the principal authority for controlling the export of nuclear-related items. Responsibility for approving exports of nuclear items is divided among several agencies. Commerce licenses dual-use items that may have nuclear application, and the State Department licenses items related to nuclear weapons. The Nuclear Regulatory Commission licenses exports of nuclear facilities as well as materials and parts that have unique nuclear applications. Finally, the

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<sup>3</sup>The U.S. Munitions List, published by the State Department, describes the types of arms, ammunition, and implements of war as well as related services and technical data that are subject to export controls.

Department of Energy authorizes the provision of technical assistance and information for nuclear technology to foreign countries.

The Nuclear Regulatory Commission must have State Department concurrence before issuing export licenses for nuclear production or utilization facilities such as nuclear reactors or plants or special nuclear materials such as plutonium and enriched uranium. A State Department official told us that the Department generally does not approve export licenses for nuclear equipment or technology to the Middle East, primarily because of the region's instability. According to this official, since 1982 only two export licenses for nuclear-related products to the Middle East have been approved. One license was approved in 1982 for \$40,000 worth of components for a research reactor in Egypt. The other was granted in 1983 for the export to Saudi Arabia of enriched uranium valued at less than \$1,000.

THE INTERNATIONAL EMERGENCY  
ECONOMIC POWERS ACT

In addition to the export control authority granted by the previously discussed statutes, the International Emergency Economic Powers Act gives the President sweeping authority to regulate international economic transactions to deal with threats to the national security, foreign policy, or economy of the United States. Since it was enacted in 1977, the act's far-reaching powers have been directed at six countries--Iran, Nicaragua, South Africa, Libya, Panama, and Iraq. Most recently, the act was cited as the basis for the President's imposition of an embargo on all trade with Iraq.

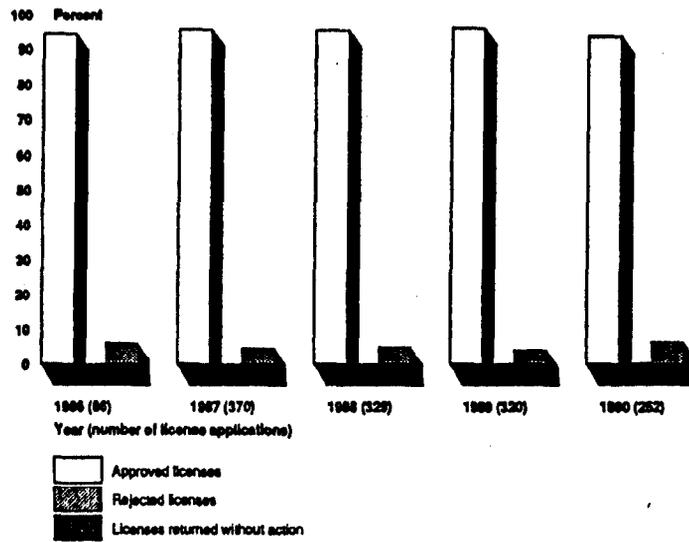
U.S. DECISIONS ON EXPORT LICENSES TO  
SELECTED MIDDLE EASTERN COUNTRIES

This appendix presents graphs to illustrate the relative frequency with which the U.S. Government has approved, rejected, or returned license applications<sup>1</sup> for dual-use exports to 10 selected Middle Eastern countries. The data represent applications received by the Commerce Department for individual validated licenses only; they do not include shipments made under broad licensing authority. Such shipments are not recorded by the Department. The information does, however, include approvals for reexports and for temporary licenses.

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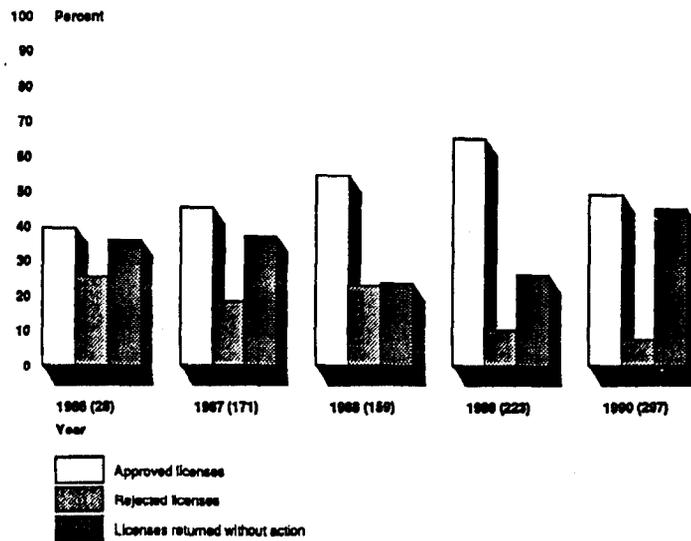
<sup>1</sup>License applications may be returned without action for a variety of reasons, including the withdrawal of applications by companies and the lack of adequate information provided by companies for the government to make a licensing decision.

**Figure II.1: U.S. Decisions on Export Licenses for Dual-Use Items to Egypt (1986-1990)**



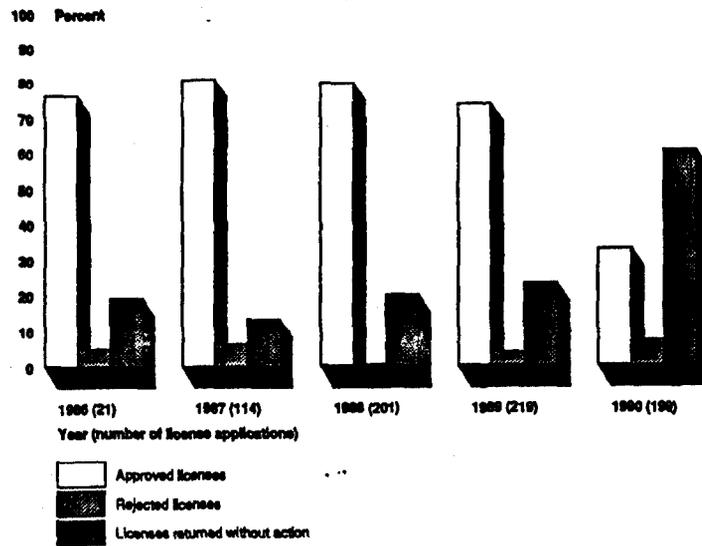
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 Source: U.S. Department of Commerce.

**Figure II.2: U.S. Decisions on Export Licenses for Dual-Use Items to Iran (1986-1990)**



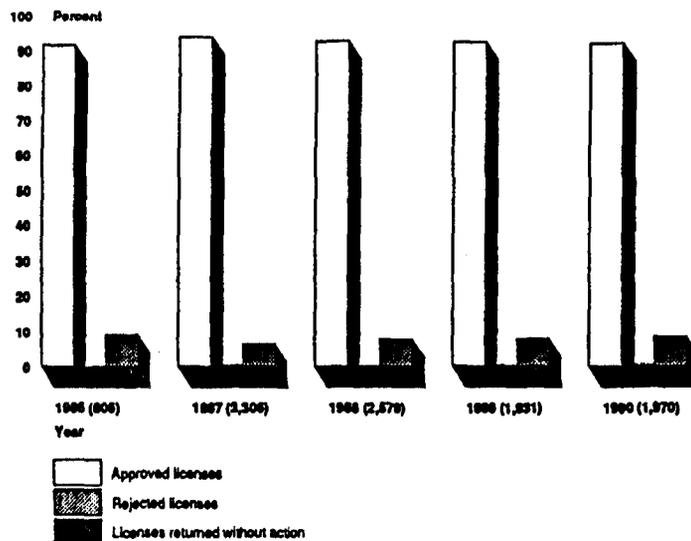
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 Source: U.S. Department of Commerce.

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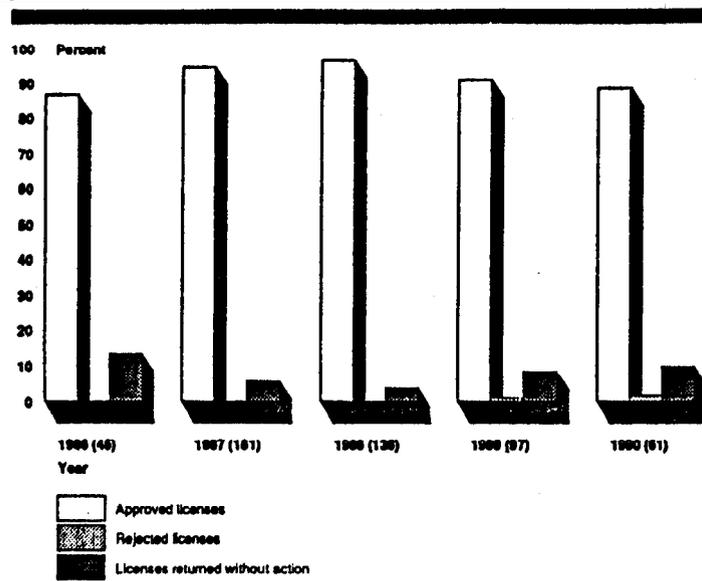
Notes: 1986 figures include licensing decisions only for the last 3 months of the year.  
 Numbers in parentheses denote total applications per year.  
 Source: U.S. Department of Commerce.

**Figure II.4: U.S. Decision on Export Licenses for Dual-Use Items to Israel (1986-1990)**



Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.  
 Numbers in parentheses denote total applications per year.  
 Source: U.S. Department of Commerce.

**Figure II.5: U.S. Decisions on Export Licenses for Dual-Use Items to Jordan (1986-1990)**

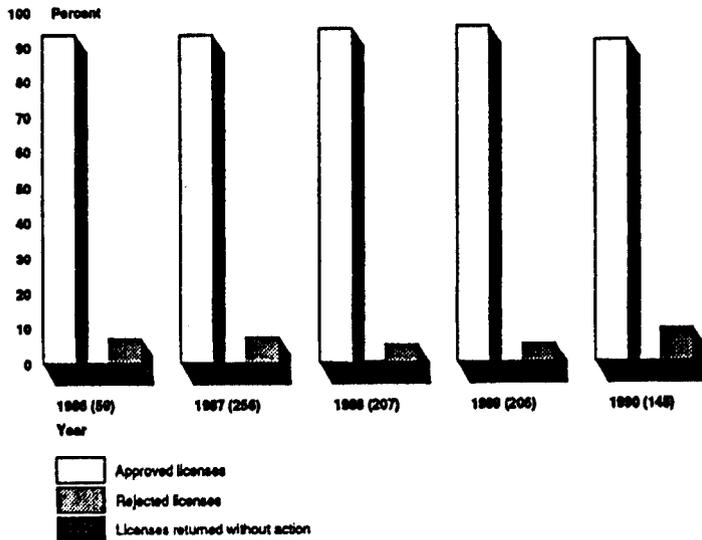


Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.

Numbers in parentheses denote total applications per year.

Source: U.S. Department of Commerce.

**Figure II.6: U.S. Decisions on Export Licenses for Dual-Use Items to Kuwait (1986-1990)**

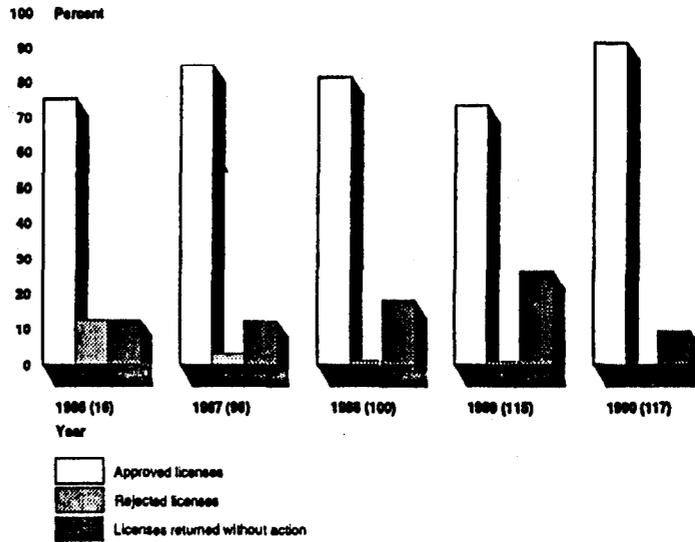


Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.

Numbers in parentheses denote total applications per year.

Source: U.S. Department of Commerce.

**Figure II.7: U.S. Decisions on Export Licenses for Dual-Use Items to Libya (1986-1990)**

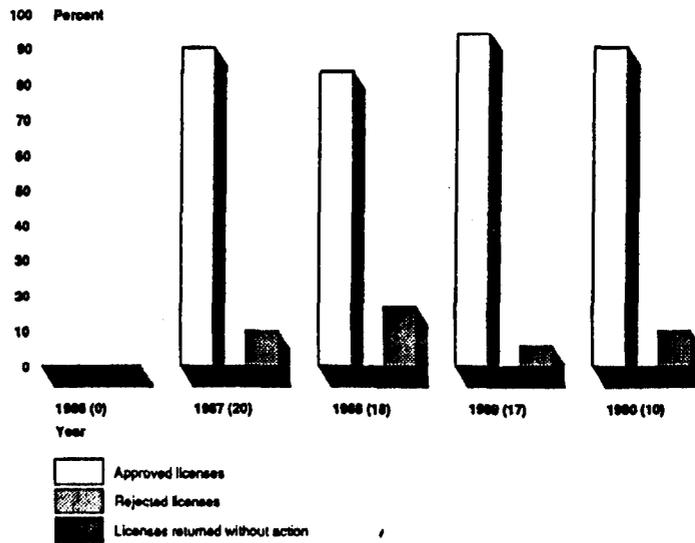


Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.

Numbers in parentheses denote total applications per year.

Source: U.S. Department of Commerce.

**Figure II.8: U.S. Decisions on Export Licenses for Dual-Use Items to P.D.R. Yemen (1986-1990)**

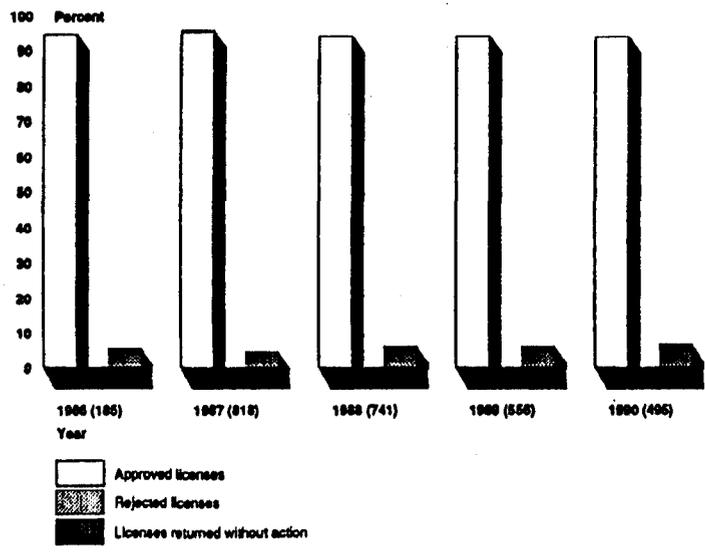


Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.

Numbers in parentheses denote total applications per year.

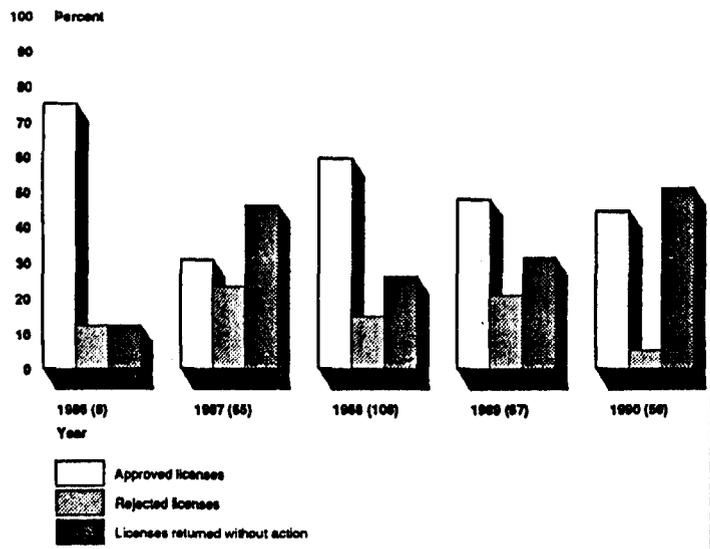
Source: U.S. Department of Commerce.

**Figure II.9: U.S. Decisions on Export Licenses for Dual-Use Items to Saudi Arabia (1986-1990)**



Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.  
 Numbers in parentheses denote total applications per year.  
 Source: U.S. Department of Commerce.

**Figure II.10: U.S. Decisions on Export Licenses for Dual-Use Items to Syria (1986-1990)**



Notes: Figures for 1986 include licensing decisions only for the last 3 months of the year.  
 Numbers in parentheses denote total applications per year.  
 Source: U.S. Department of Commerce.

APPROVED APPLICATIONS FOR EXPORTS TO  
SELECTED MIDDLE EASTERN COUNTRIES

Table III.1 shows that the value of approved licenses for the export of dual-use items to the 10 Middle Eastern countries we reviewed decreased from \$2.6 billion in 1987 to \$2 billion in 1990. A decrease in the value (and number) of approved licenses occurred for Egypt, Iraq, Israel, Jordan, Kuwait, P.D.R. Yemen, and Saudi Arabia.

Table III.1: Extent of Approved Applications for Exports of Dual-Use Items to Selected Middle Eastern Countries (Oct. 1986-1990)

(Dollars in thousands)						
Country	Oct.-Dec. 1986 <sup>a</sup>	1987	1988	1989	1990	Total
<b>Egypt</b>						
Approved applications	81	353	313	307	235	1,289
Dollar value	\$21,037	\$313,664	\$131,055	\$313,905	\$259,992	\$1,039,653
<b>Iran</b>						
Approved applications	11	77	86	144	144	462
Dollar value	\$1,035	\$22,412	\$26,031	\$99,644	\$158,110	\$307,232
<b>Iraq</b>						
Approved applications	16	92	160	161	65	494
Dollar value	\$1,190	\$111,653	\$540,240	\$59,882	\$15,185	\$726,150
<b>Israel</b>						
Approved applications	736	3,092	2,380	1,776	1,800	9,784
Dollar value	\$182,420	\$1,154,903	\$1,151,417	\$980,996	\$966,703	\$4,436,439
<b>Jordan</b>						
Approved applications	39	171	133	88	54	485
Dollar value	\$6,074	\$171,063	\$40,522	\$25,985	\$22,259	\$265,902
<b>Kuwait</b>						
Approved applications	55	238	196	196	132	817
Dollar value	\$15,312	\$119,953	\$185,860	\$102,238	\$62,711	\$486,074
<b>Libya</b>						
Approved applications	12	83	81	84	94	354
Dollar value	\$10,302	\$35,510	\$113,505	\$62,824	\$47,995	\$270,135
<b>P.D.R. Yemen<sup>b</sup></b>						
Approved applications	0	18	15	16	9	58
Dollar value	\$0	\$1,620	\$2,483	\$729	\$418	\$5,250
<b>Saudi Arabia</b>						
Approved applications	175	782	697	523	463	2,640
Dollar value	\$112,931	\$648,707	\$882,091	\$667,968	\$487,890	\$2,799,587
<b>Syria</b>						
Approved applications	6	20	64	32	26	148
Dollar value	\$2,791	\$2,638	\$11,590	\$7,668	\$3,911	\$28,598
<b>Total</b>						
Approved applications	<u>1,131</u>	<u>4,926</u>	<u>4,125</u>	<u>3,327</u>	<u>3,022</u>	<u>16,531</u>
Dollar value	<u>\$353,092</u>	<u>\$2,582,123</u>	<u>\$3,084,794</u>	<u>\$2,321,839</u>	<u>\$2,025,174</u>	<u>\$10,367,020</u>

<sup>a</sup>Figures for 1986 include licensing decisions only for the last 3 months of the year.

<sup>b</sup>P.D.R. Yemen ceased to exist in June 1990.

Source: U.S. Department of Commerce.

FOREIGN MILITARY SALES TO SELECTED MIDDLE EASTERN COUNTRIES

In addition to its commercial exports, the United States transfers military items and services overseas under the Foreign Military Sales Program. Under this program, the Department of Defense purchases articles and services from U.S. firms, takes title to them, and in turn sells the articles or services to approved foreign buyers. Foreign governments and international organizations can thus purchase defense articles and services directly from the U.S. government. According to a State Department official, these sales typically account for the biggest proportion of munitions exports to the Middle East. Table IV.1 shows the dollar value of foreign military sales deliveries, which are the total value of defense articles and defense services exported to the Middle East countries under review, for fiscal years 1981 to 1990.

As the table illustrates, no foreign military sales deliveries were made to Iran, Iraq, Libya, P.D.R. Yemen, or Syria during this period. Also, by far the largest deliveries were made to Saudi Arabia, followed by Egypt and Israel; these three countries accounted for approximately 95 percent of all deliveries.

Table IV.1: Foreign Military Sales Deliveries From the U.S. Government to Selected Middle Eastern Countries (1981-1990)

(Dollars in millions)

Country	Fiscal years										Total
	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	
Egypt	\$199	\$941	\$1,006	\$311	\$589	\$606	\$985	\$481	\$301	\$400	\$5,819
Iran	0	0	0	0	0	0	0	0	0	0	0
Iraq	0	0	0	0	0	0	0	0	0	0	0
Israel	998	837	258	214	479	190	1,295	750	232	159	5,412
Jordan	110	122	256	77	122	61	53	55	60	44	960
Kuwait	65	85	72	49	34	69	58	41	60	36	569
Libya	0	0	0	0	0	0	0	0	0	0	0
P.D.R. Yemen*	0	0	0	0	0	0	0	0	0	0	0
Saudi Arabia	1,430	2,156	3,836	2,103	1,369	2,240	3,229	996	635	895	18,889
Syria	0	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>\$2,802</b>	<b>\$4,141</b>	<b>\$5,428</b>	<b>\$2,754</b>	<b>\$2,593</b>	<b>\$3,166</b>	<b>\$5,620</b>	<b>\$2,323</b>	<b>\$1,288</b>	<b>\$1,534</b>	<b>\$31,849</b>

\*P.D.R. Yemen ceased to exist in June 1990.

Source: Department of Defense, Foreign Military Sales Reports.

GENERAL TRADE DATA FOR THE UNITED STATES  
AND SELECTED MIDDLE EASTERN COUNTRIES

Total U.S. exports to the 10 Middle Eastern countries reviewed has averaged \$10.9 billion per year over the past decade; this sum represented an average of less than 5 percent of total annual U.S. exports. During the same period, the United States imported an average of \$11.8 billion per year from the 10 countries; this sum represented an average of 3 percent of the total annual imports into the United States. While machinery and equipment accounted for the largest proportion of U.S. exports to the Middle Eastern countries reviewed, fuels was the largest commodity category of U.S. imports from these countries.

Table V.1 shows the level of trade (exports, imports, and trade balance) between the United States and the 10 Middle Eastern countries reviewed from 1981 through 1990. Table V.2 shows a breakdown of U.S. exports to the each of the Middle Eastern countries by major product categories, while table V.3 shows a breakdown of U.S. imports from the Middle Eastern countries by the same major product categories.

Table V.1: Overall U.S. Trade With Selected Middle Eastern Countries (1981-1990)

(Dollars in millions)

Country	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
<b>Egypt</b>										
Exports to	\$1,841	\$2,113	\$2,094	\$2,221	\$1,964	\$1,648	\$1,508	\$2,088	\$2,592	\$2,220
Imports from	412	569	325	183	84	115	497	241	248	431
Trade balance	1,529	1,544	1,769	2,038	1,880	1,533	1,011	1,847	2,346	1,789
<b>Iran</b>										
Exports to	300	121	190	162	74	34	54	73	60	166
Imports from	67	612	1,163	728	762	608	1,729	17	6	7
Trade balance	233	-491	-973	-566	-688	-574	-1,675	56	54	159
<b>Iraq</b>										
Exports to	913	842	511	663	426	527	674	1,142	1,147	712
Imports from	167	40	61	129	491	416	531	1,559	2,473	3,251
Trade balance	746	802	450	534	-65	111	143	-417	-1,326	-2,539
<b>Israel</b>										
Exports to	1,501	1,529	1,715	1,927	1,808	1,752	2,066	2,439	2,697	2,894
Imports from	1,272	1,205	1,294	1,807	2,198	2,502	2,723	3,065	3,322	3,397
Trade balance	229	324	421	120	-390	-750	-657	-626	-625	-503
<b>Jordan</b>										
Exports to	527	418	249	253	267	260	290	325	373	309
Imports from	2	7	5	4	15	11	12	13	10	12
Trade balance	525	411	244	249	252	249	278	312	363	297
<b>Kuwait</b>										
Exports to	894	859	694	563	484	628	476	650	844	390
Imports from	91	43	139	280	198	303	551	501	1,066	622
Trade balance	803	816	555	283	286	325	-75	149	-222	-232
<b>Libya</b>										
Exports to	809	301	191	200	310	46	0	0	0	0
Imports from	5,415	533	1	10	47	2	0	0	0	0
Trade balance	-4,606	-232	190	190	263	44	0	0	0	0
<b>P.D.R. Yemen*</b>										
Exports to	6	8	7	62	9	17	14	7	8	4
Imports from	1	1	1	18	1	0	1	20	2	20
Trade balance	5	7	6	44	8	17	13	-13	6	-16
<b>Saudi Arabia</b>										
Exports to	6,759	7,144	6,546	4,982	3,887	3,227	3,011	3,535	3,495	3,958
Imports from	15,217	7,862	3,840	4,009	2,020	4,046	4,864	6,187	7,706	10,721
Trade balance	-8,458	-718	2,706	973	1,867	-819	-1,853	-2,652	-4,211	-6,763
<b>Syria</b>										
Exports to	143	138	111	104	106	59	93	88	91	150
Imports from	88	14	10	2	2	10	68	42	108	57
Trade balance	55	124	101	102	104	49	25	46	-17	93

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<u>Country</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
<b>Total of 10 countries above</b>										
Exports to	<u>\$13,793</u>	<u>\$13,473</u>	<u>\$12,308</u>	<u>\$11,137</u>	<u>\$9,335</u>	<u>\$8,198</u>	<u>\$8,188</u>	<u>\$10,347</u>	<u>\$11,307</u>	<u>\$10,803</u>
Imports from	<u>22,732</u>	<u>10,886</u>	<u>6,839</u>	<u>7,170</u>	<u>5,818</u>	<u>8,013</u>	<u>10,978</u>	<u>11,645</u>	<u>14,939</u>	<u>18,518</u>
Trade balance	<u>-8,939</u>	<u>2,587</u>	<u>5,469</u>	<u>3,967</u>	<u>3,517</u>	<u>185</u>	<u>-2,790</u>	<u>-1,298</u>	<u>-3,632</u>	<u>-7,715</u>
<b>Percent of 10 countries' trade to total U.S. trade</b>										
Exports to	5.90	6.38	6.12	5.12	4.38	3.79	3.36	3.33	3.24	2.88
Imports from	8.38	4.30	2.55	2.12	1.62	2.08	2.61	2.56	3.06	3.62

\*Data for 1990 does not include trade data subsequent to the merger of P.D.R. Yemen and the Yemen Arab Republic.

Source: U.S. Department of Commerce.

Table V.2: U.S. Exports to Selected Middle Eastern Countries (1981-1989)

<u>Country and commodity category</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>Egypt</b>									
Total value of exports (dollars in millions)	\$1,941	\$2,113	\$2,094	\$2,221	\$1,964	\$1,648	\$1,508	\$2,088	\$2,592
	percent of total composition								
Food	48.71	35.84	43.27	36.04	37.89	41.77	42.33	36.33	34.99
Fuels	2.58	2.19	1.39	0.91	1.28	1.32	1.65	1.54	1.28
Other primary commodities <sup>a</sup>	5.60	5.24	5.66	8.86	10.44	9.33	5.75	5.21	5.48
Machinery and transport equipment	31.90	42.97	38.79	41.15	38.39	32.78	34.27	45.40	37.75
Other manufactures <sup>b</sup>	11.22	13.76	10.89	13.04	12.00	14.79	16.00	11.53	20.49
<b>Iran</b>									
Total value of exports (dollars in millions)	\$300	\$121	\$190	\$162	\$74	\$34	\$54	\$73	\$60
	percent of total composition								
Food	82.59	19.57	0.12	0.09	0.04	0.05	0.71	0	0
Fuels	0.69	0.64	0.15	0.10	0.60	0.07	0.09	0	0
Other primary commodities <sup>a</sup>	0.05	0.91	0.64	1.31	0.53	1.41	1.66	0	3.35
Machinery and transport equipment	8.63	62.42	88.84	76.45	76.07	83.70	40.48	24.24	43.96
Other manufactures <sup>b</sup>	8.04	16.46	10.25	22.05	22.76	14.77	57.07	75.76	52.69
<b>Iraq</b>									
Total value of exports (dollars in millions)	\$913	\$842	\$511	\$663	\$426	\$527	\$678	\$1,142	\$1,147
	percent of total composition								
Food	13.61	15.54	65.72	75.87	69.78	58.83	71.86	62.98	56.30
Fuels	0.72	0.72	0.84	1.15	0.08	0.12	0.09	0.16	0.22
Other primary commodities <sup>a</sup>	1.12	0.65	1.41	4.14	5.53	5.53	8.90	15.48	16.89
Machinery and transport equipment	77.37	73.40	26.82	13.44	20.51	30.59	15.26	14.81	17.42
Other manufactures <sup>b</sup>	7.80	10.30	5.49	5.68	4.11	4.93	3.89	6.57	9.17
<b>Israel</b>									
Total value of exports (dollars in millions)	\$1,500	\$1,524	\$1,712	\$1,922	\$1,807	\$1,751	\$2,065	\$2,439	\$2,696
	percent of total composition								
Food	21.85	21.26	16.98	15.14	13.97	13.98	12.27	12.99	10.48
Fuels	0.26	0.52	0.61	0.83	1.16	1.02	0.55	0.99	1.85
Other primary commodities <sup>a</sup>	6.96	4.57	3.10	3.65	5.02	3.55	3.30	4.34	4.31
Machinery and transport equipment	52.00	54.72	62.16	62.96	59.19	56.48	59.23	57.18	48.74
Other manufactures <sup>b</sup>	18.93	18.92	17.15	17.41	20.66	24.97	24.66	24.50	34.63
<b>Jordan</b>									
Total value of exports (dollars in millions)	\$527	\$418	\$249	\$252	\$267	\$260	\$292	\$325	\$373
	percent of total composition								
Food	12.16	17.11	31.25	36.77	17.72	20.57	16.62	23.69	41.06
Fuels	0.54	0.51	0.72	0.51	0.39	0.46	0.42	0.38	0.25
Other primary commodities <sup>a</sup>	0.85	1.03	2.23	1.70	7.93	8.06	15.03	15.61	7.87
Machinery and transport equipment	74.86	69.18	49.34	42.83	59.72	55.65	51.34	42.96	31.86
Other manufactures <sup>b</sup>	11.59	12.18	16.46	18.18	14.25	15.26	16.58	17.35	18.95

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<u>Country and commodity category</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>Kuwait</b>									
Total value of exports (dollars in millions)	\$894	\$858	\$692	\$563	\$484	\$628	\$476	\$650	\$844
	percent of total composition								
Food	6.68	4.17	9.87	9.21	8.10	5.44	8.04	6.01	6.83
Fuels	0.53	0.77	0.42	0.76	0.64	0.37	0.33	0.28	0.19
Other primary commodities <sup>a</sup>	5.28	4.36	5.37	6.61	8.30	6.40	8.96	7.75	6.85
Machinery and transport equipment	64.60	67.15	57.69	59.21	54.49	66.17	61.04	63.93	68.08
Other manufactures <sup>b</sup>	22.91	23.54	26.65	24.22	28.47	21.62	63	22.04	18.06
<b>Libya</b>									
Total value of exports (dollars in millions)	\$808	\$301	\$191	\$200	\$310	\$44	\$0	\$0	\$0
	percent of total composition								
Food	1.40	1.03	2.13	7.82	1.69	4.06	0	0	0
Fuels	0.10	0.07	0.28	0.51	0.09	0.03	0	0	0
Other primary commodities <sup>a</sup>	4.19	9.94	2.72	0.93	0.49	0.11	0	0	0
Machinery and transport equipment	72.96	60.78	69.62	74.67	80.08	78.71	0	0	0
Other manufactures <sup>b</sup>	21.35	28.19	25.25	16.07	17.66	17.09	0	0	0
<b>P.D.R. Yemen</b>									
Total value of exports (dollars in millions)	\$6	\$8	\$7	\$62	\$9	\$17	\$14	\$7	\$8
	percent of total composition								
Food	4.85	14.64	11.68	0.28	3.09	0.15	59.04	1.69	2.75
Fuels	0.30	0.30	0.01	2.06	1.07	0.90	0.21	1.39	0
Other primary commodities <sup>a</sup>	18.26	15.48	21.81	0.01	13.28	0	1.64	2.89	1.61
Machinery and transport equipment	45.89	54.94	46.15	71.75	45.17	53.45	23.66	51.14	50.36
Other manufactures <sup>b</sup>	30.71	14.65	20.35	25.90	37.40	45.50	15.46	42.89	45.28
<b>Saudi Arabia</b>									
Total value of exports (dollars in millions)	\$6,759	\$7,145	\$6,546	\$4,982	\$3,886	\$3,227	\$3,011	\$3,535	\$3,500
	percent of total composition								
Food	6.80	6.69	6.58	9.33	8.69	11.42	15.75	11.64	12.00
Fuels	0.89	0.58	0.49	0.50	0.28	0.22	0.31	0.36	0.32
Other primary commodities <sup>a</sup>	2.50	2.70	3.05	4.00	5.06	5.73	6.27	6.41	8.01
Machinery and transport equipment	63.37	63.12	63.12	60.04	64.26	61.13	54.20	56.62	49.81
Other manufactures <sup>b</sup>	26.44	26.91	26.76	26.13	21.71	21.50	23.47	24.97	29.87
<b>Syria</b>									
Total value of exports (dollars in millions)	\$143	\$138	\$111	\$104	\$106	\$59	\$93	\$88	\$91
	percent of total composition								
Food	22.82	31.98	11.07	33.88	40.80	12.88	11.45	6.17	17.11
Fuels	0.13	0.15	0.27	0.22	0.57	1.04	0.03	0.05	0.04
Other primary commodities <sup>a</sup>	7.96	9.09	13.07	6.74	3.01	3.64	1.84	1.80	3.57
Machinery and transport equipment	50.61	32.83	55.70	40.59	34.73	62.13	70.26	62.78	61.49
Other manufactures <sup>b</sup>	18.48	25.95	19.89	18.57	20.88	20.31	16.42	29.19	17.79

Note: Percents do not add to 100 due to rounding.

<sup>a</sup>Other primary commodities include food and live animals, beverages and tobacco, some inedible crude materials, oils, fats, and waxes.

<sup>b</sup>Other manufactures include chemicals, basic and miscellaneous manufactured goods, and goods not classified by kind (e.g., leather, dressed fur, and rubber, wood, and cork manufactures).

Source: United Nations Trade Data, Standard International Trade Classification Revision 1.

Table V.3: U.S. Imports from Selected Middle Eastern Countries (1981-1989)

<u>Country and commodity category</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>Egypt</b>									
Total value of imports (dollars in millions)	\$412	\$569	\$325	\$182	\$84	\$123	\$498	\$243	\$248
	percent of total composition								
Food	0.98	0.62	1.21	4.07	4.30	3.25	0.64	1.44	1.85
Fuels	86.38	93.97	85.34	60.47	51.53	49.94	74.69	58.67	51.21
Other primary commodities <sup>a</sup>	0.74	1.35	2.85	10.06	8.21	3.53	1.45	2.79	2.72
Machinery and transport equipment	0.02	0.00	0.13	0.12	0.28	0.38	0.14	0.30	0.79
Other manufactures <sup>b</sup>	11.87	4.05	10.47	25.29	35.68	42.93	23.08	36.79	43.43
<b>Iran</b>									
Total value of imports (dollars in millions)	\$66	\$612	\$1,167	\$730	\$762	\$612	\$1,755	\$9	\$9
	percent of total composition								
Food	13.62	2.22	2.27	7.69	7.20	3.95	0.79	7.59	0
Fuels	0	92.47	94.10	86.19	83.96	82.63	92.02	0	0
Other primary commodities <sup>a</sup>	28.80	1.35	1.28	1.52	1.32	1.50	0.83	4.06	0
Machinery and transport equipment	0.10	0	0	0.02	0.37	0.62	0.14	0	0
Other manufactures <sup>b</sup>	57.48	3.96	2.35	4.58	7.15	11.30	6.22	88.35	100.00
<b>Iraq</b>									
Total value of imports (dollars in millions)	\$167	\$42	\$61	\$129	\$491	\$473	\$526	\$1,605	\$2,557
	percent of total composition								
Food	0.90	11.65	4.30	2.07	0.24	0.04	0.16	0.04	0.09
Fuels	98.15	84.32	92.91	96.25	98.70	98.74	97.57	99.01	98.95
Other primary commodities <sup>a</sup>	0.21	2.99	1.28	1.36	0.08	0.19	0.12	0.05	0.02
Machinery and transport equipment	0	0.01	0	0.04	0	0	0	0	0
Other manufactures <sup>b</sup>	0.73	1.03	1.50	0.27	0.98	1.04	2.15	0.90	0.93
<b>Israel</b>									
Total value of imports (dollars in millions)	\$1,280	\$1,208	\$1,300	\$1,809	\$2,200	\$2,505	\$2,724	\$3,068	\$3,325
	percent of total composition								
Food	2.74	4.44	4.07	3.51	3.04	2.98	2.47	1.87	2.21
Fuels	0	0.01	0	0.01	1.03	1.32	1.07	1.12	0.46
Other primary commodities <sup>a</sup>	2.94	2.87	2.85	2.62	2.51	1.96	1.60	1.22	1.00
Machinery and transport equipment	23.94	26.72	24.95	26.84	25.99	24.69	27.37	27.99	25.50
Other manufactures <sup>b</sup>	70.39	65.97	68.12	67.02	67.43	69.04	67.49	67.79	70.83
<b>Jordan</b>									
Total value of imports (dollars in millions)	\$2	\$7	\$5	\$4	\$15	\$11	\$12	\$13	\$9
	percent of total composition								
Food	0.25	0	0.52	6.76	1.67	1.85	0.31	1.01	1.30
Fuels	0	0	0	0	0	0	18.93	36.90	0.05
Other primary commodities <sup>a</sup>	0	0	18.85	0.02	0.46	0.42	0.33	0.14	1.86
Machinery and transport equipment	18.54	10.47	6.35	10.17	26.26	29.03	22.38	21.14	7.87
Other manufactures <sup>b</sup>	81.21	89.53	74.27	83.05	71.61	68.69	58.05	40.81	88.91

## APPENDIX V

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<u>Country and commodity category</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>Kuwait</b>									
Total value of imports (dollars in millions)	\$91	\$43	\$139	\$280	\$198	\$307	\$569	\$507	\$1,041
	percent of total composition								
Food	2.83	3.09	3.59	3.01	1.42	0.29	0.31	0.17	0.08
Fuels	86.25	85.05	87.39	94.26	95.52	95.92	94.00	94.82	98.01
Other primary commodities <sup>a</sup>	0	0.04	2.13	0.05	0	0	0.22	0	0
Machinery and transport equipment	0.25	0.53	0.31	0.15	0.23	0.41	0.06	0.11	0.03
Other manufactures <sup>b</sup>	10.66	11.29	6.57	2.51	2.83	3.38	5.41	4.89	1.90
<b>Libya</b>									
Total value of imports (dollars in millions)	\$5,476	\$533	\$1	\$10	\$47	\$2	\$0	\$0	\$0
	percent of total composition								
Food	0	0	0	0	0.12	0	0	0	0
Fuels	99.81	99.19	0	88.87	88.15	0	0	0	0
Other primary commodities <sup>a</sup>	0	0	0	2.32	0	0	0	0	0
Machinery and transport equipment	0	0	0	0.03	0.09	0	0	0	0
Other manufactures <sup>b</sup>	0.19	0.81	100.00	28.77	11.64	100.00	0	0	0
<b>P.D.R. Yemen</b>									
Total value of imports (dollars in millions)	\$1	\$1	\$1	\$18	\$1	\$0	\$1	\$20	\$1
	percent of total composition								
Food	35.47	48.81	41.40	0.70	90.40	0	97.79	0	0.29
Fuels	3.13	0	0.09	98.49	0	0	0	97.90	91.26
Other primary commodities <sup>a</sup>	16.86	2.91	9.68	0.24	1.29	0	0	0	0
Machinery and transport equipment	20.67	4.37	14.07	0.15	2.22	0	1.21	1.78	3.34
Other manufactures <sup>b</sup>	23.80	44.05	34.77	0.42	6.09	0	0	0.32	5.11
<b>Saudi Arabia</b>									
Total value of imports (dollars in millions)	\$15,237	\$7,860	\$3,840	\$4,009	\$2,025	\$4,054	\$4,903	\$6,237	\$7,817
	percent of total composition								
Food	0	0.01	0.06	0.02	0.19	0.01	0	0.01	0.01
Fuels	99.78	99.21	98.40	98.49	89.85	95.01	97.00	97.59	97.79
Other primary commodities <sup>a</sup>	0	0	0.04	0.04	0.82	0.12	0.04	0.04	0.03
Machinery and transport equipment	0	0.02	0.04	0.06	0.14	0.22	0.08	0.03	0.05
Other manufactures <sup>b</sup>	0.21	0.76	1.47	1.38	8.99	4.63	2.88	2.33	2.13
<b>Syria</b>									
Total value of imports (dollars in millions)	\$87	\$11	\$9	\$2	\$3	\$9	\$66	\$42	\$108
	percent of total composition								
Food	0.26	0.82	2.86	7.64	8.06	3.20	1.23	2.18	0.12
Fuels	89.43	66.29	65.85	0	0	73.00	92.15	87.78	96.14
Other primary commodities <sup>a</sup>	9.43	22.27	19.17	43.19	49.00	0.54	0.20	2.96	1.50
Machinery and transport equipment	0.26	0.83	4.46	3.35	10.67	2.88	0.21	0.02	0.02
Other manufactures <sup>b</sup>	0.62	9.79	7.65	45.86	32.27	20.38	6.20	7.06	2.22

Note: Percents do not add to 100 due to rounding.

<sup>a</sup>Other primary commodities include food and live animals, beverages and tobacco, some inedible crude materials, oils, fats, and waxes.

<sup>b</sup>Other manufactures include chemicals, basic and miscellaneous manufactured goods, and goods not classified by kind (e.g., leather, dressed fur, and rubber, wood, and cork manufactures).

Source: United Nations Trade Data, Standard International Trade Classification Revision 1.

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