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Report of the Thirty-Seventh Session of the

COMMITTEE ON COMMODITY PROBLEMS

to the Forty-Third Session of the Council of FAO

Rome, September 1964



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

COUNCIL

FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS

CONSEIL

ORGANISATION DES NATIONS UNIES
POUR L'ALIMENTATION ET L'AGRICULTURE

CONSEJO

ORGANIZACION DE LAS NACIONES UNIDAS
PARA LA AGRICULTURA Y LA ALIMENTACION

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Forty-Third Session

Rome, 5 October 1964

REPORT OF THE THIRTY-SEVENTH SESSION OF THE
COMMITTEE ON COMMODITY PROBLEMS

Letter of Transmittal from the Chairman of the Committee on Commodity
Problems to the Chairman of the Council of the FAO

1 October 1964

Chairman of the Council of FAO
Food and Agriculture Organization
Rome, Italy

Dear Sir,

I have the honour to transmit to you herewith the Report of the Thirty-Seventh Session of the Committee on Commodity Problems, which was held in Rome from 22 September to 1 October 1964.

Yours faithfully,

D.W. Woodward
Chairman,
Committee on Commodity Problems

COMMITTEE ON COMMODITY PROBLEMS

REPORT OF THE THIRTY-SEVENTH SESSION

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INTRODUCTION

1. The Committee on Commodity Problems (CCP) held its Thirty-Seventh Session from 22 September to 1 October 1964. The Session was attended by the representatives of 24 Member Countries of the Committee, 26 Observer Countries and 15 International Organisations. ^{1/}

2. Mr. D. W. Woodward (New Zealand) was elected Chairman and Mr. M.L. Rahman (Pakistan) and Mr. G. Bula Hoyos (Colombia) were elected First and Second Vice-Chairmen, respectively, to serve for the 1964/65 biennium. The Committee was assisted during its session by a Drafting Group under the Chairmanship of Mr. M.L. Rahman (Pakistan) and by a Rapporteur on the world agricultural commodity situation, Mr. P.K. Mukherjee (India). The reports of the CCP subsidiary bodies were presented to the Committee as indicated below:

Consultative Sub-Committee on Surplus Disposal:	Mr. E.G. Valente (Argentina), Chairman
FAO Group on Coconut and Coconut Products:	Mr. Low Eng Chye (Malaysia)
Consultative Sub-Committee on the Economic Aspects of Rice:	Mr. V. de Azarta (Italy), Chairman
Joint Session of the FAO Group on Grains and the Consultative Sub-Committee on the Economic Aspects of Rice:	Col. M.L. Chuanchuen Kambhu (Thailand), Vice-Chairman
FAO Group on Grains:	Mr. Ahmed Barkat (Pakistan), Vice-Chairman, Eighth Session.
FAO Study Group on Jute, Kenaf and Allied Fibers:	Col. M.L. Chuanchuen Kambhu (Thailand), Chairman

The representative of the Director-General of the International Labour Organization (ILO) and the representative of the Executive Secretary of the General Agreement on Tariffs and Trade (GATT) made statements on the activities of their organizations of interest to the Committee. The Committee also heard a statement by Mr. R.E. Moore, Executive Secretary of the International Wheat Council.

3. The Committee adopted the Provisional Agenda for its Thirty-Seventh Session (CCP 64/1) deciding that the Provisional Report of the ad hoc Committee on Methods of Work of the Council of FAO would be discussed under Item VIII - Other Business.

4. The Committee took note of the conclusions and recommendations on commodity matters contained in the reports of the Fortieth Session of the FAO Council and the Twelfth Session of the FAO Conference.

^{1/} A list of participants is given in the Appendix to this Report.

5. The Committee was also informed of the discussions on economic development and commodity trade which took place at the Third FAO Regional Conference for Africa (Addis Ababa, September 1964). It noted the view of the Regional Conference that, in the light of the outcome of the United Nations Trade Conference, FAO's commodity work would be linked to a greater extent than in the past to problems of agricultural and economic development. The Committee took account of the conclusions of the Regional Conference in its discussions on the future work of the CCP (see III below). Specific recommendations on commodity matters are noted in the relevant sections of this report.

I. WORLD AGRICULTURAL COMMODITY SITUATION, PROBLEMS AND POLICIES

1. The General Situation and Outlook

6. The Committee reviewed the major developments in the world agricultural commodity situation and outlook on the basis of information contained in the FAO Commodity Review 1964 (CCP 64/6) and in a series of statements by delegates.
7. In 1963, world production of a number of major agricultural commodities rose further and a number of new records were established. Included among the latter were rice, meat, fats and oils, eggs, cocoa, tobacco, cotton, wool and hard fibers. Percentagewise, the largest increases were recorded in jute and sugar. However, both these commodities were recovering from serious setbacks in the previous season and output remained below the record levels of 1961/62.
8. On the other hand, the wheat harvest was nearly 6 percent lower than that of 1952. Milk production failed to advance for the first time in the postwar period, with consequent limitation of butter production, and coffee and rubber production were lower than in 1962.
9. Although the largest gains in production were made in the developed countries as a whole, the severe winter of 1962/63 and other adverse seasonal conditions caused sharp reductions in Western and Eastern Europe. Partly for this reason, the outstanding developments in trade in 1963 affected temperate products. Western Europe imported much more wheat than in the previous year and large purchases were made by the U.S.S.R., with the result that shipments by the major exporting countries were nearly 40 percent higher than in 1962/63. Exports of rice, coffee and rubber also increased, but the trade in sugar, cocoa, jute, butter and eggs contracted, due in some cases to supply shortages.
10. In the course of 1963, the downward movement in commodity prices, which had been continuing with only brief interruptions since 1958, was reversed. The most pronounced rise over the year occurred in the prices of food products, although agricultural non-food products benefitted also. Since prices of manufactured products remained more or less stable in 1963, there was an improvement in the terms of trade of primary producing countries. However, the rise in commodity prices reached its peak in January 1964 and since then there had been a continuing decline, the general level in August 1964 being lower than a year earlier.
11. The Committee found that the recent developments in agricultural production and trade had benefitted developing countries only to a limited extent. The increases in production were concentrated mainly in developed countries where, in some cases, efforts were being made to curtail output. In developing countries the increases were generally very small and fell short of the growth of population. In this connection, the Committee noted that, according to a recent publication of the United Nations on the demographic situation, the average annual growth of world population was slightly over 2 percent, meaning that in the less developed areas of the world it was higher than this figure. The Secretariat was requested to take due account of this population explosion, especially in the context of the developing areas, when reporting on the commodity situation and outlook.
12. The Committee also found that most of the pronounced price rises in 1963 had occurred in respect of commodities such as wheat, wool, butter and meat, which, though of importance to some developing countries, were of most importance to developed or high-income exporters. Prices of some important products of the developing countries, such as rice, rubber, tea, cotton, and jute, were actually lower than in 1962 or showed little change, although certain products of the developing countries, such as sugar and coffee, showed marked price rises. Moreover, the immediate outlook held no promise of another early recovery, since harvests in importing countries were more favorable this year and agricultural raw materials, particularly rubber and apparel fibers, remained under a threat from synthetics which gave every indication of intensifying.

13. The Committee was informed of recent policy changes in the United States and in the United Kingdom, the first affecting the price support programs for wheat and cotton and the second instituting new import arrangements for certain major agricultural commodities. The Committee was also advised of a recent liberalization in the Japanese import policy in respect of some agricultural products. On the question of national agricultural policies generally, the Committee emphasized again that the effects of these transcended the boundaries of the countries concerned and affected the international commodity situation, and that, in the framing of such policies, it was necessary to take due account of the likely effects on the export prospects of other countries, particularly developing countries.

14. A number of representatives stressed that improved and adequate access to all markets was a sine qua non for the healthy development of international trade in agricultural commodities. In this connection they referred to the further extension of the common agricultural policy of the EEC to cover beef and veal, dairy products and rice and expressed regret that the regulations for these products provided increased protection for domestic agricultural producers and processors ^{1/}.

15. Attention was drawn to the fact that in several cases the transactions in futures markets had increased considerably although the trade in the commodities involved had not substantially changed, and speculation was held partly responsible for the abnormal fluctuations of prices which were noted on these markets.

16. Some delegations expressed the view that policies of "laissez faire" could not solve commodity problems and that intergovernmental action was necessary to regulate markets and should be adapted to the nature of the commodities concerned, account being taken of the desirability of eliminating as far as possible imperfections in the present arrangements.

17. A view was expressed that the developing countries themselves should take appropriate steps to solve or to mitigate, to some extent, some of the chronic problems of low production, low income and lack of diversification of their economies. Representatives of developing countries acknowledged that they had to take action to improve the situation in their countries, but emphasized that the developed countries should give them opportunities for trade as well as the necessary assistance.

Projections

18. The Committee was informed of the progress of the Secretariat's work in the field of projections. It was noted that increasing emphasis was being placed in this work on the analysis of the effects of possible changes in policies. The Committee was also informed that this work on projections would in future be more closely linked with other parts of FAO's program of work. In particular, the projections for 1975 would provide a basic commodity framework for the elaboration of the world indicative plan for agriculture which was being undertaken in accordance with the recommendation of the FAO Conference. The Committee considered that every effort should be made to improve the reliability of the projections in order to avoid the world indicative plan being based on data that were too imperfect.

2. Five-Year Evaluation of National Agricultural Price Stabilization and Support Policies

19. The Committee considered a report on Developments in Agricultural Price Stabilization and Support Policies 1959-63, a five-year review which had been prepared instead of the customary annual review of such policies in accordance with a request made at its Thirty-Sixth Session (CCP 64/12). Data and information received from 34

^{1/} See I.4 Regional Economic Integration, paragraphs 42-44.

governments (six replies were received too late to be taken into account) together with published information available to the Secretariat formed the basis for an analysis of price stabilization and support policies over the most recent five-year period, as well as a preliminary evaluation of changes in these policies and in their implementation in the light of the Guiding Principles for Agricultural Price Stabilization and Support Policies adopted by the Eleventh Session of the Conference.

20. The Committee noted that on the whole there had been little material changes in basic policy objectives. In the developed countries there appeared to have been two trends. Some countries had intensified agricultural support policies to maintain farm incomes. Other countries were trying to reduce the cost of such policies and to avoid the further accumulation of surpluses by limiting either the crop area or the quantities eligible for price support. Most of the changes which had been reported were in methods of implementation.

21. In the developing countries policies were still largely oriented toward keeping down prices to consumers. On the production side the main objective was to encourage production to meet the expanding need of domestic consumption and to improve the international balance of payments by increased exports or import substitution. Attempts to raise agricultural incomes by support policies were seldom possible because of the weight of the agricultural sector and the limited financial resources of governments, and the object was rather to limit seasonal and other price fluctuations. Price support policies in the developing countries often failed to make their full impact on production because of the difficulties experienced in implementing them at the farm level.

22. The Committee emphasized that the statistics on support prices in the document had to be interpreted with caution, particularly with respect to inter-country comparisons. While over the period in question price support levels in absolute terms had risen in most countries, they had as a rule not kept pace or barely kept pace with increases in the general price level.

23. Comparisons of support or stabilized prices for certain grain products with average import prices were made in the document. These indicated that instances where this gap had widened, implying an increased need for protection, had been few. On the other hand, there had been a good many instances where the reverse was the case. In respect of other products for which similar comparisons had not been made in the report, several delegates emphasized that prices in many countries were still maintained at a level likely to encourage uneconomic production. On the export side, there appeared to have been some increase in export aids over the period.

24. Changes in methods of implementation appeared to have been mainly directed toward adjusting output more closely to demand, to regulating imports increasingly through variable import levies, to fostering exports through various export aids but also through improving export marketing systems and through greater resort to non-price support measures.

25. The Committee recognized that it was not always possible to assess the effects on international trade of changes over the last few years, or to give a clear indication whether they were in conformity with the Guiding Principles. Nevertheless, it felt that the Review contained much useful information and sound analysis and that it should be given wider circulation. It considered that the annual reviews of changes in price support policies should be continued and reports submitted to future sessions of the Committee though data on price levels might be shown over a series of years for comparative purposes.

26. It was decided that the present review should be revised in the light of the comments and additional information arising from the Committee's discussion or supplied to the Secretariat, and transmitted to all Member Governments for further comments and with a request for supplementary information for 1964. In particular, more complete information on non-price measures should be requested. On this basis, the Director-General was requested to submit an up-to-date revision of the Review at the next Session of the Committee.

3. Food Aid and Surplus Utilization

(i) Fourteenth Report of the Consultative Sub-Committee on Surplus Disposal

27. The Committee agreed that the Sub-Committee was continuing to play a useful role by keeping under review activities relating to surplus disposal in the light of the FAO Principles of Surplus Disposal. It noted with satisfaction that FAO Member Nations were giving continued support to the activities of the Sub-Committee - as indicated by the increase in the number of its members and the wide participation of observer countries and of international organizations interested in surplus disposal.

28. While there was general agreement in the Committee on the usefulness of - and indeed the necessity for - transfers of food supplies to developing countries in aid of their economic development or as emergency aid, such transfers had to be administered in accordance with the FAO Principles. Some delegates, however, pointed out that there was likely to be a need for food aid for some considerable time to come in view of the rapid population growth in developing countries, the lag in the growth of agricultural production relative to that of population and the rising per capita demand for food in these countries.

29. Particular caution had also to be exercised in the use of other forms of surplus disposal which could not be classified as aid in order to ensure that harmful interference with the normal patterns of production and trade might be avoided. It was noted that the interests to be safeguarded were in particular those of countries mainly dependent on the exports of agricultural commodities, many of which were developing countries, and of agricultural production in the recipient countries.

a) Consultations on Surplus Disposal Transactions

30. The Committee reaffirmed the usefulness of the procedures developed by the Consultative Sub-Committee for consultations on individual transactions involving surpluses. It was stressed that, to be fully effective, consultations between donor countries and the third party countries which might be affected by specific transactions should be provided for in the early stages of the formulation of the program.

31. The Sub-Committee had drawn attention in its report to some recent transactions for which bilateral consultations had not been carried out to the satisfaction of some third countries likely to be affected. The Sub-Committee had expressed its concern at what appeared to be a departure from the normal procedures. The Committee shared this concern and urged Member Nations to adhere fully to their undertakings in this respect.

32. The Committee noted with satisfaction a statement by the Delegate of the United States who, after explaining in detail the procedures for consultations adopted by his Government, reassured the Committee that it was the policy of the United States to offer opportunities for adequate and timely consultations.

33. The Committee noted that the agreements between the United States and countries receiving commodities under Titles I and IV of the United States Public Law 480, included, in order to safeguard the export interests of third countries, a provision requiring the receiving country to purchase during the period of the agreement specified minimum quantities ("usual marketing quota") from commercial sources on commercial terms. In some cases, however, a stipulation had been made seeking to safeguard commercial imports from the country making the concessional sale, thus restricting the freedom of the recipient country to import from any source. Some delegates considered that this practice constituted a "tied sales" provision which limited competition of third countries within the usual marketing quotas and expressed the view that it should be abandoned. The Delegate of the United States explained that his country did not seek to obtain through the use of this provision a competitive advantage over third countries,

but to maintain a traditional flow of United States marketings at commercial terms which otherwise might be lost, particularly in view of many deviations from free competition now prevailing in international markets for agricultural commodities.

34. The Committee noted the Sub-Committee's view that it did not seem practicable to establish effective consultative procedures, in the case of United States sugar procurement from countries importing agricultural commodities from the United States. Nevertheless, some delegates felt that it would be desirable to obtain additional information as to the size and the scope of transactions carried out under the provisions of the United States Sugar Act of 1962, as amended, in order that the element of surplus disposal they involved could be evaluated.

b) Study of "Grey Area" Transactions

35. The Committee noted with satisfaction that the Sub-Committee was making progress in its studies on "Grey Area" transactions, i.e. concessional transactions with commercial features and commercial transactions which included concessional features (e.g. credit concessions).

c) Case Studies on Effects of Surplus Disposal

36. At its Thirty-Sixth Session, the Committee had requested the Sub-Committee to consider the practicability of carrying out, with the co-operation of FAO Member Nations, some factual case studies to establish whether, and if so to what extent, international commercial trade had been appreciably affected by concessional transactions undertaken by various countries, taking into account the benefits conferred on recipient countries. The Committee noted the Sub-Committee's decision that it would undertake such studies only upon request by an interested country and that they should not be elaborate studies involving the whole field of economic development or broad aspects of national and international trade. The Committee agreed with this decision of the Sub-Committee.

37. The Committee noted with interest the statement by the Secretariat that further studies on the general aspects of the utilization of surpluses in individual countries (similar to those made in the past in Japan and Pakistan) were envisaged by the Joint Agriculture Division of the UN Economic Commission for Asia and the Far East and that the FAO Secretariat was considering the possibility of studying certain specific aspects of surplus disposal in its work on individual commodities.

d) Secretariat

38. The Committee felt that the increasing responsibility placed on its Consultative Sub-Committee on Surplus Disposal might require some strengthening of its Secretariat. It requested the Director-General to examine the staffing situation of the Sub-Committee and consider whether it was adequate to fulfill the tasks it was required to undertake.

(iii) UN/FAO World Food Program

39. The Committee heard a statement by a representative of the Executive Director of the UN/FAO World Food Program on the activities of this body. Sixty-nine countries had pledged a total of almost US \$92 million in commodities, services and cash to the Program. Projects with a total value of almost US \$31 million were in operation, another US \$20.7 million worth of projects had been approved either by the Executive Director or the Intergovernmental Committee, and sufficient additional project requests were under consideration to utilize all resources of the Program not reserved for possible emergency feeding operations or needed to pay administrative costs.

40. Five independent studies on various aspects of food aid were in preparation and, together with the Executive Director's appraisal of the operations to date and recommendations for the future, would go to governments members of the WFP Intergovernmental Committee, to the Director-General of FAO and to the Secretary-General of the United Nations in January. It was anticipated that, at the Seventh Session of the Intergovernmental Committee which would be held in April 1965, member governments, which will then have the recommendations of the Director-General and the Secretary-General in addition to the five independent studies and the Executive Director's report, would agree upon recommendations as to the future of the Program.

41. The Committee expressed its satisfaction with WFP Operations to date and its interest in being kept informed of its progress. Note was taken of the recommendation of the United Nations Conference on Trade and Development that attention should be paid to modifying the operations to bring benefit to food-exporting developing countries, as well as to food-deficient developing countries, by an expansion of cash contributions particularly from developed countries, for purchase of various foods, insofar as possible and economic, from food-exporting developing countries. Some of the implications of this proposal were mentioned.

4. Regional Economic Integration

42. The Committee took note of document CCP 64/16, which described recent regional integration developments in the European Economic Community and in other regional and sub-regional groupings throughout the world. The Committee welcomed the factual character of the paper submitted to it, in line with its previously-expressed wishes, and requested that further reviews of the same nature continue to be submitted to the CCP.

43. With regard to the European Economic Community, a number of countries expressed their continuing concern with the possible implications for future trade opportunities of the EEC's common agricultural policies, and especially that for rice. On behalf of the EEC countries the Committee was assured that every effort would continue to be made by the EEC to avoid damage to the trade of third-country exporters to the Community market. In this respect it was pointed out that since the adoption of the EEC common agricultural policy imports of agricultural commodities from third countries continued to expand.

44. The Committee noted with interest the observation of the Twelfth FAO Conference that comparisons of experience with regional arrangements in different parts of the world, especially so far as agriculture and agricultural trade were concerned, would be particularly valuable in furthering economic growth. It also noted the request of the Third FAO Regional Conference for Africa for assistance from FAO in studying the commodity flows between countries of that continent, in association with the Economic Commission for Africa and the Organization for African Unity. The UN Conference on Trade and Development had placed considerable emphasis on the role of regional economic integration in promoting the trade and development of developing countries. With these points in mind, the Committee noted the Secretariat's proposal, in the context of its future reviews of regional integration schemes, to include a more analytical treatment of the commodity aspects of such schemes, especially of developing countries. Studies along these lines could provide the governments of these regions with a sounder basis for assessing the commodity implications of existing or prospective regional integration schemes and thus could be of significant use in expanding international trade and overall economic growth.

II. REVIEW OF COMMODITY STUDY GROUPS AND OTHER MATTERS RELATING TO INDIVIDUAL COMMODITIES

1. Grains and Rice

a) Joint Session of CCP Consultative Sub-Committee on the Economic Aspects of Rice and the FAO Group on Grains

45. The Committee noted with appreciation the report of the Joint Session of the CCP Sub-Committee on the Economic Aspects of Rice and the FAO Group on Grains (CCP 64/8) held in May 1964. The Joint Session which had discussed two items, changes in patterns of consumption of cereals and starchy roots and inter-relationship between grains and rice in international trade, had been valuable in clarifying problems of common concern to the two Groups, as well as in bringing out the differences in the basic conditions affecting the world rice and grains economies. It had brought to light several important issues on which further research was needed and the Committee made a further suggestion that the Director-General should consider the feasibility of further studies on the comparative nutritive values of rice and grains. The Committee also agreed with the suggestion of the Joint Session that the Director-General should examine the possible means of encouraging an expansion of trade in rice between developing countries as part of the general issue of trade and development in the UN Development Decade. The Committee agreed that it would be desirable to hold a similar joint meeting of the two Study Groups within a few years' time to reassess the situation in the light of changing circumstances.

b) FAO Group on Grains

46. The Committee considered the reports of the Eighth and Ninth Sessions of the Group on Grains, held in Rome in July 1963 (CCP 64/4) and in May 1964 (CCP 64/9). The Group had carried out its customary reviews of the world grain situation and outlook and of developments in national grain policies. It had made a detailed study of the feasibility of intergovernmental arrangements for coarse grains and had begun an examination of national grain policies with reference to FAO Guiding Principles for Agricultural Price Stabilization and Support Policies. The Group had also initiated a study of the economic problems associated with the establishment of grain processing industries in developing countries. The special position and problems of durum wheat in the world wheat economy had been kept under review in co-operation with the International Wheat Council. The Group was also continuing its work on grain utilization as a basis for an assessment of trends and prospects for grains. The Committee recorded its appreciation of the work of the Group.

47. Several delegations representing major exporting countries stated that they saw no need for the Group on Grains to meet before the next Session of the CCP (see paragraph 88).

c) CCP Consultative Sub-Committee on the Economic Aspects of Rice

48. The Committee reviewed the report of the Eighth Session of the Consultative Sub-Committee on the Economic Aspects of Rice, held in Rome in May 1964 (CCP 64/7). The Sub-Committee had made its usual detailed survey of the current world rice situation and had approved a program for a second comprehensive trend study of the longer-term outlook for production, consumption and trade. As part of the Sub-Committee's approach toward a harmonization of national policies, it had initiated the procedure of receiving periodic progress reports from Member Governments on their rice development programs and there had been a useful exchange of views on the likely operation and international effects of the new Rice Regulation of the European Economic Community. The Sub-Committee had also discussed some of the economic aspects of

rice processing, which would be included in its future program of work, as well as the proposed International Rice Year (see below). The Committee expressed its satisfaction with the active and useful program being carried out by the Sub-Committee.

d) Proposed International Rice Year

49. At its Twelfth Session the FAO Conference had examined the proposal for an International Rice Year which had been made by the Consultative Sub-Committee on the Economic Aspects of Rice through the CCP and the FAO Council. While endorsing the proposal in principle, the Conference had requested the Director-General to seek the further views of governments. The Committee was informed of the consultations which the Director-General had since undertaken through the Technical Working Parties of the International Rice Commission and the CCP Consultative Sub-Committee on the Economic Aspects of Rice, and through correspondence with governments. It noted that the matter would be considered in the near future by the FAO Council, to which the Director-General was submitting proposals as to the steps by which the scheme could be implemented.

2. Dairy Products

50. The Committee considered the Fifth Annual Review of National Dairy Policies (CCP 64/10/1). It agreed that the annual reviews of national dairy policies were valuable and should be continued, and that for the next session a general review of policy changes during the past five years should be prepared.

51. Some delegates referred to the recent increases in producer prices of milk in several countries and expressed the concern that these increases, prompted by a temporary decline in milk production, might have longer-term effects, leading to a surplus situation in the future. It was suggested in this connection that the Secretariat might be able to assist Member Governments through the development of more detailed stock estimates.

52. The Committee noted the Summary of World Cheese Surveys (CCP 64/10/2), and the working papers (64/1, 64/2 and 64/3) on the cheese markets in the United Kingdom, Australia, New Zealand, Canada and Continental Europe. The Committee requested the Secretariat to continue this work and to submit the papers to the governments concerned for comment. It also asked the Secretariat to prepare a general study of the world cheese economy on the basis of the working papers. The Committee felt that a meeting of government experts to discuss the cheese reports was not necessary at this stage and decided to consider this question after the study was available.

53. The Committee received with interest a paper on the substitution of vegetable fats for milk fats in dairy products (CCP 64/10/3) describing the situation of "filled" or imitation milk and related products in certain countries and asked the Secretariat to keep the subject under review. Some delegates expressed concern regarding the situation and mention was made of the need for proper identification and labelling and of the impact of milk substitutes on the establishment of dairy industries in developing countries.

54. The Committee also received a progress report on the economic effects of dairy development in developing countries (CCP 64/10/4) and asked the Secretariat to proceed with its preparation of a comprehensive analytical study based on the country surveys. Several delegates pointed to various problems relating to the availability of skim milk powder locally, training of personnel, etc. which should be treated in this report and considered that the study could provide a useful basis for determining general principles for the establishment of milk schemes in developing countries. The Committee requested the Secretariat to submit the country surveys to governments concerned for comment.

3. Coconut and Coconut Products

55. Under this heading the Committee considered two questions: the continuation of the FAO Group on Coconut and Coconut Products and the extension of its work to include other oils and fats. The Committee had before it the Report of the Fifth Session of the Group (CCP 64/5) and the request of the Third FAO Regional Conference for Africa inviting the Committee to consider setting up comparable intergovernmental machinery for other oil-seeds and oils or, alternatively, to extend the present terms of reference of the FAO Group on Coconut and Coconut Products to cover the field of fats and oils as a whole.

56. In light of the Report of the last Session of the Group and the wide measure of support given to the Group by Governments, the Committee agreed that it should continue in existence.

57. The Committee also recognized that the interchangeability of individual fats and oils in a wide range of uses limited the usefulness of considering the basic economic problems affecting any one oilseed or oil in isolation. It was also recognized that oilseeds and oils other than copra and coconut oil contributed substantially to the export earnings of many developing countries, particularly in Africa and Asia. There was a wide measure of support in principle therefore for the proposal to extend the scope of the FAO Group on Coconut and Coconut Products to other fats and oils. In view, however, of the complexities involved, the Committee felt that, before it could come to a conclusion on this matter, the implications and feasibility of such an extension should be examined in detail and reported to it.

58. It was therefore agreed that the agenda of the next session of the Group should provide for an examination of the scope of the problems faced by the major producers of fats and oils, and for a consideration of the most appropriate way in which these problems could be studied at the intergovernmental level. In this connection, a number of delegates stressed that their countries wished to give special emphasis to problems of vegetable oils and oilseeds. The Secretariat was requested to prepare for this session a review dealing as widely as possible with the practical issues involved. The Director-General was requested to extend invitations, beyond the present members of the Group, to other countries substantially interested in production and consumption of, or trade in, other oilseeds and oils.

59. The Group should make recommendations for consideration by the Committee at its Thirty-Eighth Session as to which, if any, additional commodities should be covered and suggest a program of work, bearing in mind the need to concentrate attention on key economic issues where international cooperation might be fruitful.

4. Cocoa

60. The Committee expressed its regret at the lack of success of the United Nations Cocoa Negotiating Conference, despite a large area of agreement on the basic principle of an international cocoa agreement and on the structure of such an agreement. The main point which could not be resolved was the minimum and maximum prices at which quota controls on exports should come into effect or be removed.

61. The Committee noted that a Producers' Alliance, consisting of the main producers, had been established with the aim of stabilizing prices and that following a recent meeting members of the Alliance had announced quotas for the cocoa year 1964/65. Representatives of some producers expressed the hope that importers would join them in their efforts to stabilize prices.

62. The Committee agreed that the Cocoa Study Group should be kept in existence and that its Committees on Statistics and Grading should continue their activities. The representatives of some countries urged that the Study Group should be convened as soon as possible because in their view, in addition to the problem of price stabilization, there were important economic issues which deserved the Group's

consideration. The Committee felt that the question whether the problems other than stabilization justified a meeting of the Group required further consideration, and requested the Director-General to consult with the Chairman and members of the Group accordingly. As to stabilization, the Committee agreed that informal discussions by the Secretariat with the main producing and consuming countries should be continued, with a view to determining if and when conditions were opportune for resuming formal negotiations. The need for caution, to avoid another inconclusive conference, was emphasized. Some delegates considered that a reasonable degree of agreement on prices was an essential prerequisite for resumption of negotiations. The Committee requested that a progress report on developments should be presented to the Thirty-Eighth Session when the Committee would again review the situation.

5. Tea

63. The Committee had before it an interim report (CCP 64/14) on the comprehensive study on the current situation and trends in the world tea economy which was under preparation as requested by the CCP at its Thirty-Sixth Session. The Committee noted the slow erosion of prices over the past decade, the need for a more concrete identification of the problems facing tea producers, and the need for consideration of ways and means of expanding demand and for a harmonization of current production policies.

64. The Committee discussed whether it would be appropriate at this stage to establish a Tea Study Group. It decided, however, to ask the Secretariat to complete the comprehensive study as soon as possible, in consultation with the principal countries concerned. After the completion of the study the Director-General should convene an ad hoc meeting of governments interested in the production and consumption of tea to consider the conclusions of the comprehensive study and to report to the next meeting of the CCP what action might be taken. The Report should deal with the question whether or not the establishment of a study group would be likely to help remedy any problems which were found to be facing the tea industry, whether of an immediate or a longer-term nature.

6. Bananas

65. The Committee received a report on preparations for the holding of an ad hoc meeting on bananas in Guayaquil, Ecuador in October 1964. It approved the steps taken and expressed thanks to the Government of Ecuador for the invitation to hold the meeting in Guayaquil. A number of delegates expressed the hope that it would lead, after consideration at the next session of the Committee, to the establishment of a study group on bananas. The view was expressed that the provisional agenda for the ad hoc meeting was rather broad and that greater emphasis should be given to consideration of trade policies and access to markets. It was agreed that the determination of priorities among the various problems and recommendations for further action should be left to the ad hoc meeting itself.

7. Citrus Fruit

66. The Committee received the report of the Third Session of the FAO Group on Citrus Fruit (CCP 64/3) held in Rome in June 1963. It noted with satisfaction that the Group had begun to concentrate its work program on the most important economic problems confronting the industry since other specialized bodies now existed to deal with some of the more technical issues. With regard to future sessions of the Group, it was agreed that the Steering Committee should be used to the fullest extent and that the sessions of the Group might not be needed each year. The Committee hoped that the Steering Committee could meet sufficiently early in 1965 to enable it to submit a report on the activities and future plans of the Group to the Committee's Thirty-Eighth Session.

8. Agricultural Raw Materials

(i) Jute, Kenaf and Allied Fibers

67. The Committee received the report of the First Session of the FAO Study Group on Jute, Kenaf and Allied Fibers (CCP 64/11). It noted the establishment by the Group of a Working Party on Stabilization "to analyze all the elements of instability existing in the world jute economy; to undertake a critical study of the practicability of the different possible solutions, national and international; to report its findings to the Second Session of the Group".

68. While appreciating the extensive participation of the jute industry in the First Session of the Group, the Committee recognized that the full co-operation of all consuming countries was essential for the successful execution of the Group's program of work and in particular for its efforts in the field of stabilization. Stress was laid on the importance of participation by the important consuming countries in the Group's Working Party on Stabilization which was to meet in January 1965 in Dacca. The Committee noted that the report of this first session of the Working Party would be available at its Thirty-Eighth Session.

(ii) Hard Fibers

69. The Committee was informed of the progress being made by the Secretariat in securing more reliable, comprehensive and timely information on the market situation for hard fibers from producing and consuming countries, for circulation to the countries concerned.

(iii) Statistics on Natural and Man-Made Fibers

70. The Committee expressed concern that the FAO statistical series of net availabilities of fibers - cotton, wool, rayon and the synthetic fibers, country by country and regionally - were being compiled and published only at intervals of several years. It was stressed that this information was of importance to many countries and international organizations. In this connection, the Committee noted that the International Cotton Advisory Committee had made a plea for the annual publication of these figures.

71. The Committee therefore requested the Director-General to consider whether the necessary resources might be made available for ensuring an annual compilation and publication of fiber consumption data.

(iv) Rubber

72. Considering the problems resulting from the effects of the competition by synthetic substitutes in the markets for natural products, the Committee noted that both the prices of natural rubber and its share in total new rubber demand had been falling in recent years. In the course of the discussion, a suggestion was made that closer co-operation with the International Rubber Study Group should be sought in view of the need for further measures which might lead to an international agreement to secure the future of natural rubber in world trade. In this connection, the Committee noted that FAO studies on the competition of synthetics had already been very useful and recommended that such studies should be vigorously pursued along the lines indicated in the UNCTAD recommendations dealing with synthetics and substitutes.

9. Cinchona

73. One delegate expressed interest in having a Secretariat study undertaken on cinchona bark, crude quinine and quinine salts, which special reference to marketing problems.

III. FUTURE WORK OF THE CCP IN THE LIGHT OF THE DECISIONS OF THE UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

74. The Committee undertook a preliminary review of the implications for its work and that of FAO arising out of the recommendations of the United Nations Conference on Trade and Development. It was assisted in its consideration of the subject by a Secretariat document (CCP 64/15) and by a statement by the Assistant Director-General for Economic and Social Affairs.

75. There was general agreement that the Committee should be ready to adjust its activities in the light of the functions of the UN trade and development institutions to be established. Since the recommendations of UNCTAD had not yet been considered by the General Assembly, the Committee was of the opinion that it could take no final decision at its present session as to the implications for its future work of the proposed new machinery. The purpose of its consideration at this stage was to consider how the work of CCP should continue in the intermediate period before the UN decisions were taken and to give delegations an opportunity to express any preliminary ideas they might have on the long-term future of the Committee.

76. In the interim, it was felt that the CCP should make the maximum possible contribution within its terms of reference. It should, however, proceed with caution until a clearer indication of its future role was available and, in particular, all avenues should be left open for effective cooperation with the new UN machinery. The short-term decisions of the Committee are reflected in the earlier chapters of this Report and in the agenda which it has proposed for its Thirty-Eighth Session.

77. There was no doubt that FAO and the CCP had their special roles to play in this new cooperative effort to solve commodity problems. It was essential, however, that duplication and overlapping of activities should be avoided. In this respect, the Committee was glad to learn that the Director-General had initiated consultations with the United Nations with a view to developing effective working arrangements between FAO and the new institutions and hoped that he would be in a position to report on this matter before the next session. To play its full part in the new endeavour, FAO would have to adjust its program of work according to the new requirements, although it was not possible at this stage to determine the extent of the changes involved.

78. Some delegates expressed the view that the new UNCTAD machinery should constitute the highest instrument for the discussion of problems of commodity trade, and should have the highest operative power in this field; the CCP should work essentially on questions of a technical and economic nature. Other delegates could not accept this point of view while most delegates felt that it was premature to express detailed views on these matters at this time.

79. There was general agreement that the work program of the CCP should reflect the increased emphasis on the development implications of commodity problems. The Committee agreed that its reviews of the agricultural commodity situation, commodity projections and national stabilization and price support policies and its activities in relation to food aid and surplus utilization would continue to be useful in this context. With respect to the FAO work on projections, the Committee felt that the integration of the program of commodity projections for 1975 with the preparation of a world indicative plan for agriculture should be helpful in its continuing analyses and activities with regard to agricultural trade and commodity problems in the setting of development and that it would be useful if an outline paper on the world agricultural indicative plan could be prepared for its next session. Several delegates expressed the view that since the new Organization would probably deal essentially with trade problems, it could be thought desirable for the CCP to deal in future more particularly with matters such as those indicated above.

Commodity Study Groups

80. Detailed attention was given to the possible activities and role of commodity study groups. It was generally agreed that the Committee's commodity study groups were making a valuable contribution and that their activities should continue. The work of these groups should be increasingly directed toward meeting the need of economic development of the developing countries. Many delegations expressed the view that the CCP should in future continue to establish study groups, as may be appropriate, either on its own initiative or at the request of the new UN trade and development institutions, for agricultural commodities presenting problems which could be dealt with with some prospect of success through intergovernmental action. It was agreed that in the establishment of study groups the role of each commodity in the development of developing countries should be kept in mind and due attention should be paid to the Committee's established criteria and procedures. It was pointed out by some delegations that the criteria might have to be modified in the light of the decisions of UNCTAD. The Committee also agreed that the scope of the work of the commodity study groups should comprise all phases involved in the search for solutions but that the groups should not be involved in actual negotiation of commodity agreements.

Synthetics and Substitutes

81. The problems posed for agricultural producers in developing countries by the competition of synthetics and other substitutes required further attention and specific arrangements would need to be made between FAO and UNCTAD in this respect. In the meantime FAO should continue its work in this field. Some delegates considered that the subject warranted the establishment by the Committee of a subsidiary body. Others felt, however, that this question of synthetics and substitutes should be considered along with the other problems affecting the natural product.

Processed Agricultural Products

82. The work of FAO and the CCP on processed products and agricultural processing industries was considered by the Committee to be highly relevant to the development objectives of developing countries, and it was hoped that work on these subjects could be intensified. It was recognized that this work would need to be coordinated with the industrial development activities of the United Nations and the Committee was informed that the Director-General was in regular consultation with the Secretary-General of the United Nations to this end.

Commodity Planning Assistance to Developing Countries

83. Several delegates from developing countries considered that the CCP could approach commodity problems from a new angle by relating production targets of food-stuffs to the nutritional needs of developing areas in addition to other requirements. It was suggested that the task of indicating production targets could be performed by a new permanent sub-committee of the CCP, taking as a starting point the world agricultural indicative plan being prepared by the Secretariat.

84. Some delegates thought that the CCP should undertake studies of national price policies and trade in agricultural products among developing countries in the same region, along with the possibilities of expanding such intra-regional trade, keeping in mind the need for coordination and avoidance of duplication. In this connection, the Committee took note also of a request of the Third FAO Regional Conference for Africa for the assistance of FAO in improving national and regional programming.

Terms of Reference and Membership of CCP

85. Some delegates considered that, after the establishment of the new machinery, it might become necessary to examine the adequacy of the Committee's terms of reference. Other delegates expressed the view that the present membership of the Committee did not allow for a sufficient participation, particularly of African countries, in its proceedings.

IV. ARRANGEMENTS FOR FUTURE SESSIONS OF THE CCP AND OF CCP COMMODITY STUDY GROUPS AND FOR OTHER COMMODITY MEETINGS

1. Agenda and Date of the Thirty-Eighth Session

86. In discussing its Agenda for the Thirty-Eighth Session, the Committee agreed that it should concentrate attention on items of major importance, and in particular on the organization of its future work. This would be the principal, and one of the first, items of business at the next session. The remainder of the Agenda would include items which required specific decisions or where important developments had taken place. Matters arising out of the recommendations of the FAO Council, FAO Regional Conferences and other international agencies would be considered under the related Agenda items. Questions connected with the World Food Program and those of the Consultative Sub-Committee on Surplus Disposal should be considered under separate headings.

87. The Director-General was requested, after consultation with the Chairman, and bearing in mind the need to avoid an overlap with the sessions of the new UN bodies on trade and development, to convene the Thirty-Eighth Session approximately in the first half of June 1965, immediately before the Forty-Fourth Session of the FAO Council. The Committee agreed that the Draft Agenda, as set out below, would require a session of ten working days.

DRAFT AGENDA

- I. Adoption of Provisional Agenda
- II. General Debate on World Agricultural Commodity Situation, Problems and Policies, including Regional Arrangements
- III. Future Work of CCP
- IV. Commodity Projections and World Indicative Plan for Agriculture
- V. Food Aid and Surplus Utilization
- VI. Special Commodity Matters
- VII. Organizational Matters
- VIII. Other Business

2. Sessions of CCP Commodity Study Groups and Other Commodity Meetings

88. The Committee noted that a considerable number of CCP Commodity Study Groups and special commodity meetings arising out of the decisions of this session were scheduled to be held in 1965. It requested the Director-General to examine the possibility of limiting the number of sessions of its subsidiary bodies held before the Thirty-Eighth Session of the CCP, taking account of the views of the Chairmen and members of the respective groups, as well as of any requests emanating from the UN Trade and Development Board.

V. METHODS OF WORK OF THE COUNCIL OF FAO

89. The Committee, as one of the four standing committees of the Council, had been requested to comment upon the Report of the Ad Hoc Committee on Methods of Work of the FAO Council (CCP 64/17 - CL 43/2). It agreed fully with the proposals made in the Report which aimed at facilitating the deliberations of the Council by means of the inclusion in the Reports submitted to the Council of a list of the matters requiring action or guidance. It was suggested that the Committee should consider the application of similar procedures to the reports of its own subsidiary bodies. In this connection, some delegations felt that certain permanent items of its agenda need not be taken up at every session. The Committee agreed that this question should be considered at its next session.

APPENDIX

LIST OF MEMBER NATIONS AND INTERNATIONAL ORGANIZATIONS
REPRESENTED AT THE THIRTY-SEVENTH SESSION

Chairman: D.W. Woodward (New Zealand)
Vice-Chairman: M.L. Rahman (Pakistan)
Vice-Chairman: G. Bula Hoyos (Colombia)

MEMBERS OF THE CCP

ARGENTINA

Vicente Brunini
Consejero Agrícola
Embajada de Argentina
Roma

E.G. Valente
Consejero Agrícola
Embajada de Argentina
Washington

J.B. Martese
Consejero Económico
Embajada de Argentina
Roma

R.J. Turazzini
Secretario
Embajada de Argentina
Roma

AUSTRALIA

M.W. Oakley
First Assistant Secretary
Department of Primary Industry
Canberra

A.J. McGoldrick
Commodity Policy Officer
Department of Trade and Industry
Canberra

R.J. Cornish
Agricultural Attaché
Embassy of Australia
Rome

C.O.F. Hogue
Second Secretary
Embassy of Australia
Rome

MEMBERS OF THE CCP (Cont'd)

BRAZIL

Antonio Corrêa do Lago
Head of the Brazilian
Permanent Delegation in
Geneva

Vasco Mariz
Chief of International
Organizations Division
Ministry of Foreign Relations
Rio de Janeiro

J.M. Ruiz de Gamboa
Resident Representative of
Brazil to FAO
Embassy of Brazil
Rome

Mrs. Y. Magno Pantoja
Second Secretary
Embassy of Brazil
Rome

CANADA

Dennis Ware
Chief, Commodity Analysis Section
Department of Agriculture
Ottawa

W.H.J. Jenkins
First Secretary (Commercial)
Embassy of Canada
Rome

COLOMBIA

Gonzalo Bula Hoyos
Representante Permanente de
Colombia ante la FAO
Embajada de Colombia
Roma

MEMBERS OF THE CCP (Cont'd)

DENMARK

H.J. Kristensen
Counsellor, Danish National FAO
Committee, Ministry of Agriculture
Copenhagen

A. Vesten Pedersen
Secretary
Danish Agricultural Council
Copenhagen

C. Valentin Hansen
Agricultural Counsellor
Embassy of Denmark
Rome

FRANCE

G.H. Janton
Contrôleur d'Etat au Ministère
des Finances et des Affaires Economiques
Paris

Lucien Escard
Sous-directeur du service des
relations internationales
Ministère de l'Agriculture
Paris

GERMANY, Fed. Rep. of

Justus Rohrbach
Ministerialrat
Federal Ministry of Food,
Agriculture and Forestry
Bonn

H.J. Scharmer
Senior Counsellor, Federal Ministry
of Food, Agriculture and Forestry
Bonn

Miss Irene Haas
Branch Chief, Federal Ministry
of Food, Agriculture and Forestry
Bonn

INDIA

P.K. Mukherjee
Additional Economic and
Statistical Adviser, Ministry of
Food and Agriculture
New Delhi

Maharaj Krishan
Agricultural Attaché
Embassy of India
Rome

MEMBERS OF THE CCP (Cont'd)

INDONESIA

A.S. Gondowarsito
Counsellor, Agricultural Affairs
Embassy of Indonesia
Rome

Surjo-Atmono
First Secretary (Economic)
Embassy of Indonesia
London

IRELAND

M. O'Doherty
Deputy Assistant Secretary
Department of Agriculture
Dublin

JAPAN

Shunzo Ito
First Secretary
Embassy of Japan
Rome

S. Ohara
Secretary of Ministry of
Agriculture and Forestry
Tokyo

H. Ohtaka
Second Secretary
Delegation of Japan
Geneva

Kazuo Mishima
Second Secretary
Embassy of Japan
Rome

MALAYSIA

Abdul Aziz bin Mohd Yassin
Principal Assistant Secretary
(Planning and Research)
Ministry of Agriculture and
Cooperatives
Kuala Lumpur

Low Eng Chye
Assistant Controller
Export Commodities Division
Ministry of Commerce and Industry
Kuala Lumpur

MEMBERS OF THE CCP (Cont'd)

MOROCCO

Abdelhadi Sbihi
Délégué permanent du Maroc
près la FAO
Ambassade du Maroc
Rome

NETHERLANDS

G.W.J. Pieters
Director, Agricultural Trade
and Industry Division
Ministry of Agriculture and Fisheries
The Hague

H. Riem
Agricultural Trade and
Industry Division, Ministry
of Agriculture and Fisheries
The Hague

L.Th.B. Hertog
Assistant Agricultural Attaché
Embassy of the Netherlands
Rome

H. G.A. Elink Schuurman
Secretary
Embassy of the Netherlands
Rome

NEW ZEALAND

D.W. Woodward
Commercial Counsellor
New Zealand High Commission
London

E.A. Woodfield
Second Secretary (Commercial)
New Zealand High Commission
London

N.R. Woods
Agricultural Economist
New Zealand High Commission
London

PAKISTAN

M.L. Rahman
Deputy Secretary
Ministry of Commerce
Karachi

Ahmed Barkat
Agricultural Attaché
Embassy of Pakistan
Rome

PHILIPPINES

Alfonso Castro
Chief National Planner
National Economic Council
Manila

MEMBERS OF THE CCP (Cont'd)

SENEGAL

E.C. Basse
Ambassadeur
Ambassade du Sénégal
Rome

Mme M.T. Basse
Représentant Permanent à la FAO
Ambassade du Sénégal
Rome

SWITZERLAND

A. Schär
Comité National Suisse de la FAO
Vevey

L.E. Jeanrenaud
Délégué pour les Questions Internationales
Union Suisse des Paysans
Brugg

H. Hostettler
Directeur de la Division Scientifique
de URSINA SA
Berne

T. Stocker
Union centrale des producteurs de lait
Berne

THAILAND

M.L. Chuanchuen Kambhu
Director-General
Economic Relations Dept.
Ministry of Economic Affairs
Bangkok

Siribongse Boon-Long
Secretary-General
National FAO Committee
Ministry of Agriculture
Bangkok

UNITED KINGDOM

C.F. Pennison
UK Permanent Representative to FAC
Embassy of the United Kingdom
Rome

J.H. Locke
Head of
Sugar, Tropical and Manufactured
Foodstuffs Division, Ministry of
Agriculture, Fisheries and Food
London

MEMBERS OF THE CCP (Cont'd)

UNITED KINGDOM (Cont'd)

Miss A. Earl
Principal, Sugar, Tropical
and Manufactured Foodstuffs Division
Ministry of Agriculture,
Fisheries and Food
London

UNITED STATES OF AMERICA

W.F. Doering
Deputy Assistant
Administrator
Foreign Agricultural Office
Department of Agriculture
Washington

Fred H. Sanderson
Chief, Foodstuffs Division
Department of State
Washington

OBSERVER COUNTRIES

BELGIUM

G.C. Tilkin
Conseiller d'Ambassade de Belgique
Rome

A.J. Hubert
Ingénieur principal
Secrétaire du Comité National
Belge de la FAO
Ministère de l'Agriculture
Bruxelles

CEYLON

R.C.S. Koelmeyer
Chargé d'Affaires
Embassy of Ceylon
Rome

CHILE

Hauí Aldunate
Representante Permanente ante la FAO
Embajada de Chile
Roma

CUBA

R. Moro
Segundo Secretario
Embajada de Cuba
Roma

MEMBERS OF THE CCP (Cont'd)

UNITED STATES OF AMERICA (Cont'd)

Robert C. Tetro
Agricultural Attaché
Embassy of the United States
Rome

Mrs. Ursula H. Duffus
Second Secretary
Embassy of the United States
Rome

YUGOSLAVIA

Milan Alexic
Director of Institute
for Foreign Trade
Belgrade

OBSERVER COUNTRIES (Cont'd)

DOMINICAN REPUBLIC

Jacobo Helu Bencosme
Ministro Consejero
Embajada de la República Dominicana
Roma

ECUADOR

Benito Ottati
Consejero Commercial
Embajada del Ecuador
Roma

FINLAND

Antti Salomoni Nikkola
Agricultural Economist,
Agricultural Economics Research Institute
Helsinki

GHANA

J.G. Amoafo
Principal Agricultural Economist
Office of the Planning Commission
Accra

GREECE

T. Anagnostopoulos
Commercial Counsellor
Embassy of Greece
Rome

OBSERVER COUNTRIES (Cont'd)

GUATEMALA

Roberto Azurdia Paiz
Embajador
Embajada de Guatemala
Roma

HOLY SEE

Monsignor L.G. Ligutti
Permanent Observer to FAO
Vatican City

E. Bonomelli
Funzionario
Vatican City

W. Persegati
Secretary to the Holy See Observers
Vatican City

Maria Groothuizen
Office of Permanent Observer
to FAO
Vatican City

IRAQ

Al-Aani Othman
Counsellor
Embassy of Iraq
Rome

ISRAEL

E.L. Samuel
Counsellor, Agrarian Affairs
Embassy of Israel
Rome

ITALY

Paolo Milella
Ispettore Generale
Ministero Agricoltura e Foreste
Roma

Guido Marzano
Direttore di Divisione
Ministero Agricoltura e Foreste
Roma

Annamaria Rimosaldi
Sperimentatore Superiore
Ministero Agricoltura e Foreste
Roma

Agostino Cascino
Ispettore Generale
Ministero Agricoltura e Foreste
Roma

OBSERVER COUNTRIES (Cont'd)

ITALY (Cont'd)

Giuseppe Ciaffei
Direttore di Divisione
Ministero Commercio con l'Estero
Roma

Giuseppe Fossa
Direttore di Divisione
Ministero Agricoltura e Foreste
Roma

Vittorio de Asarta
Segretario
Comitato Nazionale Italiano della FAO
Roma

Mrs. Elena Mammone Lener
Comitato Nazionale Italiano della FAO
Roma

Curzio Caneva
Comitato Nazionale Italiano della FAO
Roma

KOREA

Suk Jae Kang
Second Secretary
Embassy of Korea
Roma

NIGERIA

E.O. Obayan
Head of External Economic Relations
Division
Ministry of Economic Development
Lagos

PANAMA

D. Samudio Jr.
Adjunto
Embajada de Panama
Roma

PERU

Andrés A. Aramburú
Representante Permanente del Perú
ante la FAO
Embajada del Perú
Roma

POLAND

Jan Serwatowski
Vice Directeur
Ministère du Commerce Extérieur
Warsaw

OBSERVER COUNTRIES (Cont'd)

POLAND (Cont'd)

J. Glowacki
Chief of Department
Foreign Trade Research Centre
Warsaw

J. Majcher
Ambassade de Pologne
Rome

PORTUGAL

Mário de Assis Lopes Vieira
Permanent Delegate to CCP
National FAO Committee
Lisbon

ROMANIA

Mircea Romas
Directeur du Conseil supérieur de
l'agriculture et Secrétaire du
Comité National de la FAO
Bucarest

SOUTHERN RHODESIA

A.F. Hunt
Senior Economist
Ministry of Agriculture
Salisbury

OBSERVER COUNTRIES (Cont'd)

SPAIN

F. Javier Garcia-Ramos
Agregado Agronomo
Embajada de Espana
Roma

UNITED REPUBLIC OF
TANGANYIKA AND ZANZIBAR

P.J. Myers
Marketing Officer
Ministry of Commerce and Cooperatives
Dar-es-Salaam

TURKEY

Adnan Sekizök
Assistant Commercial Counsellor
Embassy of Turkey
Rome

UNITED ARAB REPUBLIC

Nehad Seif-Eldin
Commercial Counsellor
Embassy of the U.A.R.
Rome

* * * * *

INTERNATIONAL ORGANIZATIONS

(i) Intergovernmental

COMMONWEALTH ECONOMIC COMMITTEE

C.R. Fletcher
Acting Executive Secretary
London

COUNCIL OF EUROPE

A. Bethge
Administrator
Economic Division
Strasbourg

EUROPEAN ECONOMIC COMMUNITY

G.V. Dal Pero Bertini
Chef de la Division
Organisations Internationales
Gouvernementales de l'Agriculture
Bruxelles
H. de Grood
Chef, Division des
Relations Extérieures
Bruxelles

INTERNATIONAL ORGANIZATIONS (Cont'd)

(i) Intergovernmental (Cont'd)

EUROPEAN ECONOMIC COMMUNITY (Cont'd)

P. Taliani de Marchio
Chef de Division
Bruxelles

M. Coquin
Administrateur
Bruxelles

GENERAL AGREEMENT ON TARIFFS
AND TRADE

H.J. van Tuinen
Counsellor
Agriculture Division
Geneva

INTERNATIONAL LABOUR ORGANIZATION

P.P. Fano
Director of ILO Branch Office
Rome

INTERNATIONAL ORGANIZATIONS (Cont'd)

(i) Intergovernmental (Cont'd)

INTERNATIONAL LABOUR ORGANIZATION (Cont'd)

I. Cordischi
Assistant of the Director
of ILO Branch Office
Rome

INTERNATIONAL VINE AND WINE OFFICE

F.J. Garcia-Ramos
Agregado Agronomo
Embajada de Espana
Roma

INTERNATIONAL WHEAT COUNCIL

R.E. Moore
Executive Secretary
London

(ii) Non-Governmental

INTERNATIONAL CHAMBER OF COMMERCE

L.A. Carreri
Confederazione Generale
dell'Agricoltura Italiana
Roma

INTERNATIONAL CONFEDERATION
OF FREE TRADE UNIONS

Natale Petitti
Capo Ufficio Studi
Unione Italiana del Lavoro
Roma

INTERNATIONAL DAIRY FEDERATION

G. Pittoni
Secretary-General
Italian National Committee of IDF
Rome

INTERNATIONAL ORGANIZATIONS (Cont'd)

(i) Intergovernmental (Cont'd)

ORGANIZATION FOR ECONOMIC
COOPERATION AND DEVELOPMENT

F. Piscope
Principal Administrator
Paris

ORGANIZATION OF AMERICAN STATES

Louis O. Delwart
Deputy Director of the
European Regional Office
of the Pan American Union
Geneva

UNITED NATIONS

M. Fagen
Director
Economic Commission for Europe
Geneva

(ii) Non-Governmental (Cont'd)

INTERNATIONAL DAIRY FEDERATION (Cont'd)

Giuseppina Badocchi
Italian National Committee of IDF,
Rome

INTERNATIONAL FEDERATION
OF AGRICULTURAL PRODUCERS

R.D. Hewlett
Liaison Officer with FAO
Rome

INTERNATIONAL FEDERATION
OF MARGARINE ASSOCIATIONS

J. Sevenster
Agricultural Adviser
The Hague

* * * * *

CCP CONSULTATIVE SUB-COMMITTEE
ON SURPLUS DISPOSAL

E.G. Valente
Chairman