

GCP 66/18

Report of the fortieth Session of the

COMMITTEE ON COMMODITY PROBLEMS

to the forty-seventh Session of the Council of FAO

Rome, June 1966



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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REPORT OF THE FORTIETH SESSION OF THE
COMMITTEE ON COMMODITY PROBLEMS

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COMMITTEE ON COMMODITY PROBLEMS
REPORT OF THE FORTIETH SESSION

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INTRODUCTION

1. The Committee on Commodity Problems (CCP) held its Fortieth Session from 6 to 17 June 1966 at FAO Headquarters, Rome. The Session was attended by the representatives of the 30 Member Governments of the Committee, observers from 22 other Member Governments of FAO and from 18 International Organizations 1/.
2. Mr. Yogendra Duraiswamy (Ceylon) was elected Chairman and Dr. Irene Haas (Fed. Rep. of Germany) and Mr. Luiz A.P. Scuto-Maior (Brazil) were elected First and Second Vice-Chairman, respectively, to serve for the 1966-67 biennium. The Committee was assisted during its session by a Drafting Group under the Chairmanship of Mr. J.S. Mongia (India) and by a Sub-Committee on arrangements for the further consideration of the projections study by the CCP, under the Chairmanship of Mr. M.W. Oakley (Australia).
3. The Committee heard a statement by the Representative of the Secretary-General of the United Nations Conference on Trade and Development (UNCTAD). The Representative of the Director-General of the General Agreement on Tariffs and Trade (GATT), the Representative of the Director-General of the International Labour Office (ILO) and the Executive Director of the UN/FAO World Food Program (WFP) made statements on the activities of their Organizations of interest to the Committee.
4. The Reports of the CCP subsidiary bodies were presented to the Committee as indicated below:

Consultative Sub-Committee on Surplus Disposal	Mr. A.S. Tuinman (Netherlands), Chairman of CSD (1965)
FAO Group on Grains	Mr. V. Nivatvongs (Thailand),
FAO Study Group on Bananas	Mr. H. Lodder (Netherlands)
5. The Committee adopted the Provisional Agenda for its Fortieth Session (CCP 66/1 and Add.1).

I. WORLD AGRICULTURAL COMMODITY SITUATION

1. The General Situation

(i) Recent Developments

6. The Committee reviewed the major developments in the world agricultural commodity situation on the basis of information supplied in the FAO Commodity Review 1966 and in the introductory keynote statements by delegates.
7. The Committee's discussions underlined three main features. First, the growth of world agricultural output in 1965 was small and, particularly in developing countries, the rate of increase in food production, which in previous years had only just matched the growth in population, had in 1965 actually fallen behind it. Secondly, although the volume of world trade in agricultural products had expanded in 1965, this was due largely to an increase in grain exports from the developed countries. Thirdly, the export prices of many primary products of main interest to the developing countries remained at low levels. While the experience in different regions and with various commodities was not uniform, in general the developments in international commodity markets during 1965 brought little or no improvement in the export earnings of the developing countries which thus continued to be insufficient for their needs, particularly taking into account the growth of their population.

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

8. There was a slight decline in world grain production in 1965/66, but production in developed countries in the northern hemisphere was high and exports of grains rose to record levels. This reflected heavy commercial shipments to the centrally planned countries and larger food aid to the Far East, particularly India. As a result, stocks of wheat in mid-1966 were the lowest since 1953/54 and reached levels regarded only as desirable carryovers. For rice, the failure of the Indian crop and slow growth in other major producing countries caused a setback in production and in the slow upward trend in rice supplies in the Far East. This was reflected in a strong demand. Nevertheless, exportable supplies of rice were limited so there was little increase in international trade. The reduction in meat exports was also due to short supplies in exporting countries, but the declines in the volume of trade in other livestock products and fats and oils mainly reflected a greater self-sufficiency of importing countries. On the other hand, the record output and larger export availabilities of citrus fruit should permit a rise in world trade in 1965/66.

9. Sugar, cocoa and coffee continued to be "problem commodities". The average free market price of sugar for 1965 was the lowest for 25 years, and some of the latest quotations for 1966 have been even lower. More sugar was shipped but with lower prices the value of trade was considerably less, and there was a large addition to stocks. Last season's cocoa crop was again large, although smaller than the bumper crop of the year before. The problems facing producers of this commodity were brought into sharp focus again by a steep fall in price in the first part of 1965 and a subsequent sharp recovery. The rise in world coffee output to record levels following a remarkable recovery in the Brazilian crop and further increase in other producing countries will result in a big addition to stocks, but export prices have been maintained by the quota provisions of the International Coffee Agreement. As new coffee areas come into bearing, there are prospects of production continuing to expand faster than consumption.

10. The overall rate of growth in world production of natural fibers slowed down in 1965, and in the developing countries it was about 1 percent. By contrast, there was an advance of 8 percent in world output of man-made fibers and further significant expansion in manufacturing capacity of the man-made fibers is planned. Competition from synthetics has become more serious particularly in connection with hard fibers. It was a discouraging year for hard fibers producers. There was some fall in the volume of exports and a serious decline in prices, reducing foreign exchange earnings for hard fibers by nearly one third.

11. There was a very slight advance in cotton production but, with a smaller increase in consumption, cotton stocks will reach a record level this year. Total cotton exports declined but there was some advance in both the volume and value of exports from developing countries as a whole. Developing countries also benefited from some increase in their exports of wool; on the other hand, Australia's exports were reduced by drought. Stocks of wool also are larger, despite the fall in total production. It was a distinctly better year for producers of jute and kenaf in Pakistan and Thailand - but not in India - and there were larger shipments of both raw jute and jute goods at rather higher prices. Natural rubber production increased by 3 percent, and exports were well maintained but with some fall in their volume. There was some advance in world consumption of natural rubber but, here again, competition of synthetics is becoming sharper and there was an increase of 8 percent in the output of synthetic rubber.

12. In summary, the value of exports of fats and oils, bananas, cotton, wool, jute and tobacco from developing countries improved moderately in 1965, but export earnings from rice and tea showed little change and those from sugar, hard fibers, rubber and probably cocoa deteriorated. In recent years, agricultural exports from developing countries both in volume and value had shown a much slower rate of growth than those from developed countries. Also, the export prices of both food and non-food products exported by developing countries had shown much less favorable trends than those exported by developed countries. In the case of number of developing countries, moreover, the higher volume of exports has been accompanied by lower prices. The Committee asked the Secretariat to analyze more fully the causes of these contrasting trends.

13. The Committee expressed its appreciation for the comprehensive coverage and analysis contained in the Commodity Review 1966 and noted that, in line with its requests, a number of innovations had been made. The analysis distinguished between developing, developed and centrally planned countries. The trend in food supplies had been related in some cases to population growth and the value of trade for each economic region had also been reviewed. The Committee made some other suggestions which it felt would increase still further the usefulness of the Review both to the CCP and to other bodies, such as UNCTAD, which used it as a basic document. It suggested that the analysis of production, consumption and trade should examine more fully the distinctive characteristics of the developing and developed countries so that a clearer idea would emerge of the significance of the commodity situation in the economies of the two groups. It also suggested that future issues should, where possible, expand on this year's analysis of per caput consumption trends and, to the extent feasible, attempt to separate commercial trade from shipments made under food aid programs and to analyze the extent of dependence on concessional transactions and of any growth in the commercial imports of recipient countries. It would be useful to provide tables on other commodities showing supplies available in developing countries similar to that on grains and rice in the 1966 issue. Future issues of the Review should also bring out not only the different rates of growth in production and trade in developing and developed countries but also the absolute volumes and values involved. It was stressed, however, that there was some danger in comparing rates of growth rather than actual growth which enables governments to measure in volume terms the size of existing trade deficits. The individual commodity chapters should also briefly outline the structural problems underlining each commodity situation. Finally, as work on the Indicative World Plan progressed, it would be useful for the Review to measure actual progress in production and consumption against the goals of the Plan.

(ii) Outstanding Issues

14. The Committee's debate focussed on five outstanding issues affecting the world commodity situation.

- (a) The technical backwardness of agriculture in developing countries;
- (b) national policies and barriers to agricultural trade in developed countries;
- (c) increasing competition between synthetic substitutes and natural products;
- (d) regional schemes and diversification problems;
- (e) the changing character of food aid.

(a) Technical Backwardness of Agriculture

15. The Committee agreed that technical backwardness was an important factor underlying the inadequate growth of agricultural production in developing countries. Various measures being taken to raise agricultural productivity in member countries were noted but it was pointed out that these efforts were handicapped by the unfavorable terms of trade between primary commodities and manufactured goods, which reduced the purchasing power of developing countries and limited their ability to secure the production requisites they required, including fertilizer, machinery and other resources. Some delegates suggested that the solution to this problem would be facilitated if the developing countries could obtain essential farm requisites on favorable terms from the industrialized countries.

(b) National Policies and Barriers to Trade

16. The Committee generally recognized, however, that higher productivity would not necessarily solve commodity trade problems if access to markets continued to be restricted by trade barriers of various kinds. It also pointed out that protectionist farm policies in some developed countries involved high support prices and subsidies which could lead to a

misallocation of resources, limit demand and stimulate substitution. Both types of policies could thus have serious consequences for international trade and affect both the developing and the efficient developed exporting countries. Some delegates pointed out that in a number of densely populated developed countries, protectionist farm policies were aimed at diminishing the gap between farm and other incomes, bridging the period necessary for structural reforms and for raising productivity in order to lower production costs as a prerequisite to the reduction of protectionism.

17. The Committee welcomed the statements of the delegates of Japan and Sweden concerning the abolition of impediments to trade in certain items and the reduction in internal taxes on tropical products in their countries. Other delegates indicated their governments' readiness to liberalize imports, including those of particular interest to developing countries, within the context of the Kennedy Round negotiations in GATT. It was stated on behalf of the European Economic Community that constructive proposals for these products were being prepared.

18. There was wide agreement that the expansion of trade in many commodities was principally dependent on improved access to markets. The Committee agreed that, where appropriate, arrangements for stable marketing at prices which were equitable to consumers and remunerative to efficient producers would also make a significant complementary contribution to this end. The Committee also noted that in this connection maritime transport costs played a very important role. It considered that commodity arrangements should be accompanied by long-term planning of production based on thorough studies of the patterns and prospects for consumption and it considered that these aspects should figure in any multilateral arrangement to provide a sound and lasting basis for trade in primary commodities, and that the CCP Study Groups had an important role to play in the preparatory work. The Committee expressed the hope that more substantial progress would now be made in these fields in the Kennedy Round negotiations in GATT and in the international discussions toward commodity agreements on sugar and cocoa.

(c) Competition from Synthetics

19. Trade in all agricultural raw materials and in some other products was severely affected by competition from synthetics. While recognizing that industrial progress should ultimately be to the advantage of all countries, the Committee felt that the provision of governmental incentives for the production of synthetics or the erection of barriers against natural products should be avoided.

20. In this connection also, the Committee emphasized the importance of international co-operation to help primary producing countries to adapt to the competition of synthetics, taking into account the impact on their export earnings. Research studies were being carried out on jute and coconut oil by the FAO Secretariat under the auspices of the respective CCP study groups, and it was intended to bring up-to-date the FAO study on synthetics and substitutes, which had been prepared for the 1964 Conference on Trade and Development, for the UNCTAD Group on Synthetics and Substitutes, in which FAO acted in a consultative capacity. Some delegates proposed that a co-operative program of research be arranged with contributions from developed countries as well as international financial institutions.

(d) Regional Schemes and Diversification Problems

21. The Committee was informed that several developing countries were proceeding with diversification programs in order to reduce their reliance on a narrow range of export products. However, it was pointed out that, if these programs were not carefully coordinated, they could lead merely to greater competition between developing countries for overseas markets and an accelerated fall in prices. The Committee welcomed, therefore, increasing regional efforts leading to a more rational use of resources in the regions concerned and agreed that close economic integration would make a contribution to this end. At the same time care should be taken to ensure that such arrangements did not foster restrictive trade policies toward third-party countries.

22. Some delegations thought that a partial solution to the commodity trade problems of developing countries might lie in a network of agreements between developing countries for the exchange of certain commodities at reasonable and stable prices. The Committee agreed that this approach deserved further examination, particularly within the framework of the Indicative World Plan. Its practical application at present might be limited to commodities such as oilseeds, rice and sugar where an important share of trade was between developing countries. It was also pointed out that financial limitations and low levels of consumption of other commodities in developing countries would restrict even more the application of this approach. Another suggestion for reducing competition among developing countries which deserved further study was the co-ordination of marketing among developing countries through the formation of regional and sub-regional marketing unions or boards for export commodities. The Committee welcomed the decision of the Codex Alimentarius Commission on request of six African countries, and with the support of a number of developed countries, to try to elaborate regional food standards for food of regional interest to Africa.

(e) Changing Character of Food Aid

23. The Committee was informed of three major policy developments in the United States: the enactment of new basic legislation, "The Food and Agriculture Act" of 1965; the recent decision to bring back part of the reserve wheat and rice acreage into production; and the proposed Food-for-Freedom Act to extend the food aid program.

24. The Food and Agriculture Act of 1965 marked an important new step in the development of U.S. agricultural policy. It continued the wheat and feedgrains programs for the next four years and for the first time extended to cotton the new principle of separating price support and income support. As for grains, market prices of cotton will be supported at, or near, competitive world prices. This, together with measures to reduce acreage further, is expected to lead to a substantial reduction in world surplus stocks of cotton. Acreage allotments for wheat and rice in 1966/67 were being increased because reserve stocks had threatened to fall below minimum levels and the requirements of developing countries had increased. The U.S. supply management program would remain in effect and future adjustments would depend on the supply and demand situation. The proposed Food-for-Freedom Act, which was intended to take the place of Public Law 480 on its expiry at the end of the year, would authorize increased food aid in commodities not in surplus. At the same time, the Act envisages certain changes in the conditions on which food aid is provided in future, with increased emphasis on the agricultural development efforts of the recipient countries.

25. The Committee welcomed the increased stress in U.S. agricultural policy on helping developing countries to become self-supporting. At the same time, it underlined the continued need for adequate consultation, both bilaterally and through the CCP Consultative Sub-Committee on Surplus Disposal in Washington, to ensure that food aid under the new legislation did not have adverse effects on commercial export markets.

2. National Agricultural Price Stabilization and Support Policies

26. The Committee noted that document CCP 66/4 on developments in agricultural price stabilization and support policies was a brief review listing only the main developments in 1965 in agricultural price and support policies and the levels of supported or stabilized prices in the period 1961-65. This was in accordance with the decision taken at the Committee's Thirty-Eighth Session that in non-Conference years, such as the present one, it would be sufficient to table a document listing only the main changes, while in Conference years a fuller review should be presented containing an analysis of developments over a number of years. However, it was clear from this first example of the shorter type of report that this procedure could lead to oversimplification and consequent misunderstanding of policies. Special care should be taken to minimize these difficulties.

27. In next year's fuller report the Committee wished to see some analysis of the reasons for the wide disparity in levels of supported or stabilized prices for the same commodity in different countries, and the relation of these levels to world market prices. At the same time it emphasized that caution should be exercised in interpreting the disparities because, for example, of differences in variety or quality of a commodity, or method of payment, or the inclusion or exclusion of levies on the producer. The Committee requested that a clearer distinction should as far as possible be made in the price tables between stabilized prices and support prices and that non-price measures should be treated more fully. It recognized, however, that such improvement would depend on the timely submission by governments of the necessary information. The Secretariat was asked to re-examine the questionnaire to make it more adequate for eliciting the type of information required.

3. Regional Economic Arrangements

28. The Committee noted with interest the factual review of recent developments in regional economic arrangements in both developing and developed countries contained in the FAO Commodity Review 1966. It was also informed of the decisions relating to the common agricultural policy of the European Economic Community taken at the Ministerial Council of the EEC on 11 May 1966, which set a timetable and framework for the further development of the Commodity's agricultural policies. Reference was also made to recent steps to further regional co-operation in Asia and the Far East. With respect to the Asian Development Bank, which it was hoped would soon be operative, some delegates suggested that FAO should explore the possibility of working out a joint program with this Bank similar to that entered into with the Inter-American Development Bank.

29. The Committee discussed the general environment in which regional integration arrangements had been evolving and their basic objectives. It called attention to the need for further analysis of the experience with regional arrangements in different areas, and stressed that, in examining the possibilities for evolving regional or sub-regional economic arrangements, countries should take careful account of the overall impact of their proposed arrangements on world trade as a whole in the light of their existing obligations. It was important to avoid protectionist policies and to take full account of the degree of complementarity of different economies, comparative costs of production, and the best possible allocation of resources.

30. The Committee noted that the Secretariat had not yet found it feasible, owing to lack of data, to submit the more analytical study of the agricultural commodity aspects of regional integration schemes in developing countries which it had proposed to the Committee at its Thirty-Seventh Session (see Report of the Thirty-Seventh Session, CCP 64/19: CL 43/5, para. 44), although work on some individual commodities had begun. It recognized the difficulties in obtaining comprehensive data on intra-trade flows and welcomed the development of contacts and exchange of information with the Regional Commissions of the UN and with regional organizations such as the Latin American Free Trade Association and the Central American Integration Scheme with this objective in mind. It requested the Secretariat to develop further its work on regional integration matters and, when timely and feasible, to bring up-to-date its past studies with respect to the agricultural policies of the EEC and its repercussions on international commodity trade. The practice of including references to the impact of the relevant policies of regional bodies in the product-by-product analysis prepared for the FAO Commodity Review should be extended. In this work due account should be taken of the documentation available elsewhere e.g. from Committee II of the GATT.

II. INTERNATIONAL ACTION ON GENERAL COMMODITY MATTERS

1. General

31. The Committee was informed of the negotiations currently in progress in UNCTAD aiming at the conclusion of an international agreement for cocoa and the consultations which were being conducted with respect to sugar. It was also informed of other activities in UNCTAD, such as: the studies on the organization of commodity trade, in which FAO was participating; preparatory work on a general agreement on commodity arrangements; and the UNCTAD commodity survey of trends and actions during the first half of the Development Decade. The Committee noted the activities of the Contracting Parties to the General Agreement on Tariffs and Trade aimed at promoting the trade of developing countries under the new Part IV of the Agreement and developments in the Kennedy Round of negotiations. Some delegates expressed the concern of their governments at the slow progress made so far. The hope was expressed that the outcome of these negotiations would lead to tangible benefits for the developing countries and agricultural exporting countries.

2. Financial Approaches to Stabilization of Export Earnings of Developing Countries

32. The Committee took note of recent international discussions and proposals on financial arrangements aiming at offsetting the impact of trade fluctuations and the relationship of measures in this field with international commodity policies, as described in a Secretariat paper (CCP 66/14). These activities included those of the UNCTAD Committee on Invisibles and Financing as follow-up action on UNCTAD Recommendations A.IV.18 and A.IV.19, consideration by the IMF of current policies on compensatory financing of fluctuations in export earnings and the study by the IBRD staff of a scheme to give financial assistance to countries experiencing unforeseen shortfalls in export earnings disruptive of their development plans and policies. The Committee noted that the Secretariat intended to follow developments in this field and keep it informed of them, particularly with respect to their implications for international commodity arrangements. It was emphasized during the discussion that, while financial approaches to trade problems should be fully explored, no efforts should be spared to promote sound structural policies for agriculture, adapted to the circumstances of developing countries, that would ensure balanced economic development, improved production and marketing techniques, including international commodity agreements, and increased trade among the developing countries themselves through regional arrangements.

3. Co-operation between FAO and Other Bodies in the Commodity Field

33. The Committee was informed that the co-operation between FAO and the other agencies interested in commodity and trade matters, especially UNCTAD and GATT, had been developing satisfactorily, in line with the conclusions reached at the Thirteenth Session of the FAO Conference on this subject. Some delegates felt that the CCP should continue to watch the developments in the co-operation between the FAO Secretariat and UNCTAD, stressing the importance of full use being made of the whole range of FAO competence in the commodity field. For the time being it was felt that no attempt should be made to delimit the respective responsibilities of the two organizations, and that it was desirable for the two Secretariats to continue to co-operate, on a pragmatic basis, complementing each other's efforts toward the attainment of the objectives of UN and FAO member governments. FAO responsibilities in the field of commodities were clearly defined and co-operation between the two organizations could usefully continue to develop along the currently established lines. It was also noted that FAO co-operation with UNCTAD extended to fields other than commodities.

34. While the CCP's main contribution lay in the analysis of agricultural commodity problems and the formulation of possible solutions, the Committee stressed that its activities should lead to specific corrective measures which might be negotiated in other fora. It was felt that in this connection there was a need for closer relations between the CCP and the UNCTAD Committee on Commodities and its Expert Group on Synthetics. The Committee noted that the FAO Conference had agreed with its suggestion that it might be useful if arrangements could be made on occasion for the Chairman of the CCP and the Chairmen of the CCP study groups to attend sessions of the UNCTAD body. Some delegates stated that the specific mandate to be given to the Chairman of the CCP in such a case would have to be considered. The Committee agreed that the Chairman of the CCP could contribute to the work of the UNCTAD Committee by explaining the views, decisions and conclusions reached by the CCP in the course of its work, as reflected in its reports.

4. Promotional Measures

35. The Committee took note of the wide range of activities being carried on by FAO in the field of promotional measures, as set out in a paper (CCP 66/13) which had been prepared by the Secretariat following a request made by the Committee at its previous session. The Committee felt that FAO was providing a most valuable service in the dissemination of information, improvement of marketing, promotion of consumption, improvement of grading and standardization and processing of agricultural commodities. The Committee agreed that the paper submitted by the Secretariat should be forwarded to the Secretary-General of UNCTAD for consideration by the Committee on Commodities when it came to review action being taken relative to UNCTAD Recommendation A.II.4 on promotional measures.

36. The Committee was informed that the Secretariat was co-operating with the GATT Trade Center and that similar co-operation would be given to other bodies interested in promoting trade of developing countries. The Committee felt that the Secretariat's commodity notes published in the FAO Monthly Bulletin of Agricultural Economics and Statistics were an important source of world market information, and suggested that further efforts be made to disseminate them more widely.

III. COMMODITY PROJECTIONS AND INDICATIVE WORLD PLAN FOR AGRICULTURAL DEVELOPMENT

37. The Committee received an oral report on the progress of work on the FAO Commodity Projections for 1975 and 1985 in the context of the Indicative World Plan being prepared by FAO. Also circulated during the session were the appendices prepared for the report on the Projections study comprising a note on the methodology used in the projection of demand and production, and a statistical annex. The latter set out the basic assumptions on population and income growth to 1975 and 1985, which were common both to the Projections study and the Indicative World Plan, the income elasticities of demand employed for all countries and commodity groups, the functions and parameters used in making the demand projections, and the projected levels of food demand for thirty-six commodities and commodity groupings in 99 countries accounting for 98 percent of world population. The Committee was informed that the full report, with notes and tables on individual food commodities and raw materials, and a general review of the findings and their implications would be distributed to governments within a few months.

38. The Committee noted that the Projections study had a dual role. In the first place, its detailed examination, commodity by commodity, of world, regional and country production and demand trends would permit a better assessment of the market prospects for individual commodities and enable conclusions to be drawn as to the nature of future problems with which commodity policy at national and international levels would be concerned. The current study was in this sense an updating and elaboration of the report Agricultural Commodities - Projections for 1970, prepared in 1962. Secondly, the Projections study was essential for work on the Indicative World Plan. Its particular purpose would be to provide a global framework of demand, consumption and trade prospects which would be taken into account in the setting of indicative targets and in the formulation of policy considerations under the Plan.

39. While the projections were provisional at this stage, it appeared that even if the per caput demand for food projected on a low assumption of income growth (i.e. 3.6 percent total GDP increase per year) were matched by availabilities, calorie deficiency would still be a problem in many developing countries in 1985. On the high GDP assumption (i.e. 5.5 percent per year) this problem would be largely solved by 1985, but the food intake would remain nutritionally unbalanced, being still inadequate in protein. If food production in developing countries rose no faster than in the last eight years (i.e. about 2.5 percent per year), food consumption in developing countries could reach the projected levels of demand only by a huge increase in imports. It would be one of the objectives of the subregional studies being prepared under the Plan to show, country by country and commodity by commodity, the rate at which food production should expand in developing countries, indicating the investments, measures and policies, including trade policies, required.

40. For primary agricultural products the long-term prospects for exports from the developing countries to the rest of the world did not appear any more hopeful than those indicated in the study on projections to 1970 made in 1962. For tropical products, consumption per head in the industrialized countries would come closer to saturation point, and for most raw materials the competition from synthetics was expected to become stronger. The commodities with brighter prospects for export growth were few in number, and included meat (especially beef), feed grains and tropical wood.

41. The Committee reaffirmed its continuing support for the work on projections and on the IWP, and welcomed the progress report. Since the documentation was as yet incomplete and had become available only during the session, delegates were not in a position to enter into a substantive discussion. The provisional findings, nevertheless, indicated dramatically the magnitude of the world food production and distribution problems.

42. Although it could not, at the present session, attempt to discuss implications for national and international commodity policy arising from the projections, the Committee recognized that this was the field where it would in due course make its major contribution.

43. It was pointed out that in certain cases the GDP indicated was lower than that projected in the national plans of the countries concerned. The Secretariat explained that the projections were provisional and that the national plans and the views of the governments concerned would be taken into consideration.

44. In considering further work on the Projections study the Committee appreciated that timing presented a major problem since it was desirable that the CCP's views should be available as soon as possible for the guidance of the Secretariat in preparing the Indicative World Plan. On the other hand it was necessary that governments and the Committee should have adequate time to consider the full report thoroughly. It was also important, in view of the wide interest in commodity projections, that the study should be finalized without undue delay so that it could be published for general distribution.

45. Because of the large technical element in projections, many delegates supported a suggestion that the CCP should set up an expert working party to consider and report to the Committee on the methodological aspects of the study prior to a full discussion by the Committee itself. However, the general view was that the Committee should schedule a review of the projections study and their policy implications as a main feature of its 1967 session, which would be held early in the year and would probably need to be some days longer than customary. The first three days of the session, which would commence on a Wednesday, should be devoted to an examination by the expert members of the delegations of the methodology adopted in the projections. Meanwhile, the Director-General was requested to send the full study to all member governments as soon as possible with a request for comments on the methodological and policy aspects. The comments received should be made available to members of the Committee in advance of its next session.

IV. FOOD AID AND SURPLUS UTILIZATION

1. Sixteenth Report of the CCP Consultative Sub-Committee on Surplus Disposal

46. The Committee received the Sixteenth Report of the Consultative Sub-Committee on Surplus Disposal (CCP 66/6/1) which covered the work of the CSD since May 1965. Since its previous report, the CSD had noted further developments in the field of agricultural surpluses and food aid, and in particular that the proposed legislation in the United States was designed to improve its ability to respond to the problems and requirements of the world food supply situation.

47. The Committee expressed satisfaction with the work of the Sub-Committee and delegates indicated that their governments continued to attach great importance to its activities. In the light of developments taking place in the agricultural surplus situation and in the attitudes toward arrangements for the provision of food aid, the role and functions of the CSD would need to be kept under review. In the meantime, the flexibility of its present terms of reference should enable the CSD to continue to meet its expanding obligations.

48. The Committee noted with satisfaction the assurance that wherever possible the United States would continue to strive for arrangements which would permit the most meaningful consultations with other supplying countries prior to the conclusion of food aid sales agreements. It was also noted that the CSD had, during the period under review, continued to be informed in advance of each impending agreement under Public Law 480, except in emergency circumstances, and delegates expressed their appreciation of the co-operative attitude of the United States toward this and other aspects of the work of the CSD.

49. Several delegates, however, expressed concern over certain provisions in transactions under Public Law 480, and particularly the use of the "tied sales" provisions (tied usual marketing requirements) in PL 480 agreements. The view was expressed that such provisions, by reserving a part of the commercial market for the United States, interfered with the normal patterns of commercial trade, and therefore conflicted with the FAO Principles of Surplus Disposal. A number of delegates also expressed concern that the new United States legislation might perpetuate these and other features which they found objectionable. In his reply, the United States delegate, while assuring the Committee of his country's continued adherence to the FAO Principles of Surplus Disposal, stated that the use of the "tied sales" (or "tied usuals") provision had been forced on the United States by the bilateral arrangements of other countries or by other conditions which had made for a reduction in free competition. In the light of this discussion, the Committee looked forward to the report of the CSD Working Party which had been appointed to examine this aspect of Public Law 480 agreements.

50. With regard to the World Food Program, the Committee noted the two reports which, at the request of the Intergovernmental Committee, had been prepared by the Sub-Committee in the form of recommendations on consultative procedures and on working criteria to guide the WFP Secretariat in dealing with projects involving commodity sales. Owing to the timing of the Eighth and Ninth Sessions of the IGC, it had not been possible for the CCP to consider these two reports before their submission to the WFP Secretariat through the Chairman of the CCP. Some delegates felt that WFP sales policy criteria need not be too strictly observed in all cases; other delegates, however, felt that strict adherence was necessary to safeguard normal commercial transactions. The Committee noted with satisfaction that the CSD had established an important role in WFP procedures by making available its consultative machinery for the examination of proposed projects in the light of the FAO Principles of Surplus Disposal.

51. The Committee agreed with the suggestion that Member Nations should be reminded that the CSD was the recognized forum for consultations in the field of agricultural surpluses, and requested the Director-General to communicate with them on the lines suggested by the Chairman of the CSD in his letter to the Chairman of CCP (CCP 66/6/2).

2. UN/FAO World Food Program

(a) World Food Program Activities

52. The Committee heard with interest a statement by the Executive Director of the World Food Program on the Ninth Session of the Intergovernmental Committee of the WFP held in April 1966 and on recent activities under the Program.

53. The Ninth Session had concentrated first on the question of resources. A pledging conference held in January to cover the period 1966-68 resulted in actually available pledges amounting at the present time to \$153.8 million. While some additional pledges could be expected, it was unlikely that the target of \$275 million would be reached. For the whole period 1 January 1963 to 31 December 1968, \$249 million would be available apart from additional pledges. Emergency food aid commitments and reserves totalled about \$52.7 million. Of the balance available for development projects, commitments had already been made for 161 projects in 59 countries amounting to \$137 million. Requests by governments did however exceed the resources available to the Program and the IGC had recommended that ECOSOC and the FAO Council should again draw the attention of governments to the need for making further contributions.

54. The WFP applied very strict criteria to requests and the IGC had adopted additional criteria: projects should be labor-intensive as far as possible; to minimize overhead costs they must be of a sizeable magnitude; there must be close co-ordination with other aid programs; and projects must have a clear element of self-help. The IGC had also decided that ordinarily no country should receive more than 10 percent of the Program's resources in the current pledging period.

55. The question of sales policy was also discussed by the IGC and the Committee would be kept informed through the Consultative Sub-Committee on Surplus Disposal of policies and actions of the Program in this regard. Increased attention was being given to evaluation of projects.

(b) Criteria for WFP Price Stabilization Projects

56. The Committee noted that the Intergovernmental Committee of the World Food Program had requested the comments of the Committee on Commodity Problems on the economic implications of price stabilization arrangements and on the criteria for the establishment of price stabilization schemes contained in a report of the Executive Director (Document WFP/IGC: 9/13). The IGC had also referred to the CCP for comment a proposed additional criterion regarding the need for guaranteed minimum farm prices in recipient countries.

57. The Committee held a preliminary discussion of these questions but decided to defer a full consideration to its next Session. While recognizing that the WFP projects of this type had so far been concerned only with national stabilization schemes aimed at reducing seasonal price fluctuations in domestic markets of developing countries, the CCP believed it was important to examine the questions within the wider context of national food reserves, price policies, and international commodity arrangements. The Secretariat, therefore, was requested to circulate in advance of the next Session a paper including annotated references to CCP's past work in this field including the FAO publication on National Food Reserve Policies in Under-Developed Countries (Commodity Policy Studies No. 11), the Report of the CSD Working Party on National Reserves, and the FAO Guiding Principles for National Agricultural Price Stabilization and Support Policies.

(c) Report of the Jamaica Mission

58. The Committee took note of the Report of the Jamaica Mission on which the IGC had requested the comments of the Consultative Sub-Committee on Surplus Disposal. In addition to its examination of the program approach for the supply of food, which was not found feasible in the case of Jamaica, an important part of the report was the methodology applied in estimating the food gap.

59. The Committee agreed that the CSD should consider this Report and make any comments which seemed called for. The item should be kept on the agenda of the Committee which might also have observations to make following comments by the CSD.

3. International Study of Multilateral Food Aid

60. The Committee recalled the preliminary discussion at its Thirty-Ninth Session of the implications of the UNCTAD Recommendation A.II.6 on World Food Aid Program and a proposal for the modification of the World Food Program presented by the Argentine Government at the Seventh Session of the IGC. At the Eighth Session of the IGC the Argentine Delegate had proposed a concerted study of the proposal of his Government. The IGC had referred the matter to its parent bodies. In response to the Committee's suggestion, the FAO Council had requested the Director-General to examine as soon as possible the best way to embark on a comprehensive study of the issues raised by both the UNCTAD Recommendation A.II.6 and the Argentine proposal, and to present an outline of the scope that should be covered.

61. The Committee noted that the subject had also been considered by the United Nations General Assembly at its 20th Session which had adopted Resolution No. 2096 (XX), requesting the Secretary-General, in co-operation with the Director-General of FAO and in consultation with the executive heads of other interested international organizations and programs, "to examine the means and policies which would be required for large-scale international action of a multilateral character, under the auspices of the

United Nations system, for combating hunger effectively, such comprehensive study to be based on, but not limited to, the proposals already made," and to report through ECOSOC on, inter alia, arrangements for undertaking this concerted study. The Director-General had, therefore, prepared document CCP 66/7 in consultation with the Secretary-General of the United Nations, so that it could be useful to him in considering his progress report to ECOSOC and also meet the FAO Council's request for an outline of a comprehensive study of the issues.

62. The Committee expressed its appreciation of the draft outline, which was a useful starting point in the analysis of the issues identified by the IGC and the CCP as regards the UNCTAD and Argentine proposals in the wider context of the General Assembly Resolution. Several delegates mentioned that their governments had not yet had time to consider the outline fully, so that the present discussion was only preliminary. However, in noting the draft outline, the Committee considered that, for the purposes of the concerted study of means and policies on the basis of but not limited to existing proposals, some modifications would be called for. Some delegates felt that the structure of the outline could be better adapted to the needs of policy consideration by governments and to the main objectives of the General Assembly Resolution by bringing earlier in the outline the relevant proposals and alternatives and to discuss under each of them the issues and the implications they raise. Substantive work on the study might also show the need for modification of the shape of the final report. Possible changes in emphasis which were suggested by the Committee's preliminary examination of the outline included: special regard to the need for, and the problems of, securing financial resources, and the possible relationships of multilateral food aid to long-term international agreements in staple foodstuffs; further investigation of the issues which would be involved in the provision of monetary credits to developing countries for the purchase of food imports; more study of the value and real cost of food aid as compared with other forms of aid; and greater attention to implications for international trade, and the discussion of intra-regional trade and payments arrangements to mobilize exportable supplies in developing countries. It was also thought that the study would be more useful for policy discussions if the various alternatives could be examined at different levels of financial resources.

63. Some delegates thought that, in view of the basic orientation which the study should have toward assisting governments to formulate policy, the analysis of past actions and proposals could be quite brief. Other delegates, however, emphasized the usefulness of drawing on past experience and accumulated knowledge as a guide to future policy.

64. Some delegates considered that the inclusion in the outline of a chapter on "Recommendations regarding an Expanded Multilateral Food Aid Program for the Consideration of Governments" would be inappropriate at this stage. Others, however, maintained that such recommendations on the part of the Secretary-General and the Director-General, limited to technical and economic aspects, would be of great help to governments in considering the final report. The Committee felt that a decision with regard to such a chapter should be deferred.

65. The delegate from Australia informed the Committee of the approach underlying the proposals on grains which his country was making in the Kennedy Round negotiations. These proposals would provide for co-ordinated and complementary arrangements for commercial and concessional supplies, under which developed countries would have a collective responsibility for meeting the increase in future import needs of developing countries on a concessional basis. The Australian delegate considered that it might be possible to adapt these arrangements to commodities other than grains.

66. The Committee agreed that the quantitative analysis of possible needs and supplies for food aid, which was an essential part of the study, should be based on the work under way in FAO on the Indicative World Plan for Agricultural Development. This meant that the study could not be completed before the end of 1967, and the final report would not be available until early 1968. Some delegates expressed concern at this timing,

which would preclude governments and international bodies, such as GATT and UNCTAD, from having the benefit of the findings of the study in their forthcoming negotiations and consultations. The Committee noted that the Secretary-General had been asked to include in his progress report to ECOSOC "any preliminary findings", and might well be requested to make similar reports to the General Assembly. The Committee felt that efforts should be made to prepare interim progress reports in the course of the work, bearing in mind such needs as the second session of UNCTAD, the GATT negotiations on cereals and other interested bodies. These progress reports should embody preliminary results under particular sections of the outline, although this would not lessen the need for the comprehensive study as a whole. Full use could be made on an interim basis of the FAO Commodity Projections to 1975. The Committee requested the Director-General to assign a priority to the study in keeping with its urgency and importance. The hope was expressed that work on the various sections of the study would be started at an early date, so that only the final drafting of the conclusions would have to await the completion of the quantitative work in Chapter III. One delegate expressed the hope that the Director-General would revise the draft outline to reflect the changes proposed in order to facilitate its consideration by ECOSOC at its forthcoming session.

67. The Committee noted that the overall responsibility for the study lay with the Secretary-General of the United Nations in co-operation with the Director-General of FAO. It stressed the necessity for full consultation with other agencies and programs, as provided for in the General Assembly Resolution No. 2096 (XX). It recognized that the Director-General would have primary responsibility for certain aspects of the study, and requested him to seek the co-operation of the food commodity councils, in view of the special contributions which they could make, and to take initiative to ensure consultation with the other international organizations and programs concerned. The Committee also requested the Director-General to bear in mind these views and recommendations in the inter-agency discussions at the ACC and elsewhere on this subject. One delegation suggested a possible distribution of responsibilities.

68. The Committee further requested the Director-General to convey the views and suggestions of the CCP on the draft outline to the next session of ECOSOC together with the verbatim records of the Committee on this item.

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

(a) Grains

69. The Committee considered the report of the Tenth Session of the Group on Grains held in Rome in April 1966, and commended the Group on its present activities and practical program of work. The Committee believed that the Group's assessment of the world grain problem, and its conclusion that international grain markets had approached a position of qualified equilibrium between supply and demand, were important not only for national grain policies, but also in the wider context of food aid and international arrangements. The Committee agreed that the factors underlying the balance were complex and uncertain. Some delegates considered that the world's capacity to produce surpluses had not disappeared and it therefore remained essential to seek ways of reconciling the aims of national grain policies. In this context, the Committee recognized that the work of the FAO Group on Grains in the analysis of national policies, grain utilization and international price relationships was a significant contribution to approaches toward an international grains agreement. The Committee welcomed the assurance of the representative of the EEC that the Community would submit constructive proposals on grains within the framework of the Kennedy Round. The Committee noted that the Group had already had preliminary discussions on the FAO grains projections and, in view of the importance of these basic foods and the uncertain balance between supply and demand in grains, it underlined the need to use all possible means to improve these projections, where appropriate through the addition of special items to the regular grains questionnaires. It hoped that at its next session the Group would have a full debate on the FAO grains projections and on the whole grains sector of the Indicative World Plan.

70. The Committee noted with satisfaction the stress being laid in the Group's work on the grain problems of developing countries. The study made on grain processing industries in developing countries was particularly important, and the Committee hoped that the Director-General would, as requested by the Group, be able to assist interested countries in carrying out pre-investment feasibility studies on grain processing as well as to extend research into the economic problems of storage. The Group's proposed enquiry into the prospects for sorghum exports would also be valuable to developing countries, as this crop seemed well suited for inclusion in diversification programs, and the Committee requested member governments to co-operate fully in this study.

71. As bread was increasingly eaten in developing countries which did not produce wheat, some delegates suggested that FAO food technologists might assist interested countries in developing methods of producing bread from home-grown grains, in order to ease their balance of payments problems. Another suggestion was that, in view of the ample supplies of durum wheat in developing exporting countries, study should be made of the possibilities of substituting durum wheats for bread wheats in food aid programs.

(b) Cocoa

72. In view of the negotiations on an international cocoa agreement currently taking place in the United Nations Cocoa Conference, which opened on 23 May 1966 in New York, the Committee agreed to limit its discussions on cocoa at this session. The useful activities of the Committee on Statistics of the FAO Cocoa Study Group during the past year were noted, as well as the co-operation of the FAO Secretariat with that of UNCTAD in preparing studies for, and participating in, the various sessions of the Working Party on Prices and Quotas set up by the 1963 Cocoa Conference, and in the servicing of the current Conference. The FAO Cocoa Study Group, which remained formally in existence, had not met in full session during the period, but provided a framework for the activities of the Committee on Statistics and the Working Party on Grading. The Committee recognized that it would be necessary to consider, in the light of the outcome of the Cocoa Conference, the future of the Cocoa Study Group and its committees.

73. It was suggested by some delegates that the Secretariat should undertake a study on the processing of cocoa in developing countries.

(c) Bananas

74. The Committee expressed its satisfaction with the report of the First Session of the FAO Study Group on Bananas held in Rome in March 1966. The Committee noted the excellent attendance at the meeting and the range of work covered which it felt more than justified the decision taken at the Thirty-Eighth Session to establish the Study Group. It noted with approval the expansion of consumption in importing countries in the last season and, in particular, the efforts made by exporting countries to improve the presentation and quality of their produce. Many delegates pointed to the marked increase in imports that had taken place in Italy in 1965 after restrictions on imports had been relaxed. These delegates felt that this was a good example of the benefits which could accrue to exporting countries from a lowering of trade barriers, and they expressed the hope that those importing countries which still maintained restrictions, would move further in the direction of complete liberalization. One delegate also referred to the sustained increases in producers' incomes which had been obtained as a result of orderly regulation of intake by some importing countries.

75. The Committee endorsed the work program of the Study Group as outlined in the report of its first session, including periodic reviews of the market situation and developments in trade policies. It also approved the proposed study of the price structure of the banana industry in view of the large price spread from producer through to the consumer. Although it was recognized that this was mainly due to high transportation and handling cost caused by the physical characteristics of bananas, it was felt that such a study might indicate certain areas where economies could be made. The Committee welcomed the initiative taken by the Study Group to overcome the serious deficiencies existing in the field of banana statistics. It supported the Group's recommendation that the Director-General be requested to convene an ad hoc meeting of experts on banana statistics from exporting and importing countries, if possible, before the end of 1966 but in any case sufficiently early to enable the second session of the Study Group to consider its report. It also endorsed the decision of the Study Group to undertake work on the issues involved in drawing up international banana standards and agreed that such work should be carried out in close co-operation with the Codex Alimentarius.

76. The Committee agreed that the second session of the Study Group should be held in 1967. In this connection the delegate of Spain reaffirmed his Government's invitation to the Group to hold this session in the Canary Islands.

(d) Citrus Fruit

77. The Committee took note of the preparations made for the second session of the Steering Committee of the FAO Group on Citrus Fruit, scheduled to be held in Rome from 30 June to 2 July. It noted with approval that the session would concentrate on market and policy developments since the last session, in particular the new policy measures being implemented in the European Economic Community. The delegate of Spain confirmed that many of the favorable factors which operated during the 1965/66 season might not continue to prevail in future seasons. He stressed that third countries remained greatly concerned regarding the possible impact of the tightening of the Community's import regulations on citrus fruit, in particular the raising of the reference prices. In reply, the spokesman for the EEC emphasized that the Community was always open to suggestions regarding the need for policy changes and that the reference price regulations for citrus fruit were under review. With regard to the Commodity Review, the Secretariat was requested to provide more information on fruit juices in future issues.

(e) Jute, Kenaf and Allied Fibers

78. The Committee noted with interest the activities of the Consultative Committee of the Study Group on Jute, Kenaf and Allied Fibers, which had held its first two sessions since the Thirty-Eighth Session of the CCP. It welcomed the action being taken by the Consultative Committee to improve the short-term stability of the market for this group of commodities through regular informal consultations among the main interested parties on the production and marketing measures needed for the adjustment of supplies to requirements, and noted that its early efforts had been promising. It stressed that continued goodwill and co-operation reflected in the provision of maximum information by participating countries would remain indispensable elements in its work. While it was too early to reach any final judgment as to its effectiveness, the Consultative Committee represented a novel and flexible approach and might be suitable for application to some other commodities.

79. It was difficult to forecast the outlook for jute. The immediate outlook was for tightness of supply, which, if it were allowed to result in excessively high prices, could lead to further synthetic and other substitution. Orderly marketing would continue to be required, along with the assurance of adequate supplies of jute to consumers at reasonable prices. In this connection the Committee welcomed a statement by the delegate of Pakistan that, despite the problem of competing claims as between jute and rice in the current situation of food shortage, a substantial increase in jute output had already been planned in his country mainly by improving crop yields. It was recognized that there was a continuing need for close co-ordination among jute producing countries on production plans in relation to the estimated requirements for the fiber.

80. The CCP suggested that the Study Group should lay increasing emphasis on matters of longer-term nature, particularly problems created by the competition of synthetic and other substitutes, and development of the work on standardization and grading.

(f) Dairy Products

81. The Committee received with appreciation the Review of National Dairy Policies in Recent Years (CCP 66/11/1) and requested the Secretariat to continue these annual descriptive reviews of national dairy policies in individual countries since they were a valuable reference for governments.

82. Some delegates expressed concern at the high levels of protection in some countries, which tended to deprive traditional dairy exporting countries of outlets. They were also concerned that prices on the international markets, particularly for butter and cheese, had recently been declining due to increased milk production in Western Europe and a consequent rise in butter stocks. It was stated on behalf of the EEC that prices of milk had not risen excessively, particularly having regard to inflationary tendencies, while in some of the EEC countries recent price changes had been insignificant and in one country prices had been reduced. Some information on present intervention policies with regard to government purchases of dairy products was made available.

83. The Committee received the Secretariat's report the Economic Impact of Dairy Development in Developing Countries (CCP 66/11/2) which had been prepared in accordance with its earlier request made at the Thirty-Eighth Session when it considered a preliminary report on the subject. The present report was accompanied by four working papers (CCP 66/Working Papers No.s 1-4) presenting case studies on Yugoslavia, Costa Rica, Ecuador and Chile. The Committee found this report very valuable. Some delegates suggested that the Secretariat, in preparing the study in final form, should consider some re-arrangement of the material so as to give greater emphasis to the factors and criteria which determine the type of dairy scheme most adapted to conditions in the various developing countries. Several delegates stressed the willingness of their countries to assist the development of feasible milk schemes in developing countries and suggested that reports be prepared every two or three years on the economic aspects of dairy development in developing countries.

84. The Committee noted the working paper Some Features of the Cheese Economy in the Mediterranean Basin (CCP 66/Working Paper No. 5) and the working paper Milk Products Market in the Far East (CCP 66/Working Paper No. 6). It requested that the latter study should be developed further and presented to a subsequent session of the Committee, which hoped that additional information on the market situation in the Far East would be supplied by the exporters and importers of dairy products concerned.

85. The Committee noted that, in response to a request by the Conference (Thirteenth Session, paragraphs 140 and 338), the Secretariat would prepare in co-operation with UNICEF a study of skim milk powder supplies for developing countries, with particular regard to milk schemes using imported skim milk powder, the past experience of the schemes and the outlook for this type of dairy industry in developing areas. The study would also include an analysis of the utilization of skim milk powder in concessional transactions and market promotion schemes.

86. The Committee heard a statement by the observer for the International Dairy Committee on its program of work and its efforts to promote the establishment of an International Dairy Council.

(g) Meat

87. The Committee took note of FAO Commodity Bulletin No. 40 on The World Meat Economy, which it considered a valuable survey of world production, consumption and trade in meat and the major factors influencing the outlook for the commodity. It noted that the study was of a basic character, dealing with long-term factors in the world meat economy and thus did not need to be updated frequently, especially in view of the annual notes in the FAO Commodity Review. However, it expressed the wish to be kept informed of changes in the underlying forces through periodic surveys.

88. The Committee recognized the importance of the fullest possible governmental co-operation in providing the Secretariat with advice and information on national plans and policies, consumption trends and other economic data on meat, particularly for the preparation of projections. It suggested that use should be made of the technical services of the principal countries concerned and welcomed the offer of co-operation by the Argentine delegate in this respect.

89. A number of delegates informed the Committee regarding the outlook for meat in their countries. The delegate for Australia stated that, in view of Government investment and also because private investment has been stimulated by satisfactory prices, production and exports of Australian meat in 1970 were expected to be higher than was indicated in the earlier FAO projections for 1970 which had been included in the Bulletin. The estimates of Australian exports of beef and veal and mutton and lamb had already been exceeded in recent years.

90. The delegate for the United Kingdom informed the Committee that, under the National Economic Plan for his country, production of meat, and particularly of beef, would have an important role to play in the selective expansion of British agriculture. Calf slaughterings in the United Kingdom in recent years had been below the projected growth rate in FAO's projections for 1970. The delegate for Romania presented information with respect to his Government's plans for the future expansion of meat production. The Committee was also informed that meat consumption in Italy was increasing and that the additional supplies needed would come from measures to increase domestic production as well as from imports from European and non-European sources.

91. Some delegates expressed concern about the widening gap in meat consumption levels between the developed and developing countries and suggested that means be sought to reduce the cost of meat so as to enable deficit developing countries to import greater quantities. However, the longer-term solution lay in the expansion of effective demand and production in the developing countries themselves which was dependent on the rate of general economic development.

(h) Hard Fibers

92. The Committee examined the report (CCP 66/10) of the Second ad hoc Consultation on Hard Fibers held in Rome in April 1966 to consider the problems of sisal, henequen, abaca and other hard fibers and the question of establishing a Study Group on Hard Fibers. The Consultation was attended by the principal exporting and importing countries. After reviewing both the short- and long-term problems of hard fibers, the Consultation had concluded that the CCP criteria for the establishment of a study group could be met in this case, and had unanimously recommended that a Study Group on Hard Fibers be set up under the auspices of the CCP. The Consultation had proposed terms of reference for such a study group and had also recommended that in view of the urgency of the problems affecting these fibers, and subject to the approval of the CCP, the First Session of the Study Group be held as soon as possible after its establishment.

93. The Committee recognized the great importance of this group of commodities to member countries dependent on exports of hard fibers, and agreed that a program of work along the lines recommended by the Consultation should be pursued. The Delegation of Madagascar suggested the establishment of an international body for hard fibers for the purpose of stabilizing the prices for this group of commodities. The Committee accepted the recommendations of the ad hoc Consultation to establish a study group with the proposed terms of reference without dissent.

94. The Committee was informed, in accordance with the established procedures, that the establishment of a new Study Group on Hard Fibers would entail some re-arrangement of the priorities of work on fibers in the current biennium, and would have budgetary implications which would be taken into account by the Director-General in the preparation of the program of work and budget for the next biennium for the consideration of the Conference. The Committee decided to establish a Study Group on Hard Fibers and adopted the following resolution:

CCP Resolution No. 1/40

STUDY GROUP ON HARD FIBERS

THE COMMITTEE ON COMMODITY PROBLEMS:

HAVING CONSIDERED the world hard fiber situation at this and previous sessions,

MINDFUL of the mandate given by the FAO Conference, which had at various times invited the Committee to establish, within its terms of reference, such groups as it found desirable,

RECOGNIZING that there exist short- and long-term fundamental problems in the production, trade and consumption of hard fibers and that international co-operation and consultations could contribute to their solution,

CONSIDERING Resolution 46/57 of the Ninth Session of the FAO Conference laying down principles to govern the constituent rules of FAO bodies,

DECIDES, in the light of Rule XXIX of the General Rules of the Organization, and of the principles referred to above, to establish a group to be known as the Study Group on Hard Fibers with the following terms of reference:

(1) The Group shall provide a forum for consultation on and studies of the economic aspects of production, marketing, local processing, trade and consumption of abaca, sisal, henequen and other hard fibers, individually, and as a group.

(2) The field of competence of the Study Group shall include:

- (a) the promotion of improvements in statistical services and the provision of information regarding prices, the supply and demand position, and their probable development in the short-term;
 - (b) the study of costs of production and ways of stimulating efforts to reduce them, including the possibilities for improving research facilities and other relevant technical matters;
 - (c) the study of marketing practices and of ways to stimulate the improvement of such practices (including the promotion of standardization in grading and the improvement of quality) and to reduce marketing costs;
 - (d) the collection of information on and the analysis of national policies relating to the production, marketing, trade and consumption of fibers specified in (1), and their international effects and examination of the possibilities of facilitating the adjustment of those policies;
 - (e) the study of problems affecting the long-term equilibrium between production and consumption of fibers specified in (1), including competition between these fibers and synthetics;
 - (f) the study of measures designed to promote expansion in the consumption of fibers specified in (1), and the stimulation of efforts to develop new uses including relevant technical matters;
 - (g) the study of the causes and effects of short-term fluctuations affecting fibers specified in (1) and of ways of reducing them;
 - (h) the study of measures designed to deal with any special difficulties which may exist or may be expected to arise and the submission of reports and/or recommendations on the subject.
- (3) The Study Group shall take into account matters concerning manufactures of fibers specified in (1) insofar as this is necessary for carrying out its mandate.
 - (4) Membership in the Group shall be open to all Member Nations and Associate Members of the Organization that are substantially interested in the production or consumption of and trade in hard fibers. So far as participation of dependent territories is concerned, the provisions of Article 69 of the Havana Charter shall apply. In order to be considered as a member of the Group, eligible Member Nations or Associate Members shall communicate to the Director-General a formal expression of intention. Interested non-Member Nations of the Organization that are members of the United Nations may be admitted by the Council of the Organization to membership in the Group.
 - (5) Attendance by non-Member Nations of the Organization at sessions of the Group shall be governed by the principles relating to the granting of observer status to nations adopted by the Conference.
 - (6) In order to ensure the effective discharge of the functions of the Group, governments shall, as far as practicable, furnish all the information required for the work of the Group.
 - (7) The Group shall report to the Committee on Commodity Problems, it being understood that copies of its reports, including any conclusions, will be circulated to interested governments and international organizations for their information as soon as they become available.
 - (8) The Group shall make arrangements for close liaison in its activities with other organizations interested in hard fibers and shall avoid duplication of work being undertaken by such other organizations.

- (9) The Director-General shall keep the United Nations Conference on Trade and Development and the Economic and Social Council informed of the activities of the Group.
- (10) The Group, in consultation with the Director-General, shall determine the dates and places of its sessions, keeping in mind the character and importance of the subjects under review, the number of governments interested in hard fibers, and the need for economy in the cost of meetings and travel.
- (11) The Group may adopt and amend its own rules of procedure, which shall be approved by the Committee on Commodity Problems and shall be consistent with the rules of that Committee.

95. The Committee welcomed the offer of the Philippines Government to act as host to an early session of the new Study Group.

(i) Tea

96. The Committee took note of the activities on tea undertaken in FAO in response to the requests of the ad hoc Meeting on Tea held in Ceylon in 1965. A Consultation on Tea Statistics had been held in March 1966 to work out statistical and reporting requirements, to advise the Secretariat on technical statistical problems and to make recommendations on channels of information. The Committee noted that the Secretariat was taking action on the lines suggested by this Consultation and that preparations were under way for the holding of a second ad hoc meeting on tea which would take place in London.

97. The Committee noted that the general situation of the commodity was rather less favorable on the whole than it was at the time of the first meeting. Tea prices had lost some ground and there had been little increase in the value of tea exports in 1965 despite the larger volume of exports.

(j) Tobacco

98. The attention of the Committee was drawn by the representative of Belgium to the resolution adopted at the Second International Tobacco Trade Congress held in Istanbul in September 1965 that FAO should expand its activities in the field of tobacco statistics and economic intelligence. Similar requests had been received by the Secretariat from some other governments. The Committee was informed of the work being done on this commodity by the FAO Secretariat and noted that there were a number of gaps in the information available to governments interested in tobacco. The Secretariat pointed out that little more could be done in the current biennium as available resources were fully extended. The Committee considered that adequate coverage of tobacco was important and some delegates thought that the matter should be kept in mind when the program of work and budget for the coming biennium was being drafted.

(k) Pineapples

99. The attention of the Committee was drawn by some delegations to the problems facing pineapples, a commodity which was of importance to some countries. It was noted that work on agricultural commodities traded in processed form, such as pineapple, was within the terms of reference of the CCF and its study groups.

VI. ORGANIZATIONAL MATTERS

1. Arrangements for the Forty-First Session of CCP

100. The Committee agreed that its Forty-First Session should be held in the first quarter of 1967, the precise date and duration to be determined by the Director-General in consultation with the Chairman. With the intention that it would give its main attention to a consideration of the Commodity Projections and the Indicative World Plan, the Committee agreed on the following Draft Agenda:

Draft Agenda

- I. Commodity Projections and the Indicative World Plan for Agricultural Development
 1. Methodological Aspects
 2. Policy Implications of the Projections
- II. Summary Review of the World Agricultural Situation, Problems and Policies
- III. Developments in International Action on General Commodity Matters
- IV. Food Aid and Surplus Utilization
 1. Report of CSD (if submitted)
 2. UN/FAO World Food Program
 3. International Study of Multilateral Food Aid: Progress Report
- V. Review of Activities of Commodity Groups and Special Commodity Matters
 1. Citrus
 2. Jute, Kenaf and Allied Fibers
 3. Hard Fibers
 4. Oils, Oilseeds and Fats
 5. Rice
 6. Cocoa
 7. Other Commodities
- VI. Organizational Matters
- VII. Any Other Business

2. Nomenclature of CCP Study Groups

101. The Committee discussed document CCP 66/12 on Commodity Study Groups - Standardization of Nomenclature, prepared by the Secretariat following the request made at its

Thirty-Ninth Session. The Committee agreed that it was desirable to use a consistent nomenclature in designating its subsidiary bodies whose tasks and provisions for membership corresponded to those described in the definition of "Commodity Study Group" adopted by the Council at its Fortieth Session in 1963. The Committee adopted the following resolution:

CCP RESOLUTION No. 2/40

RENAMING OF STUDY GROUPS

THE COMMITTEE ON COMMODITY PROBLEMS:

AGREEING that it was desirable to use consistent nomenclature in designating its own subsidiary bodies whose characteristics correspond to those of a "commodity study group" as defined by the Council at its Fortieth Session,

CONSIDERING that such consistency of nomenclature can be obtained by changing the name of four of its study groups,

DECIDES to rename the existing groups on rice, cocoa, grains and citrus fruit as follows:

Study Group on Rice
Study Group on Cocoa
Study Group on Grains
and Study Group on Citrus Fruit

AMENDS accordingly the terms of reference of the four Study Groups wherever appropriate, and

INVITES the Director-General to inform Member Nations and Associate Members of the Organization of the change in the names of these study groups.

3. Review of the CCP Criteria for the Establishment of Commodity Study Groups

102. The Committee noted that at the time of the Thirteenth Session of the Conference, some delegates had "suggested that the CCP might re-examine its criteria for the establishment of Commodity Study Groups in the light of the new development approach to international commodity arrangements". (Provisional Report of the Thirteenth Session of the Conference, paragraph 79).

103. Some delegates expressed the view that the criteria for the establishment of commodity study groups, which the CCP had adopted at its Thirty-Third Session in June 1960, had proved adequate and had permitted the establishment of new study groups whenever a satisfactory case had been made for them. One delegate suggested that consideration should be given to the question of whether the criteria should not be made more stringent as study groups involved considerable expense and the review of commodity problems was the normal function of CCP. Other delegates felt that a re-examination of the criteria in the light of new developments was desirable, especially changes in the criteria and the procedures adopted by the CCP to facilitate action in the commodity field and to permit wider co-operation with other bodies and the establishment of joint machinery, particularly with UNCTAD. The delegates of Sweden suggested closer co-operation with GATT in its reviews of national development plans. The Committee agreed that it should consider at a future session the points made in the discussion and invited the delegate of Sweden and any other interested delegates to submit papers conveying their Governments' views on the criteria. The Secretariat was requested to prepare a paper for a future session in the light of discussion which had taken place in the Committee.

104. In the course of the discussion, it was pointed out that the Conference, in adopting General Rule XXX on the Committee on Fisheries, had made special provisions for membership of Member States of the United Nations not Members or Associate Members of FAO in the subsidiary bodies of that Committee. The Committee felt that the Secretariat should submit at a subsequent session a paper to facilitate a review of CCP rules on membership of subsidiary bodies with a view to seeking consistency in FAO procedures.

4. Frequency of CCP Sessions

105. In the light of paragraph 64 of the Report of the Thirteenth Session of the Conference, the Committee considered that there was no need to amend the General Rules of the Organization which provided, normally, for three sessions during each biennium. The Rules also provided that, if required, the Committee could hold additional sessions on the call of its Chairman or the Director-General or on request of a majority of the members of the Committee.

106. The Committee considered that, while it was in general desirable to limit its sessions to one per year, circumstances might warrant the holding of a third session in a biennium. It agreed that the question of a third session should be determined in the light of developments and the problems to be dealt with.

VII. MATTERS REQUIRING THE ATTENTION OF THE COUNCIL

107. The Committee wished to bring the following matters to the attention of the Council:

- (a) Its discussion of the outline for a study of multilateral food aid, which the Council had requested the Director-General to prepare, and its request to the Director-General to convey its views and suggestions on this outline to the next session of ECOSOC (paras. 60-68).
- (b) Its discussion of Commodity Projections and the Indicative World Plan and its arrangements for further work in this field (paras. 37-45).
- (c) Its decision to establish a Study Group on Hard Fibers (paras. 92-95).
- (d) Its request to the Director-General to invite Member Nations to indicate their adherence to the FAO Principles of Surplus Disposal and to consider membership in the CCP Consultative Sub-Committee on Surplus Disposal (para. 51).

APPENDIX

LIST OF MEMBER NATIONS AND INTERNATIONAL ORGANIZATION
REPRESENTED AT THE FORTIETH SESSION

Chairman:
First Vice-Chairman:
Second Vice-Chairman:

Yogendra Duraiswamy (Ceylon)
Dr. Irene Haas (Germany, Fed. Rep.)
Luiz A.P. Souto-Maior (Brazil)

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* * * * *

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