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Item 5 of the Provisional Agenda

Fifty-Ninth Session

Rome, 20 November - 1 December 1972

REPORT OF THE ⁴⁷ FORTY-SEVENTH SESSION OF THE COMMITTEE ON COMMODITY PROBLEMS

Rome, 30 October - 10 November 1972

Summary

The Committee wishes to bring the following matters in particular to the attention of the Council :

- (a) Its discussion on longer-term issues in the field of commodity trade in the light of the agricultural commodity projections (paras 24 to 38).
- (b) Its review of the activities of its subsidiary bodies (paras 39 to 80), and in particular the continuation of the export quota scheme for sisal and henequen (para 50), the maintenance of indicative prices for jute exports (para 52), and agreement on export quotas for tea for the next three years (para 55).
- (c) Its decision to hold ad hoc consultations on tobacco and, if necessary, on pepper in 1973 (paras 89 and 83).
- (d) Its consideration of the Secretariat's outline of the study on international agricultural adjustment (paras 98 to 114).
- (e) Its review of FAO's future programme of work on agricultural commodity projections (paras 115 to 127).
- (f) Its preliminary review of the Organization's programme of work and priorities in the field of commodities (paras 128 to 140).
- (g) Its discussion on FAO's cooperation with GATT and UNCTAD in connection with the proposed trade negotiations and commodity consultations (paras 146 to 156).

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INTRODUCTION

1. The Committee on Commodity Problems held its Forty-Seventh Session from 30 October to 10 November 1972 at FAO Headquarters, Rome. This was the first session held since the Committee's membership had been opened to all interested member governments of FAO. Seventy Member Governments had stated their intention of participating as members of the Committee. The session was attended by representatives of 56 of the 70 Member Governments and by observers from 8 other FAO Member Governments and from 19 international organizations ^{1/}.

2. The session was opened by the Director-General of FAO, Dr. A.H. Boerma who, in welcoming the delegates, particularly those who attended for the first time, pointed out that the Committee was facing a number of important issues. He indicated that the basic problems in the world commodity situation - including slow growth in demand, trade barriers, surplus production capacity for several products, inadequate production response in others, mounting competition from synthetics, and persistent instability in commodity prices - had become more severe and the need to find effective solutions had become more urgent. On the other hand, there was better international recognition of the need for a freer and more rational pattern of world agricultural trade. He stressed that these needs could not be achieved without a worldwide framework within which governments could work together toward greater consistency in their national and regional agricultural policies. FAO could make a valuable contribution to this process of agricultural adjustment.

3. Referring to the programme of work in the commodity field for the coming biennium, the Director-General emphasized that the basic objective would continue to be to provide the fullest possible support to intergovernmental efforts to find solutions to commodity and trade problems.

4. Mr. Juan Carlos Vignaud (Argentina) was elected Chairman and Mr. A.V. Vickery (United Kingdom) and Mr. Phang Pin Suan (Malaysia) were elected First and Second Vice-Chairmen, respectively, to serve for the 1972-73 biennium.

5. The Committee adopted the provisional agenda and timetable which had been circulated as document CCP 72/1.

6. The Committee was assisted during the session by a Drafting Group under the chairmanship of Mr. A.V. Vickery (U.K.) and composed of the delegations of Argentina, Australia, France, India, Indonesia, Kenya, Nigeria, Romania, the United Kingdom, the United States and Uruguay.

7. The Committee heard statements by the representatives of the United Nations Conference on Trade and Development, the General Agreement on Tariffs and Trade, the Organization for Economic Cooperation and Development, the Commission of the European Economic Communities and the International Federation of Agricultural Producers.

^{1/} A full list of participants is given in Annex I.

I. REVIEW OF WORLD AGRICULTURAL COMMODITY SITUATION, PROBLEMS AND OUTLOOK

1. Current Situation and Short-Term Outlook

8. The Committee reviewed the world agricultural situation and outlook on the basis of information contained in the FAO Commodity Review and Outlook 1971-1972, in the introductory statement by the Secretariat bringing up to date the material in the document, and in the statements made by delegates.

9. There was general support for the Secretariat's analysis of the world agricultural situation in 1971 and the prospects for 1972. It was noted that world agricultural trade in 1971 slowed down after an exceptionally large expansion in 1970. The increase in the value of agricultural exports was less than the average annual growth rate over the First Development Decade and was largely due to the higher prices of some temperate zone commodities. But prices of several commodities of major export interest to developing countries - rice, oilcakes and meals, bananas, coffee, cocoa and rubber - deteriorated. As a result, the agricultural exports of the developing countries suffered a decline of approximately 3 percent (more than U.S.\$400 million) in contrast to an 11 percent increase (\$2000 million) in those of the developed countries, and as against an average annual increase of 3.2 percent in the agricultural exports of the developing countries over the decade of the Sixties.

10. The Committee further noted that the principal market factors in the slowing down of growth of agricultural trade in 1971 were the slackening of economic activity in industrialized countries, supply shortages for some commodities, relaxation of restrictive production policies in response to output shortfalls experienced in 1970 in some countries, and a number of other factors, such as adverse weather in major producing countries or political upheavals which affected particular commodity markets. The disturbance in the world monetary system during the year under review and the currency realignments agreed to in December 1971 did not in general appear to have had a significant impact on commodity markets last year, although their effects were likely to be felt later.

11. The Committee acknowledged that, as a result of new market developments since the Commodity Review was prepared, the outlook for trade and prices in 1972 had become more favourable than had been expected in the early part of the year. In particular, the world grain situation had undergone a dramatic change due largely to the sudden emergence of massive demand for grains from the U.S.S.R. World wheat trade as a result was likely to rise to a new record in 1972/73, and exporters' opening stocks for the 1973/74 season would be reduced to the lowest level since 1966. But, with strong demand and high prices in the main exporting countries, larger plantings could be expected in the following year. Also, the world rice markets had turned from a relatively balanced to a relatively tight supply situation.

12. The world meat economy throughout the period under review was characterized by a relative shortage of beef in western Europe and the United States in the face of rising demand. The prospects were for prices to remain at the current high level at least until early 1973.

13. With lower end-of-season stocks in 1971/72, and with indications of a reduction in 1972/73 in the world output of beet sugar, there was likely to be keen demand for sugar in relation to available supplies. In the world markets for tropical beverages, price increases had recently occurred for coffee and cocoa.

14. The Committee took note of the adoption of the Cocoa Agreement by the United Nations Cocoa Conference. Many delegates expressed satisfaction and hoped that this agreement would soon come into force. The Committee also took note of the agreement reached among the tea exporting countries to continue their informal export quota arrangements for the next three years, i.e. up to 1974/75.

15. World markets for agricultural raw materials showed some improvement since the middle of 1972 with the acceleration of textile activity in western Europe and the Far East. The export quota scheme for sisal and henequen was reactivated in 1971, and the Intergovernmental Group on Jute, Kenaf and Allied Fibres has maintained its indicative prices for jute and kenaf exports.

16. The Committee noted with regret that the world agricultural trade in 1971 showed only a small improvement over the previous year, that the share of agricultural exports in total world merchandise trade continued to decline, and that such gains in trade as were made in the course of 1971 were unevenly distributed between exporting countries.

17. The Committee endorsed the assessment of the Secretariat that higher export prices in 1972 would almost certainly raise the value of world agricultural trade this year, particularly of temperate zone products. In the short run, prospects for most agricultural commodities, including grains, rice, meat, sugar, wool, forest products and most agricultural raw materials had improved as the supplies were scarce in relation to rising demand. To some extent, the outlook for milk products and some fruits was less favourable. The Committee agreed that the improvement in short-term prospects reflected largely temporary or cyclical factors and was not due to concerted or deliberate actions by governments. The basic problems of agricultural commodity trade still remained unresolved.

18. The Committee recognized that the entry of the United Kingdom, Denmark and Ireland into the EEC on 1 January 1973 would be another development of major significance for the future patterns of trade in agricultural products.

19. The Committee's discussion of the current situation and short-term outlook for world agricultural trade touched on a number of issues of importance to particular countries and regions. Serious concern was expressed at the absolute fall in the agricultural export earnings of developing countries in 1971 in contrast to the substantial gains of developed countries. Many delegates also emphasized the decline in real purchasing power of their agricultural export earnings as a result of the rise in prices of manufactures imported by the developing countries. The disparity between the export earnings from temperate zone products, which rose substantially, and tropical zone products, which declined, was specially stressed.

20. Furthermore, in the longer-term context, it was noted that over the last decade the growth of agricultural exports from North America and Oceania was more or less equal to that of developing countries whose exports expanded at just over 3 percent per annum, compared with a 4.7 percent annual increase in world agricultural trade. Among the developing countries, the rate of growth of exports from Asia and the Far East was the lowest, and the region's net trade balance showed a sharp decline.

21. It was pointed out that trade shares as such were less significant than the actual receipts from exports, and that the basic concern of the developing countries ought to be the net earnings from agricultural trade rather than the total value of their exports. Nevertheless, the steadily shrinking share of developing countries in world agricultural exports when viewed against the decline in their exports in 1971 and the slow growth of world agricultural trade itself over the last decade was acknowledged to be a potential threat to the achievement of the goals set out in the International Strategy for the Second Development Decade, and therefore a source of grave concern to the Committee.

2. Contents of the FAO Commodity Review and Outlook

22. In the course of the discussion, a number of suggestions were made by the delegates for improvement in the contents of the FAO Commodity Review and Outlook so as to enhance its relevance to deliberations on long-term issues and policies for world commodity trade. The Committee welcomed the inclusion in this year's Commodity Review and Outlook of the section on longer-term trends in world agricultural trade over the period 1960 to 1970 and suggested its continuation and further analytical improvement. A greater use of the diagrammatic forms of presentation was suggested. It was requested that in future when analyzing the rates of growth of world trade on a regional basis, trade within regional areas, especially within the EEC, should be shown separately. It was pointed out that greater attention could also be given in the future to the treatment of carryover stocks and their influence on commodity markets.

23. The Committee regretted the fact that the FAO Commodity Review and Outlook, while serving a useful function as a background document for the discussions of the Committee, did not contain concrete suggestions for possible policy changes or for international action to resolve commodity problems. It was suggested that in future a special analysis should be made to supplement the Review in this regard. One delegate from a socialist developing country noted that the document did not reflect his country's position as a socialist developing country.

3. Longer-Term Trends

24. The Committee reviewed the longer-term trends and policy issues in agricultural trade on the basis of information included in the FAO Commodity Review and Outlook 1971-72, in the FAO Agricultural Commodity Projections 1970-1980 and related documents, and in the introductory statement by the Secretariat.

25. The Committee noted the Secretariat's account of the longer-term problems and issues facing world agriculture, as indicated in the FAO Commodity Review. This account pointed out the relatively slow growth of world agricultural trade; the continuing decline in the share of developing countries in world agricultural trade; the persistent instability in the prices of several agricultural products and their long term decline in relation to rising prices of manufactures; and the problems of providing adequate net foreign exchange earnings for the developing countries.

26. The FAO Projections gave no indication that a change in the situation would occur automatically. While it was stressed that the projections were not to be regarded as providing forecasts for 1980, the results gave an indication of prospective commodity situations based on a number of assumptions, including particularly those of unchanged policies and unchanged relative prices. The projections indicated a slower expansion of agricultural production and exports from the developing countries than was envisaged as necessary to meet the targets of the International Development Strategy for the Second Development Decade. There were indications that the declining share of developing countries in world agricultural exports could be reversed if such countries could convert their their projected available supplies into actual exports. This, however, could prove difficult in view of the surpluses projected for many commodities at the world level.

27. In the light of the projections, individual commodities could be classified into those with potentially fast growing markets, such as meat, wine, and forest products, those possibly facing unstable markets, including cereals, some beverages and fruits, and those with limited prospects of market expansion, principally agricultural raw materials. Another important indication of the projections was that notwithstanding a tendency toward surplus production for a number of food products, widespread undernourishment would continue in at least 42 developing countries with a total population of 1 400 million, where national average calorie intakes would remain below nutritional requirements.

28. A number of delegations emphasized the fact that the projections were not intended as forecasts of what was expected to happen. They noted that the projections were essentially statistical extensions of the trends of past, relatively short, periods of time and thus differed from predictions. Accordingly, the projections should be used with great caution in drawing conclusions regarding the actual commodity outlook.

4. Policy Issues

29. A number of questions were suggested by the Secretariat as relevant to international discussion of possible solutions to the fundamental problems of trade in agricultural commodities, including:

- the type of measures required to accelerate the growth of world agricultural trade in the present decade, so that the benefits of comparative advantage can be enjoyed as appropriate;
- the ways and means of bringing down agricultural protection, subject to constraints of social policy, so as to ensure a steady expansion of world agricultural exports;
- the various measures necessary to secure the expansion of agricultural exports of the developing countries at a rate commensurate with the achievement of the Second Development Decade targets;
- the possibilities of holding in check the substantial increases projected for the agricultural imports of the developing countries;
- the steps to be taken to avoid the growth of re-emergency of surpluses in a number of commodities;
- measures to minimize the impact of competition from synthetic substitutes on the markets for agricultural raw materials;
- ways of enabling the developing countries to expand the exports of those commodities which are projected to be in short supply; and
- means of utilizing world agricultural surpluses for the purpose of reducing widespread malnutrition in developing countries without undermining their development and trade objectives.

30. The Committee agreed that the Second Development Decade had made a disappointing beginning in terms of the rate of increase in agricultural output and exports to be realized by the developing countries in order to sustain their economic growth. It was also agreed that conclusions for the decade as a whole should not be drawn from the experience of one year. At the same time, shortfalls in the achievement of targets in the initial years of the decade would require proportionately larger increases in the remaining years. It was generally felt that unless past trends were radically improved upon and concerted policy changes initiated, the production and export targets set by the General Assembly in the International Strategy for the Second Development Decade stood in danger of not being realized.

31. The Committee's discussion covered a number of possible lines of action for dealing with some of the basic issues. Many delegates stressed the crucial role of the removal of tariff and nontariff barriers on access to markets. Among the concrete examples given was the problem of the existing nontariff obstacles, particularly hygiene regulations, which tended to limit trade in meat despite the projected supply deficiencies. Attention was drawn in this context to the activity of the Codex Alimentarius and in particular of its Committee on meat hygiene and to the work of the Intergovernmental Group on Meat in assembling information on obstacles to trade.

32. Many delegates stressed the role of diversification of production in reducing the impact of market fluctuations on export earnings. Horizontal diversification into alternative agricultural products was suggested, but it was recognized that its possibilities were limited in practice as it might merely result in transferring the problem from one commodity to another. Vertical diversification in the developing countries was also suggested, but it was widely noted that its success would be dependent on improved access for the exports of semi-processed products to the markets of developed countries. By and large such products faced severe problems of nontariff barriers and of tariffs, which tended to increase with the degree of processing. It was suggested that a solution to this problem depended on the developed countries phasing out gradually their own processing of primary agricultural products from the developing countries and transferring the requisite technology to developing countries.

33. On the other hand, it was pointed out that the recently adopted Generalized System of Preference had been explicitly designed to facilitate the expansion of exports of semi-processed and processed products from developing countries. However, some delegates felt that the effectiveness of the System could be significantly improved if it were applied by a larger number of countries to a wider range of agricultural products, both primary and processed.

34. The Committee considered that one of the major problems in world commodity trade was the instability of international commodity prices. This was symptomatic not only of the uncontrollable variations in weather but also of the limited success of efforts to regulate effectively commodity markets. The problem had become more serious in recent years through intensified speculation due to uncertainties about currency exchange rates and the substantial diminution of stocks of several major commodities. Many delegates stressed that stabilization of commodity markets was a necessary precondition to the improvement of export earnings of the developing countries and the structural adjustment of agriculture. While not all current problems could be resolved through international commodity agreements, there was in the view of the Committee a strong case for extending intergovernmental action and arrangements appropriate to particular products and circumstances.

35. In relation to the desires of developing countries to stimulate effective demand for agricultural products, the role and complexity of income redistribution policies were stressed by some delegates. It was mentioned in this connection that time lags prevented domestic production, particularly of livestock, from immediately matching the extra demand generated by these means, and that consequential price increases might render these policies less effective. Alternatively, if the additional demand were to be met from imports, balance of payments problems tended to be exacerbated.

36. The problem of competition from synthetics remained one of the major factors limiting the growth of demand for agricultural raw materials and a matter of deep concern to many developing countries and to other agricultural exporters. Several delegates pointed out that intensification of research into new enduses, diversification, improvements in productivity so as to reduce costs of production and to improve competitiveness against synthetics, combined with vigorous export promotion efforts, offered promising lines of action.

37. The Committee concluded that the resolution of these outstanding problems through international action and cooperation was of crucial importance to the future of world agricultural trade, and in particular to the achievement of the targets laid down in the International Development Strategy. FAO with its experience and achievements in the field of agricultural commodities had a vital role to play in moving toward this objective. Several delegates stressed the importance of devising production and trade policies which would promote the harmonious overall development of the developing countries, taking into account not only economic but also social objectives.

38. The Committee felt that the problems raised in the discussion of the short and longer-term outlook called for a more action-oriented approach by the CCP, and expressed its wish for FAO's active participation in the preparatory work for the forthcoming multilateral trade negotiations in the framework of the GATT and in the commodity consultations envisaged under UNCTAD Resolution 83 (III) (see also paras. 146-156).

II. REPORTS OF INTERGOVERNMENTAL GROUPS AND SUBSIDIARY BODIES

1. Grains

39. The Committee took note of the Reports of the Fourteenth and Fifteenth Sessions of the Intergovernmental Group on Grains. It endorsed the Group's decision to examine specific implications for grains of developments in the livestock sector, and noted that this intention was in line with the Conference decision to give emphasis to the feed/livestock complex in the Organization's future programme of work. The importance of these issues, and the need to study them further, had also been highlighted by the discussion earlier in the session of the commodity projections.

40. In view of the wider interest with which such studies would meet, the Committee asked the Secretariat to consider possibilities of coordinating the work of the relevant commodity groups and of including in the study on feed/livestock relations oilcakes and meal along with grains. Some delegates suggested that the work presented to the Group on Grains on this subject should also be made available to the Groups on Meat and on Oilseeds, Oils and Fats in view of their related interests. Other delegates proposed that the Groups in question should be asked to consider the matter at their next sessions and submit to the CCP their views on the possible scope of cooperation between Groups in the feed/livestock sector. The Committee asked the Secretariat to report also on related work done or under way in other organizations.

41. In view of the interest attached by the OECD to these problems, the OECD observer welcomed the work on feed/livestock planned by the Group on Grains. He reported that after the conclusion of the Study on the Factors Influencing the Use of Cereals in Animal Feeding, published in 1971, the OECD was at present limiting further work in this field to a study of the use of synthetic proteins as livestock feed, which it would be willing to make available to FAO. Support for the work on feed/livestock relationships to be further developed in FAO was also expressed by the IFAP observer.

2. Rice

42. The Committee took note of the Report of the Sixteenth Session of the Intergovernmental Group on Rice (CCP 72/8), which incorporated the report of the Seventh Session of the Subgroup on Rice Grading and Standardization. The Committee commended the Group for its analysis of the rice policies of selected exporting countries and of their impact on international trade. It noted that the measures adopted by countries along the Guidelines for National and International Action had reaffirmed the value of these guidelines as an international framework for national policy adjustments. Some delegates welcomed the increasing recourse to 'triangular transactions' as a means of providing food aid in rice in accordance with the recommended Guidelines. The Committee also endorsed the Group's recommendation to the Director-General to transmit the revised Model Grading System for Rice in International Trade to all governments concerned, with a view to achieving consistency between national grading standards and the recommended Model System.

43. The Committee supported the recommendation of the Group to carry out, within the programme for studies on International Agricultural Adjustment, an analysis of Japan's special rice production restraint programme and surplus disposal plan as an example of a comprehensive programme for structural agricultural adjustment in an industrialized country. In this connection the delegate of Japan informed the Committee that his Government was considering a request from the Director-General on this matter and, if required, would extend all possible assistance in carrying out such a study, even though the special circumstances of the Japanese rice economy might reduce the usefulness of this analysis for other countries. The Committee appreciated this offer of cooperation.

44. The Committee noted that as recommended by the Group, the Consultative Sub-Committee on Surplus Disposal (CSD) had looked into the question of the establishment of UMRs in concessional transactions in rice and that its reply would be considered by the Group at its Seventeenth Session. In this connection, some delegates observed that, although reflecting the practical situation, the reply of the CSD on this matter was not fully positive.

45. A delegate of a rice exporting developing country stated that in his view the keen competition from some developed exporting countries, particularly in the form of concessional and subsidized exports, was unfair and against the principle of comparative advantage and that it created serious problems for the economies of the developing exporting countries. Further, tariff and nontariff barriers in developed rice importing countries restricted the import markets for rice which was a main export item for some developing countries. He also supported the Group's recommendation that information on measures which may have an effect on export prices, including export subsidies and restitutions, be supplied by all exporting countries for consideration at the next session.

3. Oilseeds, Oils and Fats

46. The Committee noted the Report of the Sixth Session of the Intergovernmental Group on Oilseeds, Oils and Fats (CCP 72/4) and took particular note of the two matters specifically brought to its attention by the Group. The first concerned the Group's decision on policy areas to be given priority in the examination of medium and long-term problems. The Committee expressed approval of this selection, the priority areas being trade liberalization, promotion of trade between developing countries, market studies and means of raising productivity. It was felt that a narrowing down in the number of policy areas being discussed in the Group was a useful development. Regarding the priority area on means of raising productivity and utilization, the view was expressed by some delegates that the Group's role in this area needed to be defined more specifically. The Committee endorsed the Group's view that participation of governments in its work should be as wide as possible and that the Director-General should continue his efforts to this end. The Committee's attention was drawn to the continuing difficulty experienced in obtaining the estimates and forecasts needed for the market evaluation of the Statistical Subgroup and all countries were requested to make every effort to supply the data required for this important part of the Group's work.

47. Some delegates drew attention to the request which the Asian Coconut Community made to the FAO for assistance in relation to their programme. The Committee suggested that FAO should provide the necessary assistance to the work of this Community to the extent that it interested both producers and consumers.

4. Meat

48. The Committee noted the Report of the Second Session of the Intergovernmental Group on Meat (CCP 72/12), which had met in Rome in June 1972. It noted the progress made in establishing the services proposed at its First Session to facilitate the exchange of information on market developments, governments production expansion plans and marketing programmes. In order to improve basic statistics and market information, particularly in the developing countries, the Group had decided to treat such questions in a special working party during its regular sessions. In the course of the Committee's discussion one delegate considered that the Group should set up a Subgroup on Statistics to meet independently from the main body so as to provide sufficient opportunity and time for statistical experts to deal with these questions adequately.

49. Several delegates endorsed the Group's choice of beef and veal as products warranting closer attention, and stated that in view of the dynamic demand prospects and shortfall of production in a number of deficit countries, an imposition of tariffs and many other measures unfavourably affecting imports could not be justified. They also felt that because of the normal time lags involved in production responses to changing market developments,

it would be of great importance for facilitating planning decision to carry out work on the medium and long-term market outlook including investigations of the feasibility of arrangements which could ensure for a longer period of time stability of international prices and the volume of trade. Bearing on the Group's programme of special studies, the Committee underlined the need to consider livestock questions in the context of feedstuff availabilities and suggested that it should cooperate closely with the other interested commodity groups in the preparation of the proposed study on the feed/livestock complex (see para. 40), and submit to the Committee comments on it from the point of view of the Group's own field of competence.

5. Hard Fibres

50. The Committee took note of the Report of the Fourth Session of the Intergovernmental Group on Hard Fibres, and welcomed the continuation of the informal export quota and indicative price arrangements for sisal and henequen. It noted that current market prices for sisal were dangerously high, given the threatening competition from synthetics, and looked forward to a return to more normal price levels when the present supply shortage had ended.

51. The delegate of India reiterated his country's great interest in ensuring that the research and promotion work for coir recommended by the Intergovernmental Group and the Advisory Working Party on Hard Fibre Research was adequately financed, and requested the Secretariat to continue its efforts to obtain such financing. He also asked that consideration be given at the next session of the Intergovernmental Group to a study of the possible outlets for coir in nontraditional markets, given the demand situation in the traditional markets of western Europe and North America. The Secretariat took note of the points made, and assured the Committee that these would be dealt with.

6. Jute, Kenaf and Allied Fibres

52. The Committee noted the Report of the Fifth Session of the Intergovernmental Group on Jute, Kenaf and Allied Fibres, noting that Bangladesh, the world's main exporter of jute, had been able to attend in an observer capacity, following a consultation between the Director-General and Member Governments of the FAO Council. It noted also that the informal price arrangements of the Group had been continued for 1972/73, and welcomed the fact that the first policy statement on jute of the new state of Bangladesh had contained an affirmation of that country's intention to adhere to the agreed jute price recommendations of the Intergovernmental Group.

53. With regard to the informal price recommendations for Thai kenaf, about which there had been some difference of opinion at the Fifth Session, the delegate of Thailand requested that the Group consider at future sessions the precise criteria on which it wished to base its indicative price recommendations for kenaf.

54. The delegation of India welcomed the completion of the UNDP-sponsored mission team report on the possible establishment of an International Centre for Jute and Kenaf to further research and promotion for these fibres, the idea of which had been initiated in the Intergovernmental Group, and stressed the urgency of implementing action on this matter as soon as possible. This delegation also requested that high priority be given by the Intergovernmental Group to the study of new markets for finished jute goods, in view of the problems being met with in many traditional markets.

7. Tea

55. The Committee noted the Report of the Fifth Session of the Subgroup of Exporters of the Intergovernmental Group on Tea held in FAO Headquarters in September 1972 which had been submitted to members of the Intergovernmental Group for consideration at its next session. It was emphasized by delegates that the work of the Intergovernmental Group provided a good example of action-oriented consultation under the auspices of CCP. The Subgroup of Exporters had decided to continue the interim export quota arrangements for black tea which had been introduced in 1970. It had agreed, for the countries participating in the session - which accounted for 92 percent of world exports of black tea - on export quotas for 1972/73 and 1973/74 and provisionally, on a global basis, for 1974/75. It was noted that, although the global quotas had not been set at a very restrictive level and there was no evidence that they had yet had a beneficial impact on market prices, they marked an important advance in establishing the principle of quotas for a period longer than one year and, to that extent, constituted a critical breakthrough in the negotiations. As to the actual quotas, they were the best possible at the time and might be revised in the light of market developments. The agreement had followed a series of intensive consultations among governments and with the two conciliators appointed respectively by the Director-General of FAO and the Secretary-General of UNCTAD.

56. Delegates of exporting countries emphasized the need for greater efforts to expand consumption in various developing and developed countries so as to utilize the production potential of the developing countries, especially in view of the decline in consumption in the important United Kingdom market. They supported the recommendation of the Subgroup for an early meeting of the Subgroup on Promotion and hoped that its discussions would be directed to practical solutions. Attention was drawn to the importance of freight rates for tea and the hope was expressed that the study being undertaken by the Secretariat in conjunction with UNCTAD would lead to negotiations for rate reductions. Moreover, it was proposed that a study should be made on marketing margins and their influence on retail prices.

57. Some delegates drew attention to the apparent lack of consistency between the projected world demand and supply situation, on the one hand, and financial aid of international organizations for the expansion of tea production on the other. The Committee heard with satisfaction of the efforts of the conciliators to encourage the reconsideration of such policies and that a list of all aid-stimulated expansion programmes would be submitted to the next session of the Subgroup.

58. The Committee noted with satisfaction that a comprehensive programme of action had been agreed on at the recent session of the Subgroup of Exporters. The Subgroup had recommended that its next session should be held not later than the end of the present quota year and that the Director-General should consult with members of the Intergovernmental Group concerning a meeting of the full Group and/or the Subgroup on Promotion and the Subgroup on Long Term Measures. The Committee endorsed these recommendations. It hoped that it would be possible to make further progress toward the negotiation of a long-term agreement and requested the conciliators to intensify their work on the principles of such an agreement.

8. Wine and Vine Products

59. The Committee took note of the Report of the Second Session of the Intergovernmental Group on Wine and Vine Products which had been held in Eger, Hungary, in September 1972. The Committee expressed satisfaction with the work accomplished by the Group at this session, which provided an example of the value of such meetings which brought together the various interests. While it was not possible to resolve all the conflicting issues, the frank discussion at the session was considered a positive preparation for further consultations.

60. The Committee noted the Group's conclusion that the balance between production and consumption in 1980 might not be as close as previously indicated. Although this would have implications for the general outlook for international trade, the good prospects for international demand for quality wines was especially emphasized. The possible unfavourable effects of regional integration measures in Europe on trade of third countries was also pointed out. The persistence of serious difficulties in the Maghreb countries following the loss of their traditional outlets was noted, as well as the need for assistance to these countries. The Committee was informed that the FAO Secretariat hoped to organize training courses for the improvement of wine quality in this area, among other measures, in collaboration with the governments of the region and with the financial support of the UNDP.

61. The Committee noted with approval the Group's intention to move toward an action-oriented programme, and that the Group had requested the Secretariat to prepare for consideration at its next session a programme outlining possible measures to deal with the most pressing problems confronting the world wine economy. The Committee also regarded favourably the practice of the Secretariat of issuing between meetings up-to-date information on current market developments to member countries participating in the work of the Group and hoped that this practice would be continued.

62. The Committee expressed its appreciation to the Government of Hungary for the arrangements made for the Second Session and received with appreciation an invitation by the delegate of Spain to hold the third session of the Intergovernmental Group in his country in 1974.

9. Citrus Fruit

63. The Committee noted the Report of the Fifth Session of the Intergovernmental Group on Citrus Fruit which was held in June 1972 in Catania, Italy, and endorsed the major conclusions. It noted in particular the Group's analysis that recent plantings and plans for future plantings would, if implemented, result in production greater than demand prospects, and would have extremely adverse effects on prices that were already very low. The Committee took note of the fact that in recent years periods of serious market disturbances with low prices had been increasingly frequent.

64. The Committee therefore endorsed the conclusion that the Group's main function in future should be to assess the medium and longer-term outlook. In this connection, some delegates emphasized the importance of receiving at more frequent intervals, between sessions of the Group, statistical material on the current supply/demand situation and outlook; such data would provide the basis for informal market consultations among the countries participating in the work of the Group. They pointed out that the Group was the only specialized international forum of all exporters and all major importers where citrus problems and policies could be discussed and common solutions sought.

65. The Committee expressed its appreciation to the Government of Italy for the arrangements made for the session, and noted with appreciation the invitation of the Government of Greece to hold the next session in Athens, probably in the spring of 1974.

10. Bananas

66. The Committee was informed that the Intergovernmental Group on Bananas had not met since the previous session of the CCP, but the Subgroup on Statistics had met in May 1972 to discuss the short and medium-term outlook. The Subgroup had concluded that while prices were somewhat firmer in 1972, mainly because unfavourable weather had reduced supplies in some major exporting countries, the medium-term outlook indicated that there was still a considerable danger of excess production causing serious market imbalances. This had led to informal consultations, during the Subgroup on Statistics, on the desirability of convening the Subgroup of Exporters which had been established in 1971. It was, however, concluded that it would be useful, before convening all the exporters, for the traditional

free market suppliers, the Latin American countries in particular, to formulate ideas on action that might be taken. The Committee was informed that Latin American exporting countries would probably hold a meeting in the near future and it was expected that the Subgroup of Exporters would be convened shortly before the fifth session in May 1973 of the Intergovernmental Group on Bananas.

67. The Committee endorsed the Group's action programme and emphasized the contribution which it had made to the development of world banana trade. Some delegates referred to the pioneering Secretariat work, fostered by the Group, in collection and analysis of data on the cost of production, marketing and distribution of bananas (bulletin on The World Banana Economy), and expressed the wish that these studies should be continued.

68. A number of delegates from Latin America exporting countries referred to the important role of bananas in their economies and foreign exchange earnings and the great significance, therefore, of access to the markets of all importing countries, in particular developed countries with high per caput consumption. They pointed out that the Group had always given considerable attention to access problems, notably the consensus reached in 1967 at the Canary Islands Session that there should be a gradual liberalization of trade in bananas, taking into account the special position of certain less developed countries highly dependent on banana exports, and this consensus had been reiterated at all subsequent sessions. They pointed to the high consumption tax imposed by Italy on imports of bananas, a commodity produced almost entirely in developing countries. The Latin American exporting countries expressed the hope, therefore, that this tax might be eliminated or at least drastically reduced when the EEC harmonization of tax systems takes place. Such action would be in accordance with the spirit of proposals submitted by the developing countries to the GATT Group on Trade in Tropical Products in October 1971.

69. Delegations from Latin American exporting countries also referred to the recent change in the Italian import regime from an open global quota system to one of specific quotas in the ratio of 70 percent third countries to 30 percent EEC associated suppliers. They emphasized that this percentage was less than their share of this market in the recent past and that supplementary quotas now introduced had discriminated further against Latin American suppliers. They expressed the hope that the Italian Government would give favourable consideration to their position and endeavour to liberalize trade in bananas.

70. The delegation of Italy replied that there was no intention of discriminating against suppliers from any region and that, in fact, the specific quota allocations had been made on the basis of market shares over the past three years. Additional quotas had been granted for banana imports and it was hoped that by the end of the year no third country supplier would have exported to Italy less during 1972 than in 1971. Under any circumstances the present system was provisional and would be re-evaluated at the end of the year to consider necessary changes.

71. Latin American exporters expressed appreciation of the cooperative attitude of the Italian delegation and were gratified to note that the present measures were experimental only. They hoped that the general trend toward liberalization of trade in bananas could be accelerated in this market also.

11. Cocoa

72. The Committee heard a report on the Thirtieth and Thirty-First Sessions of the Subgroup on Statistics of the Intergovernmental Group on Cocoa. The Committee noted that the Subgroup's forecast of production and grindings had improved over the years, and had attained a favourable reputation for reliability. It was pointed out that while private trade forecasts in November 1971 had indicated a surplus of some 160 000 tons for 1971/72 and had had a serious depressing effect on price, the Subgroup's forecast indicated a surplus of only 33 000 tons - by far the smallest surplus then estimated. The Subgroup's production forecast of 1 500 000 tons was remarkably accurate; a widely circulated market report estimated production at 1 625 000 tons. At its session in October 1972 the Subgroup revised the 1971/72 production figure to 1 531 000. It was noted that the accuracy of the Subgroup's first forecasts might

be further improved by holding its meeting in November rather than in October, but the advantages have to be weighed against the importance of making forecasts available to the trade as early as possible.

73. The Committee noted with approval the unanimous recommendation of the Subgroup that it continue its programme of work until such time as the proposed Cocoa Council, under the International Cocoa Agreement negotiated in October 1972, comes into being. It was hoped that when the Agreement comes into force it would make provisions for carrying on the statistical and other technical work and the Intergovernmental Group on Cocoa and its Subgroups could then be terminated. In the meantime it took note of the request of the Subgroup on Statistics that the Secretariat undertake further work on cocoa substitutes and on grading, including the organization of another seminar similar to that recently held in Lagos, Nigeria, for west African producing countries. It took note also of the recommendation that FAO organize a seminar in Brazil on extension methods and techniques and on the economic aspects of production.

12. Consultative Sub-Committee on Surplus Disposal

74. The Twenty-Second Report of the Consultative Sub-Committee on Surplus Disposal (CCP 72/15) was presented by Mr. G.W.J. Pieters, Chairman of the Sub-Committee (CSD). He reported that during the period under review (August 1971 - July 1972) five supplying countries and the European Economic Community had provided explanations of their procedures in carrying out the consultative obligations as embodied in FAO Council Resolutions 1/53 and 2/55. The review of 146 notifications of transactions which had been submitted to the CSD had also helped to clarify and strengthen these procedures as well as to overcome the operational difficulties initially experienced. Discussions of such questions as assuring compliance with the procedures on usual marketing requirements, or classifying a transaction within the list as set forth in the Catalogue, had stimulated an exchange of views on concepts, and experience that had been useful to all concerned. The Chairman noted that the monthly meetings of the CSD during the past year had been well attended.

75. The CSD had reviewed 57 World Food Programme project proposals and, following extensive communications with the WFP Secretariat, it had compiled in a working paper a set of consultative procedures. The Chairman noted that among the matters currently under consideration in the CSD, particular attention was being given to the possibility of defining "relatively small sized" transactions, and to a proposal to re-examine the practice of "tied sales" provisions in concessional transactions.

76. As regards the earlier comments of some delegates regarding the nature of the CSD's reply on the establishment of UMRs for rice (see para. 44), the Chairman of CSD indicated that the Sub-Committee reflected the combined views of those member countries who participated in its work, and if countries with interests in specific commodities did not participate fully, then the Sub-Committee would not be aware of their views. In this regard, he urged developing countries to join more actively in the work of the CSD.

77. Recognizing the highly specialized nature of the work of the CSD, the Committee was appreciative of the work of the CSD in dealing not only with broad principles but also with ongoing operations and concrete problems involving individual food aid transactions. It also expressed its satisfaction with the progress made in improving procedures for reviewing WFP projects.

78. Several delegates referred to the discussion in CSD on "tied sales" provisions in food aid transactions, a practice which had been criticized over the past year, and which they considered contrary to the spirit of the FAO Principles of Surplus Disposal. The United States delegate pointed out that its policy of reserving where necessary a portion of the usual marketing requirements for purchases from the United States was in order to

protect its historical commercial market in receiving countries, as had been fully explained in the CSD Report on "tied sales" in 1969. As such, in his view, the practice did not contravene the FAO Principles of Surplus Disposal.

79. The Committee welcomed the CSD's decision, in view of the differing positions on this question, to maintain "tied sales" as a main item on its agenda and its intention to submit an updated report on "tied sales" next year. It understood that this would be a definitive report for submission to the CCP.

80. The Committee also underlined the importance of a more active participation by developing countries in the work of CSD, which offered a practical mechanism to all countries to safeguard their export interests with respect to food aid transactions.

III. OTHER COMMODITY MATTERS

1. Pepper

81. The Committee on Commodity Problems received the Report of the Ad Hoc Consultation on Pepper which had been held on 27 October 1972 (document CCP 72/14). It noted that the Ad Hoc Consultation had discussed the situation and outlook for pepper both in the shorter and in the longer term problems of the marketing structure in some importing countries and, in particular, what future action should be taken. It was recognized that although prices were relatively favourable at present, pepper had in the past experienced great market instability and suffered from excessive price fluctuations. These fluctuations had particularly harmful effects on producing countries since pepper was a typical smallholders' crop on which hundreds of thousands of families were dependent.

82. In view of the need to develop reliable information on medium and long-term prospects, which was essential for further international action, the Secretariat was requested to cooperate with governments in developing a continuous flow of reliable and up-to-date information on production, consumption and trade. Also, the Secretariat should carry out additional studies on the long-term demand outlook in other potentially large importing countries as well as in the largest producing countries who were substantial consumers of pepper. The Committee agreed that, since pepper was a tree crop, there was need to obtain reliable information for the long-term outlook for production, and requested the Secretariat to cooperate with governments of producing countries in developing techniques and administrative machinery for this. A number of delegations emphasized the need to undertake studies on the market structure, similar to those prepared for the current session, for additional countries such as the United States, the U.S.S.R., Japan, Australia and a number of nontraditional importing countries.

83. The Committee decided, therefore, that the Director-General of FAO should be authorized to convene an ad hoc consultation on pepper if development in the pepper situation warranted this or if requested by some countries. If no consultations were held in the interim, pepper should be included as an item on the agenda of the next CCP. In any event, the FAO Secretariat should immediately proceed with implementing the work programme outlined above.

84. The meeting noted that the Pepper Community - consisting of India, Indonesia and Malaysia - in the birth of which FAO had actively participated, had been established and had initiated its work. The attention of the Committee was drawn to the fact that the Community was open to all producing countries and FAO was requested to give its support to the Community's work programme.

2. Tobacco

85. The Committee was informed of the main developments in the field of tobacco since its last session. Trade had increased significantly in 1971, and shipments from developing countries had risen to 50 percent of world exports. However, price trends had been divergent and the commodity continued to be faced with numerous problems and uncertainties. Shifts in taste preferences and trade requirements for leaf of specific characteristics brought about adjustment problems for many countries. There were other problems such as the limitation of market access, the effects of regional integration and expanded measures to support domestic or regional production, the uncertainties of the demand outlook stemming from the health question, and the unsolved question of Rhodesian exports.

86. The Committee agreed that a great number of problems affected the tobacco economy. Delegates from developing producing countries stressed the importance of tobacco to their agricultural economies and its contribution to their export earnings. They pointed out that in their countries many farmers depended for their livelihood on tobacco and that they would suffer from market fluctuations or misguided production planning. They noted that tobacco problems had been discussed by the CCP on various occasions but that these discussions were perfunctory and did not attempt to solve the problems facing this commodity. They pointed

out that no adequate forum existed for discussing tobacco problems which could provide the needed assistance to their countries for the formulation of sound policies. They considered that tobacco fulfilled all the criteria adopted by the CCP for the creation of intergovernmental groups. They therefore requested the CCP to establish an intergovernmental group on tobacco.

87. The delegation of the United States thought that this commodity did not meet the criteria for establishing intergovernmental groups. The delegation doubted whether an intergovernmental group on tobacco, if established, could find solutions to the problems which the tobacco economy was facing. The most urgent problems were those confronting the importation and utilization of tobacco, such as duties, taxes, mixing regulations, the operation of monopolies etc. which had been taken up by GATT and should continue to be tackled in GATT. The setting up of an intergovernmental group in FAO for the purpose of dealing with these matters would constitute a flagrant duplication of work. The U.S. Government also opposed the establishment of a group for budgetary reasons.

88. Delegates from a number of other developed countries were of the opinion that real problems existed in the case of tobacco and that FAO would be the proper place to deal with them, though some of them were not clear that the case had been demonstrated for the establishment at this stage of an intergovernmental group. There were the questions of shifting consumer preferences, of new technological developments, problems of leaf processing and marketing; there were national and regional tobacco policies which affected international trade and there were the health aspects of smoking, all of which could be usefully discussed by exporting and importing countries. They thought, therefore, that there was a case for an ad hoc consultation to carry out a thorough review of the various problems. After such a consultation, the CCP would be in a better position to decide what further action was needed.

89. The Committee concluded that, in view of the persistence of a large number of problems and uncertainties facing tobacco, and the importance of the commodity to some countries, whether as exporters or importers, an ad hoc consultation on the commodity should be convened by the Director-General to which member countries interested in the production, trade and consumption of the commodity should be invited.

90. While the Director-General would have to decide on the date and place of the consultation in the light of budgetary and other considerations, the hope was expressed that it would be held before the next session of the CCP.

91. The ad hoc consultation should:

- (i) examine the current situation and long-term outlook for the commodity with particular reference to developments in and the effects of shifts in consumer preferences, new technological developments and special requirements due to health considerations;
- (ii) examine technological and other trends and developments in leaf processing, marketing and research;
- (iii) examine national and regional tobacco policies and their effects on international tobacco trade.

In the light of the examination of these problems, the Ad Hoc Consultation should make recommendations on further international action in the field of tobacco.

92. The United States delegation expressed opposition both to the establishment of an intergovernmental group on tobacco and to an ad hoc consultation and reserved its position with respect to the terms of reference.

3. Milk and Milk Products

93. The Committee noted the report of the Second ad hoc Consultation on the International Scheme for Coordination of Dairy Development. The report stated the Consultation's general satisfaction with the way in which the scheme had been organized and with the work carried out. Twenty-five developing countries had asked specifically for assistance and 16 developed countries and 9 international organizations had expressed interest in cooperating under the scheme. Country dairy plans for 4 countries had been completed (Sri Lanka, Bolivia, Malawi and Nepal) and several others were under preparation. Sri Lanka's aid requirements had already been largely met, and a number of offers had been made to Bolivia, Malawi and Nepal. The Consultation had recommended ways of improving the flow of information between FAO and participating countries and suggested criteria for the selection of countries for study. It also emphasized the need for a built-in evaluation system in projects under the scheme and proposed that another consultation to review the scheme might be held in 2 to 3 years' time.

94. Delegates welcomed the close cooperation developed with international organizations and WFP, which should be the main channel for food aid, and suggested that arrangements for collaboration with UNIDO should also be made. The need for speeding up the procedures for providing aid was stressed. Some delegates stated that FAO should not confine its function to that of a clearinghouse but should actively help as an intermediary in bringing together developing countries and potential donors. The representative of IFAP called attention to this organization's great interest in the scheme and hoped that producer interests would be taken into account in its future operation.

95. The Committee also took note of the Secretariat's annual review of national dairy policies, which analyzed recent adjustments in governmental measures and their implications for the international dairy market (document CCP 72/16/1), and of the comments of some delegates thereon.

4. Rubber

96. The Committee noted the urgent need for an internationally agreed programme of research designed to improve the competitive position of natural rubber as was expressed in the Assembly of the International Rubber Study Group in Bangkok in October last and urged the Secretariat to assist the international bodies concerned such as the International Rubber Study Group, the International Rubber Research and Development Board and the Association of National Rubber Producing Countries as well as the international financial organizations in the implementation of such programmes.

5. Sugar

97. The Cuban delegate raised a number of points of criticism with regard to the analysis of the current situation and projections and outlook for sugar in papers before the Committee, in particular with regard to references to the Cuban industry. The Secretariat took note of these comments and welcomed the information given.

IV. FAO PROGRAMMES AND PRIORITIES OF WORK ON COMMODITY PROBLEMS AND TRADE

1. Evaluation of Subsidiary Bodies

98. In accordance with a decision taken by the Conference at its Sixteenth Session, the Committee undertook a preliminary evaluation of the activities of its commodity groups in the light of its criteria for the establishment and supervision of commodity bodies and of a review of the activities of its intergovernmental groups over the past five years prepared by the Secretariat. The Conference had felt that such an evaluation might indicate whether some of the existing bodies could be discontinued in order to release resources for new bodies or ad hoc consultations on commodities for which intergovernmental machinery did not now exist.

99. The Committee noted that two important new considerations had arisen since the last Session of the Conference which were relevant to any evaluation to be undertaken at the present juncture, namely (a) the adoption of Resolution 83 (III) of the Third UNCTAD Conference calling for a series of intensive consultations on commodities and (b) the budgetary stringency now confronting FAO.

100. Though there was some difference of views among the delegations as to the relative importance of particular groups, reflecting different national interests in various products, the Committee concluded that by and large all the existing groups justified their existence and that it would be premature to consider the elimination of any of them at this stage though it was recognized that the Intergovernmental Group on Cocoa might be terminated in the near future when an International Cocoa Council was established. There was also the possibility that additional tasks would be allotted to some of the groups in connection with the proposed consultations on selected commodities in pursuance of UNCTAD Resolution 83 (III).

101. It was generally agreed in the Committee, however, that the effectiveness of the work of the groups could be enhanced if Member Governments of the Groups directed their attention more specifically to the main policy issues confronting the commodity and suggested remedies. There was a need in the view of many delegations for the groups to sharpen their priorities and examine the possibility of reducing both the frequency and the length of their sessions, though it was appreciated that the budgetary costs of the meetings were relatively modest, and that frequency of meetings could not be rigidly laid down and should be decided in accordance with the nature of the problems facing the commodities and the prospects of finding solutions.

102. The Committee decided to re-examine the question at its next session. In the meantime it requested those groups which would meet before its Forty-Eighth Session to review their activities and future programme of work. Inter alia they should consider the frequency and length of their sessions, whether some of their subgroups could be abolished and whether they could curtail activities of lower priority. The Committee also requested the Secretariat to revise its document CCP 72/17 in the light of the views expressed by the Committee and the reviews to be undertaken by the groups. The Committee would then be in a position at its Forty-Eighth Session to complete its evaluation and to prepare a report on the matter for submission to the Conference at its 1973 session.

2. Perspective Study of World Agricultural Development and International Agricultural Adjustment

103. The Committee expressed its support for the ongoing and proposed work of international agricultural adjustment and the Perspective Study of World Agricultural Development. It concentrated its discussion at this session mainly on international agricultural adjustment and the preparations for the report to be submitted to the next session of the Conference.

104. Delegates emphasized the importance and complexity of the issues imposed by the necessity to adapt agriculture to changing internal and external conditions and objectives. Some delegates considered that the magnitude of the adjustments which lay ahead had not yet

been sufficiently appreciated, especially those which would need to take place as between the agricultural sectors of developed and less developed countries. A number of delegates drew attention to the interrelated nature of international agricultural adjustment. In their view it was not a matter of adjustments being undertaken in the agriculture and trade of developed countries for the benefit of developing countries but rather of the need to introduce changes which would be of mutual benefit. While in the short run the burdens might fall more heavily on developed countries and the benefits accrue more to developing countries, in the longer run there could and should be a convergence of interests. Thus there should be a positive and outward-looking approach to agricultural adjustments. It was also noted that while international adjustments which took the form of the acceptance by developed countries of larger imports than they would otherwise have made entailed immediate balance of payments costs, developing country recipients of additional export earnings would spend them mainly or entirely in industrialized countries and that this could also have a multiplier effect on employment in those countries. Furthermore, because of their larger non-agricultural sector, there was greater flexibility as regards agricultural adjustment in many developed as compared with developing countries, even though developed countries did have some difficult adjustment problems to contend with.

105. The Committee took the opportunity to discuss the "Geneva" study ^{1/}. This study was considered a useful contribution to the understanding of the process of adjustment, its constraints and opportunities in developed countries. Delegates from developing countries also expressed their appreciation of this study and agreed that the process of adjustment in developed countries must be gradual but, at the same time, there must be progress. The Committee considered that the analysis of adjustment at farm, national and international levels was useful in spite of the tendency to oversimplification, and suggested that this should be continued in the future work proposed in this field, particularly in country case studies. Delegates referred to the existence of structural adjustment policies in a number of developed countries which, by reinforcing the trends originating from market influences, had led to substantial changes in recent years such as labour outflows from agriculture and increases in farm sizes. It was understood that the Secretariat would take the conclusions and recommendations of the European Regional Conference into account in the preparation of the 1973 Conference report. The delegate of Romania noted that the study had not reflected his country's position as a socialist developing country, and requested that future studies on the subject of adjustment take this factor into account.

106. There was a large measure of agreement with the plans of work proposed by the Secretariat for the preparation of the report on international agricultural adjustment to the FAO Conference in 1973 although many questions and points of detail were raised and numerous suggestions were made for Secretariat consideration. As had already been agreed by the Conference, the appropriate starting point for the definition of the scope and objectives of the report were the targets and strategies of DD2. A number of delegates emphasized that, as also agreed to by the Conference, the adjustments should have as their prime objective the adoption of measures which would meet the special requirements of developing countries. While the scope of the subject was inevitably very wide indeed and could not be divorced from considerations of overall economic and social development, the main thrust of the 1973 report should be on how to secure the expansion of agricultural exports from developing countries so that their share of world trade should be raised or at least stabilized. It was also suggested by some delegates that a special study of the performance of DD2 in the agricultural field and of the steps needed to achieve the targets in the remaining period should be included in the documentation on this subject for the 1973 Conference. In the view of all delegations it was important that the emphasis of the report must be on how to solve problems and not only on their identification and definition. The report should therefore be practical and action-oriented as far as possible. It should furthermore provide support for negotiations likely to be undertaken, as from next year, in other international bodies.

^{1/} Agricultural Adjustment in developed countries, ERC 72/3.

107. The Committee noted that the Secretariat proposed to suggest certain guidelines both as to quantitative changes in the agricultural trade of developing countries and the nature of approaches concerning the achievement of a greater degree of consistency of national policies in relation to objectives which might be agreed as to agricultural adjustment. A number of delegates stressed the importance of developing the quantitative aspects of the analysis and proposals and including a chapter quantifying various hypotheses as to agricultural adjustment. The Committee noted that the outline and plan of work for the report to the 1973 FAO Conference had been planned so as to contribute to negotiations undertaken in other fora.

108. The Committee agreed that the issues arising from agricultural adjustment were too wide-ranging and diverse to be encompassed adequately in any one report but at the present juncture a broad approach was desirable. The report to the 1973 Conference would thus be likely to call for adequate follow-up in FAO and elsewhere.

109. The desirability of complementing the main report by separate and briefer studies on particular issues relevant to international agricultural adjustment was considered an appropriate procedure and the Committee noted that the Secretariat proposed to include, in addition to the Geneva Study which would incorporate some revisions following the discussion at the European Regional Conference, reports on: agricultural protection, the experience of the diversification fund of the International Coffee Organization, a number of case studies of both developed and developing countries and certain material provided by OECD. These were considered to be suitable choices for supporting studies although some delegations pointed to difficulties inherent in the study of agricultural protection. Nevertheless, protection had such a large bearing on agricultural adjustment through the obstacles it placed on larger imports that it could not be neglected and many delegations hoped that FAO studies in this field might provide a useful beginning and some additional techniques which would be helpful in the context of negotiations. The Secretariat should maintain close cooperation with GATT in this work.

110. Suggestions made during the course of the debate for consideration by the Secretariat when drafting the studies included: the desirability of identifying the main causes of the deterioration of the position of developing countries in world agricultural exports; the need to increase trade among developing countries; the possibility for more horizontal diversification in developing countries based on at least a minimum of coordination at the regional level; the scope for more imaginative use of international commodity agreements and arrangements such as, for instance, a waiver of export quotas for supplies going from developing countries to other developing countries; the extension of preferences to all exports from developing countries; relationship of food aid to agricultural adjustment; appropriate emphasis on the responsibility of developing countries within international agricultural adjustment; the need to pay attention to longer-term aspects beyond the DD2 decade; the need to take account of the fact that not all "more developed" countries were "industrialized"; provision of statistics concerning self-sufficiency ratios and per caput consumption levels in the 1973 report; consideration of the implications for agricultural adjustment of the recommendations of the "Rey" report ^{1/} and OECD reports such as that on supply management; a decrease in self-sufficiency ratios in developed countries and its impact on the trade of developing countries; the importance of emphasizing efficient allocation and use of resources as one basic criterion in adjustment policies and greater emphasis on social questions, including such matters as family farms and part-time farmers.

111. A number of delegations pointed to the role in international agricultural adjustment which could be played by a substantial expansion of processing in developing countries of appropriate agricultural exports with a consequential phasing out of this activity in developed importing countries. The recommendation of the African Regional Conference which called for a comprehensive FAO study on the feasibility and desirability of such a development

^{1/} Policy Perspectives for International Trade and Economic Relations, Report by the High Level Group on Trade and Related Problems to the Secretary-General of OECD, Paris, 1972.

was brought to the attention of the Committee. The Committee was informed that on-going work on agricultural processing would not constitute a study of this scope but the possibility of such a study being selected as the subject for one of the in-depth studies of specific issues envisaged as part of the perspective study work of the Organization would be examined.

112. The Committee noted that there was cooperation between FAO and other international organizations particularly GATT, OECD and UNCTAD in the work on adjustment. Emphasis was laid on the necessity of avoiding duplication.

113. A number of different views were expressed as to the timing of the study. It was unanimously agreed that the reports must reach countries in good time before the 1973 Conference and the Committee noted that the Secretariat had scheduled the completion of the preparation of the texts by June 1973 in order to permit the circulation or distribution to governments in August. Some delegations expressed doubts as to the feasibility of completing the work in time while others expressed their wish to have an earlier distribution of documents. The view of the Secretariat was that it would not be possible to complete the work before June but that every effort would be made to expedite the dispatch of the report to governments.

114. While the Committee was most concerned at this session with international agricultural adjustment, it heard with interest Secretariat proposals for future PSWAD studies. A study which would come out in 1974-75 would present a review and appraisal of progress in the agricultural sector including agricultural trade toward the objectives of DD2. This study would also consider what changes in policies and strategies might be necessary during the second half of the Development Decade. A more ambitious global study of world agricultural economy was envisaged for presentation in 1978 so as, inter alia, to contribute toward the debates and decisions concerning development policies and alternatives during the following decade or even over a longer time span. The view was expressed by several delegates that a study of this type was needed as a basis for a world strategy for the development of the agricultural sector and its contribution to welfare. The Committee noted that more details of the proposed study would be given in due course.

3. Future Work on Agricultural Commodity Projections

115. The Committee considered the document CCP 72/6/2 which discussed various aspects of future work on agricultural commodity projections, including scope and coverage, periodicity and updating of studies, methodological improvements and the role of national and international experts in advising FAO in these respects.

116. It was intended to prepare a new set of projections for 1985 and 1990, to be completed in 1976. This would also serve as an input for other FAO programmes, including the global PSWAD study proposed for completion in the second half of the present decade.

117. The Secretariat expressed its views on alternative methodological approaches. It proposed that in general the new projections should be developed along the lines of the most recent study, but that methodological innovations should be included where appropriate. These would relate (a) to a relaxation of the assumptions of constant prices and policies for a limited number of commodities; (b) the introduction of improved methods for projecting commodity supply, and (c) the analysis of demand factors additional to population and income.

118. The Secretariat sought the Committee's suggestions on these matters at the early planning stage in order to orientate its work in the directions required by Member Governments. In making its preliminary plans the Secretariat had taken into account the comments received on the study Agricultural Commodity Projections 1970-1980, which were summarized in document CCP 72/6/1. Comments recently received had been tabled in documents CCP 72/6/2 Add.1, Add.2 and Corr.1.

119. The Committee welcomed the opportunity for discussing future work on agricultural commodity projections and expressed its general agreement with the Secretariat's views. Notwithstanding the limitations inherent in such studies, the Committee regarded the FAO projections as a valuable contribution for its assessment of long-term trends and problems, for use in policy formulations at national and international levels, and as an important input to other FAO activities.

120. The Committee recommended that the Commodity Projections should be revised at intervals of approximately five years and updated on individual commodities more frequently, if necessary and feasible. It also endorsed the Secretariat's proposal regarding the timing of the next round of projections and their proposed horizons of 1985 and 1990.

121. The Committee stressed the need to give first priority to continuous improvement of the quality of the basic data used for projection studies. While welcoming the wide coverage in terms of commodities and countries in the latest round of projections, the Committee hoped that this could be further extended to include, for example, other fruits and vegetables, pulses, coir, nuts, tuber crops and spices. A more detailed breakdown of commodities already covered in previous studies, such as grains, dairy products, citrus fruit and tea, was also considered desirable. At the same time, it was recognized that extensions along these lines would need to be carefully weighed against the costs of acquiring sufficient accurate information and against the risk of accumulating errors.

122. Various methodological aspects of projections were mentioned by different delegations and a number of broad suggestions were made on possible methodological changes. It was suggested, for example, that different methodological approaches would be justified for the analysis of different groups of commodities. It was pointed out that projections could be oriented toward a global approach or toward individual country studies, which in turn might affect the choice of methodology. Different methodologies would also be applicable in the case of the socialist countries and the market economies. Some delegates stressed the need to give greater attention in the future to matters such as trade flows, the impact of technological innovations, employment opportunities in rural areas and structural changes affecting the agricultural sector, to the extent feasible.

123. The Committee approved the Secretariat's suggestion to retain the broad lines of the existing methodology for use in the next study and recommended that new approaches should be introduced gradually. In particular the Committee cautioned against the premature use of relatively untried techniques. Nevertheless, the need for relaxing the assumptions of constant prices and policies was strongly emphasized, and the Committee felt that the Secretariat should continue to search for solutions to these problems along the lines of certain of the research studies developed as part of the latest projections output.

124. The Committee emphasized the need for close collaboration of the FAO Secretariat with Member Governments, international organizations, universities, and other institutions working in the field of projections. This was considered necessary so that (a) work on projections could benefit from the exchange of ideas on developments in methodology and from the practical experience of national projection experts; (b) the data used in FAO projections could be as accurate and up to date as possible; and (c) projections could be periodically examined and evaluated in the light of actual developments in production, consumption, trade, prices and policies.

125. Various arrangements were proposed to give effect to such collaboration. Some delegates suggested that the routine needs could be met by the use of questionnaires and written exchanges of views and information. It was also suggested that an ad hoc group of government experts should be convened to advise on methodological issues in view of their highly technical nature, and that periodic meetings of such a group should be arranged for purposes of reviewing and evaluating FAO projections.

126. In relation to the form and content of future publications of long term projections, many delegates requested that more of the background material used, and the intermediate analyses made by the Secretariat, should be made available to interested countries. As well as being valuable in itself, this would enable countries to express their views on the results achieved at all stages of the work. The Committee suggested that a list of such information should be included in publications on projections. It was also suggested that the size of the published document need not be affected if the additional information were to be distributed on specific request.

127. The Committee concluded that the Secretariat should prepare a further document containing more detailed specifications and plans for the next projections study, for consideration at a later session of the CCP. In the meantime, a number of governments expressed their intention of providing the Secretariat with additional comments and suggestions.

4. FAO Programme of Work and Priorities in the Field of Commodities

128. In accordance with the request made by the Conference at its Sixteenth Session that the standing Committees of the Council, including the CCP, should review the proposed programmes of work for 1974-75 on the activities of concern to them and make recommendations on the selection of priorities and the elimination of low priority activities, the Committee made a preliminary examination of the proposed programme of work and priorities in the field of commodities. The Committee noted that the Director-General proposed to present the programme of work on commodities under four lines of activity or subprogrammes. The content of these four subprogrammes would briefly be as follows:

2.5.1.3 - National commodity policy analysis and trade development

129. The activities contemplated under this subprogramme included assistance to individual governments and groups of governments in the development of their commodity programmes and policies, particularly in the trade sector, and in the formulation and support of FAO's field programmes to ensure that world commodity trends and prospects were given proper weight in the formulation of such programmes and policies and to provide a more informed basis for investment decisions. The resources to be allotted to this subprogramme under the Regular Programme budget would be modest in relation to the need for this assistance and therefore to make a significant impact they would have to be supplemented by extra-budgetary resources.

2.5.3.1 - Agricultural commodity projections

130. This subprogramme comprises FAO's well-established activities in the field of agricultural commodity projections and would include in the 1974-75 biennium preparatory work for a further comprehensive set of projections to 1985. The work covered by the subprogramme in 1974-75 would include methodological improvements, the assembling of new and improved data and elaborations and revisions of the latest series of projections. In addition, work would be undertaken for such purposes as the review and appraisal of progress of the Second Development Decade and studies under PSWAD. It would also comprise general econometric support to other parts of the Organization's programmes.

2.5.3.2 - Development of international commodity policies and actions

131. This subprogramme would include the commodity work undertaken in FAO in an intergovernmental context with the objective of improving conditions of international trade. It would consist of commodity analyses, work on food aid principles, policies and transactions, and, in particular, the servicing of FAO intergovernmental commodity consultations conducted under the CCP, its 11 intergovernmental commodity groups, ad hoc consultations, and the Consultative Sub-Committee on Surplus Disposal. The range of activities in this subprogramme was very wide and, in terms of resources, constituted the main part of the work in the commodity field.

2.6.1.5 - Basic commodity statistics and market studies

132. This subprogramme would comprise the assembly, analysis and issue of basic commodity statistics and information needed to support the other subprogrammes in this general field and to provide Member Governments and the public with basic commodity data and analysis.

133. The Committee generally endorsed this programme of work which it regarded as constituting an element of major importance in FAO's work and agreed that all four subprogrammes deserved a high priority rating although within each of them there were probably some elements which might be given less emphasis. It felt, however, that in the absence of details of the subprogrammes, of more detailed information on priorities as between programme elements and of some indication of budgetary implications for 1974-75, its approval could only be tentative at this stage. One delegate suggested that the Committee adopt some uniform system of priority rating.

134. Many delegates stressed that the programme of work should reflect the priorities that would emerge from work to be undertaken in cooperation with other organizations, including UNCTAD, particularly that arising out of the intensive consultations envisaged in UNCTAD Resolution 83 (III) and the forthcoming multilateral GATT negotiations. It was also suggested that greater emphasis should be given to the review of commodity work of other organizations and agencies in the field of agricultural commodities so as to identify the relevance of that work to that of FAO.

135. Some delegations supported the Intergovernmental Group on Grains' suggestion that work on the medium-term food outlook should be eliminated, since this formed the least important part of the Organization's outlook studies.

136. The Committee recognized that, in view of the present financial stringency, the Organization's attention given to individual commodities should vary, less emphasis being placed on those for which commodity bodies existed outside FAO and those which did not present critical problems.

137. A number of delegates urged that assistance should be given to associations of producing countries concerned with specific commodities (e.g. pepper, coconut and rubber) though it was stressed that, in giving such assistance, the interests of consuming countries should also be kept in mind.

138. Some delegates hoped that FAO would be able to extend its information service by issuing fuller and more frequent information on market developments.

139. The Committee welcomed the introduction of the subprogramme providing for assistance in developing commodity policies at country and regional levels. In view of the potential significance of such assistance to the developing countries, the Committee felt that savings realized through the curtailment or elimination of lower priority activities under other subprogrammes should be used to strengthen this subprogramme.

140. The Committee decided to place the item on the agenda for its Forty-Eighth Session when fuller details would be available on the Director-General's proposals.

5. Nomenclature of Subsidiary Bodies and Amendments to Rules of Procedure

141. The Committee took note of the decision taken by the FAO Conference at its Sixteenth Session in November 1971 to modify the nomenclature of the subsidiary bodies of the Committee on Commodity Problems. This decision endorsed recommendations made earlier by the Committee on Constitutional and Legal Matters, by the Committee on Commodity Problems itself and by the Council, and was arrived at with a view to reflecting more closely the activities undertaken by these subsidiary bodies in recent years.

142. The Committee adopted the following Resolution:

RESOLUTION 1/47

Nomenclature of Subsidiary Bodies

THE COMMITTEE:

NOTING Conference Resolution 19/71 concerning the nomenclature of its subsidiary bodies,

RENAMES the existing groups on:

- Bananas
- Citrus Fruit
- Cocoa
- Grains
- Hard Fibres
- Jute, Kenaf and Allied Fibres
- Meat
- Oilseeds, Oils and Fats
- Rice
- Tea
- Wine and Vine Products

as follows: Intergovernmental Group on Bananas

- | | | | |
|---|---|---|-------------------------------|
| " | " | " | Citrus Fruit |
| " | " | " | Cocoa |
| " | " | " | Grains |
| " | " | " | Hard Fibres |
| " | " | " | Jute, Kenaf and Allied Fibres |
| " | " | " | Meat |
| " | " | " | Oilseeds, Oils and Fats |
| " | " | " | Rice |
| " | " | " | Tea |
| " | " | " | Wine and Vine Products |

AMENDS accordingly the Terms of Reference of the eleven intergovernmental groups wherever appropriate;

AMENDS Rule VII.1 of its Rules of Procedure as follows (by deleting the words in square brackets and adding the words underlined):

"1. In accordance with the provisions of Rule XXIX.9 of the General Rules of the Organization, the Committee may, when necessary, establish sub-committees, subsidary working parties or commodity study groups intergovernmental commodity groups and ad hoc subsidiary bodies, subject to the necessary funds being available in the relevant chapter of the approved budget of the Organization. and It may include in the membership of such sub-committees or subsidiary working parties and ad hoc subsidiary bodies, Member Nations that are not members of the Committee and Associate Members. The Membership of commodity study groups intergovernmental commodity groups established by the Committee may include shall be open to all Member Nations and Associate Members of the Organization and the Council may admit to membership of such groups, nations which, while not Member Nations or Associate Members of the Organization, are members of the United Nations."

6. Terms of Reference of the Intergovernmental Group on Jute, Kenaf and Allied Fibres and of the Intergovernmental Group on Hard Fibres

143. Following the establishment of a Consultative Committee on Jute, Kenaf and Allied Fibres ^{1/} to operate informal arrangements for this group of fibres, and that of a Consultative Subcommittee on Hard Fibres ^{2/} to operate informal arrangements for sisal, henequen and abaca, these two Committees became the focal point of inter-governmental action for these commodities, and gradually absorbed virtually all the functions of their respective parent bodies, the Study Group on Jute, Kenaf and Allied Fibres and the Study Group on Hard Fibres.

144. In view of this anomalous situation, the CCP decided to merge the functions of the former consultative committees and study groups into a single intergovernmental group responsible for each group of fibres, and agreed to the following terms of reference for the two Intergovernmental Groups. These combine in the one case the former separate terms of reference of the Consultative Committee and Study Group on Jute, Kenaf and Allied Fibres, and, in the other, the former separate terms of reference of the Consultative Subcommittee and Study Group on Hard Fibres, with the addition of the word "research" in section (1) of each.

145. The Committee noted that the terms of reference of the Intergovernmental Group on Hard Fibres contained a reference in section (2)(b) to manufactures, since it was accepted that, without covering manufactures, the informal arrangements for these products would not be effective.

(i) TERMS OF REFERENCE FOR THE INTERGOVERNMENTAL GROUP ON JUTE, KENAF AND ALLIED FIBRES

(1) The Intergovernmental Group shall provide a forum for consultation on and studies of the economic aspects of production, marketing, local processing, trade, research and consumption of jute, kenaf and allied fibres.

(2) The Intergovernmental Group shall carry on consultations and promote action with respect to the above fibres, including in particular the following functions:

(a) the assembly and examination of information on current and prospective supplies and requirements of jute, kenaf and allied fibres and on policies and programmes of exporting and importing countries with respect to prices, purchases, production and stocks;

(b) in the light of the current and prospective balance between global demand and supplies, the recommendation of planting, production and related policies, before the main sowing season (December/January); the recommendation of supply disposal, stockholding, pricing and related policies at the commencement of the marketing season (July/August); and the making of similar recommendations at other times as circumstances may require;

(c) the consideration and making of recommendations on other measures of longer-term significance which would contribute to the greater effectiveness of the work of the Intergovernmental Group.

(3) The field of competence of the Intergovernmental Group shall also include the following:

(a) the promotion of improvements in statistical services and the provision of information regarding the supply and demand position and its probable development in the short term;

^{1/} At the Second Session of the Study Group on Jute, Kenaf and Allied Fibres in May 1965.
^{2/} At the Second Session of the Study Group on Hard Fibres in September 1967.

- (b) the study of costs of production and ways of reducing them, including the study of existing research facilities and other relevant technical matters;
 - (c) the study of marketing practices and of ways of improving such practices (including the promotion of standardization in grading and the improvement of quality) and of reducing marketing costs;
 - (d) the collection of information on and the analysis of national policies relating to the production, marketing, trade and consumption of jute, kenaf and allied fibres, 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 jute, kenaf and allied fibres;
 - (f) the study of the conditions for, and measures designed to promote expansion in the consumption of jute, kenaf and allied fibres, and the development of new uses including relevant technical matters;
 - (g) the study of the causes and effects of short-term fluctuations affecting jute, kenaf and allied fibres 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.
- (4) The Intergovernmental Group shall take into account matters concerning manufactures of jute, kenaf and allied fibres insofar as this is necessary for carrying out its mandate.
- (5) FAO rules on membership of Intergovernmental Groups shall apply, namely: membership in the Intergovernmental 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, jute, kenaf and allied fibres. 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 Intergovernmental 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 invited by the Council of the Organization to become members of the Intergovernmental Group.
- (6) Attendance by non-Member Nations of the Organization at sessions of the Intergovernmental Group shall be governed by the principles relating to the granting of observer status to nations adopted by the Conference.
- (7) In order to ensure the effective discharge of the functions of the Intergovernmental Group, governments shall, as far as practicable, furnish all information required for the work of the Intergovernmental Group.
- (8) The Intergovernmental 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.

(9) The Intergovernmental Group shall make arrangements through the Director-General for close liaison in its activities with regional and other organizations interested in jute, kenaf and allied fibres. In particular, it shall establish arrangements for close collaboration with the United Nations Economic Commission for Asia and the Far East and the International Bank for Reconstruction and Development.

(10) 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 Intergovernmental Group.

(11) The Intergovernmental 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 jute, kenaf and allied fibres, and the need for economy in the cost of meetings and travel.

(12) The Intergovernmental Group shall 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.

(ii) TERMS OF REFERENCE FOR THE INTERGOVERNMENTAL GROUP ON HARD FIBRES

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

(2) The Intergovernmental Group shall carry on consultations and promote action with respect to the above hard fibres, including in particular the following functions:

- (a) the recommendation to individual countries of measures designed to bring greater stability to the world sisal, henequen, abaca and coir markets and viability to the sisal, henequen, abaca and coir industries.
- (b) the assembly and examination of information on current and prospective supplies, requirements, foreign trade and prices of sisal, henequen, abaca and coir and their manufactures in both exporting and importing countries on the basis of all available data on areas, including years of planting; production; exports; imports; consumption; stocks and prices of these fibres and their manufactures.
- (c) in the light of the current and prospective situation regarding global demand and supply, the recommendation to exporting countries of levels of exports which would bring global demand and supply more closely into balance, within an indicative price range acceptable to both importing and exporting countries.
- (d) the consideration and where necessary recommendation of all other measures which could contribute to the greater effectiveness of its work under (a) above.

(3) The field of competence of the Intergovernmental Group shall also include the following:

- (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 fibres 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 fibres specified in (1), including competition between these fibres and synthetics;
 - (f) the study of measures designed to promote expansion in the consumption of fibres 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 fibres 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.
- (4) The Intergovernmental Group shall take into account matters concerning manufactures of fibres specified in (1) insofar as this is necessary for carrying out its mandate.
- (5) FAO rules on membership of Intergovernmental Groups shall apply, namely, membership in the Intergovernmental 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 fibres. 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 Intergovernmental 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 of the Intergovernmental Group.
- (6) Attendance by non-Member Nations of the Organization at sessions of the Intergovernmental Group shall be governed by the principles relating to the granting of observer status to nations adopted by the Conference.
- (7) In order to ensure the effective discharge of the functions of the Intergovernmental Group, governments shall, as far as practicable, furnish all the information required for its work.
- (8) The Intergovernmental Group shall report to the Committee on Commodity Problems, it being understood that copies of its reports, including its findings and recommendations, shall be made available to all members of the Intergovernmental Group as soon as possible after each session of the Intergovernmental Group.

(9) The Intergovernmental Group shall make arrangements through the Director-General for close liaison in its activities with other organizations interested in hard fibres and shall avoid duplication of work being undertaken by such other organizations.

(10) 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 Intergovernmental Group.

(11) The Intergovernmental 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 fibres, and the need for economy in the cost of meetings and travel.

(12) The Intergovernmental Group shall 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.

V. RELATIONS WITH OTHER ORGANIZATIONS IN THE FIELD OF COMMODITIES

146. The Committee considered the role that FAO could or should play in relation to the work of other organizations in the field of commodities particularly in the light of the forthcoming multilateral trade negotiations in GATT, and to the intensive commodity consultations envisaged in pursuance of Resolution 83 (III) of the Third Session of the UNCTAD.

147. The Committee stressed the responsibility of FAO in the field of agricultural problems, and considered that the depth of expertise and knowledge which FAO had acquired in agricultural commodity matters could be of the utmost value to both GATT and the UNCTAD. It was logical as well as desirable that this type of technical expertise should continue to be built up in FAO, and be made available to other intergovernmental agencies whenever required for purposes of negotiation.

148. The representative of GATT drew the Committee's attention to the very effective way in which the assistance of the FAO Secretariat had in the past been rendered to his Organization, and particularly on the occasion of the Kennedy Round. This assistance, consisting of supplying, frequently at very short notice, technical data, working papers and expert opinions on various commodity issues emerging in the course of these negotiations, had been highly appreciated by all those concerned.

149. The Committee hoped that close collaboration between the GATT and FAO Secretariats would continue to be maintained during the forthcoming round of multilateral negotiations to ensure an effective and active contribution by FAO to these negotiations. It therefore asked the Director-General to respond as fully as his resources allowed to specific requests from the GATT Secretariat and to give due priority to FAO's work in this respect.

150. Following an extensive discussion of the possible role of FAO in the intensive consultations on agricultural commodities that may be called by the UNCTAD in 1973, with "the aim of reaching concrete and significant results on trade liberalization and pricing policy early in the 1970's", the Committee considered that it would be desirable for the FAO Secretariat to cooperate fully with the Secretariat of UNCTAD in the preparation of necessary documentation for the Special Session of the UNCTAD Committee on Commodities, as specifically mentioned in Resolution 83 (III). The Committee emphasized its wish that existing intergovernmental commodity bodies could be used to the fullest possible extent for the purpose of such intensive consultations and urged the UNCTAD Committee on Commodities to take this into consideration.

151. The Committee recognized that it would be for the UNCTAD Committee on Commodities at its Special Session early in 1973 to decide on the manner in which Resolution 83 (III) should be implemented and to determine the commodities to be made the subject of intensive consultations. The Committee also recognized that it could not finally define the contribution which the Intergovernmental Groups set up within FAO and their Secretariats could make toward these consultations in advance of these deliberations of the UNCTAD Committee on Commodities.

152. Insofar, however, as the commodities to be finally chosen to be the subject of intensive consultations were already covered by existing Intergovernmental Groups, the Committee felt that these groups and their secretariats ought to be used to the maximum extent possible as the fora for such consultations in order that experience acquired by these groups might be fully utilized and unnecessary duplication of fora be avoided.

153. The Committee stressed in particular that the terms of reference of the Intergovernmental Commodity Groups were sufficiently wide to cover the objectives of Resolution 83 (III) and that the experience these bodies had acquired in assessing international commodity problems including barriers to trade, in analyzing policy options, and in some cases evolving and administering informal commodity arrangements including pricing policies, equipped them to play a prime role in any intergovernmental commodity consultations that might be called for in the period ahead. It was noted that FAO's competence in relation to such activities extended to a wide range of agricultural commodities and that, under the existing FAO rules participation in Intergovernmental Groups was open to all Member Nations of the United Nations.

154. While emphasizing the need for closer and more systematic cooperation between the two Secretariats, the Committee recognized that special arrangements might be necessary for the proposed consultations under Resolution 83 (III), in case the UNCTAD Committee on Commodities were to decide to use the intergovernmental bodies for these consultations. The Committee urged the Heads of the two Secretariats to work out the necessary details of these arrangements in the light of the outcome of the Special Session of the UNCTAD Committee on Commodities. These might for example include special sessions of the Intergovernmental Groups, perhaps jointly serviced by the two Secretariats and coordinated submission of documentation.

155. The Committee also urged the Director-General to allocate within the approved budget level such additional resources as might be necessary for FAO's collaboration in commodity consultations visualized under UNCTAD Resolution 83 (III) and in the multilateral trade negotiations proposed under GATT.

156. The Committee decided to review again at its next Session the subject of FAO co-operation with UNCTAD and GATT.

VI. ARRANGEMENTS FOR THE FORTY-EIGHTH SESSION OF THE COMMITTEE

157. The Committee decided that its Forty-Eighth Session should be held in October 1973, in advance of the Sixty-First Session of the FAO Council and the Seventeenth Session of the FAO Conference. The exact date would be determined by the Director-General in consultation with the Chairman, taking into account the dates of these FAO and other relevant sessions.

158. The Committee drew up the following draft agenda for its Forty-Eighth Session:

- I. Situation of and short-term outlook for world agricultural trade
 1. Current situation and short-term outlook
 2. Longer-term issues
- II. Activities of subsidiary bodies and other commodity matters
- III. International agricultural adjustment
- IV. Work of other organizations in the field of commodities
- V. FAO programme of work and priorities in the field of commodities
- VI. Arrangements for the Forty-Ninth Session.

ANNEX I
ANNEXE I
ANEXO I

LIST OF PARTICIPANTS
LISTE DES PARTICIPANTS
LISTA DE PARTICIPANTES

Chairman/Président/Presidente:	J.C. VIGNAUD (Argentina)
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INTERNATIONAL WHEAT COUNCIL/CONSEIL
INTERNATIONAL DU BLE/CONSEJO INTERNACIONAL
DEL TRIGO
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COMITE EUROPEEN DES FABRICANTS DE SUCRE/
COMITE EUROPEO DE FABRICANTES DE AZUCAR
M. DE LA FOREST DIVONNE
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BEET GROWERS/CONFEDERATION INTERNATIONALE
DES BETTERAVIERS EUROPEENS
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INTERNATIONAL LAITIER/COMITE INTERNACIONAL
LECHERO
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ASSOCIATIONS/FEDERATION INTERNATIONALE
DES ASSOCIATIONS DE LA MARGARINE/
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FEDERATION SYNDICALE MONDIALE/
FEDERACION SINDICAL MUNDIAL
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LIST OF DOCUMENTS

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CCP 72/2/2	Extracts from the Report of the Eighth FAO Regional Conference for Europe
CCP 72/3	Report of the Fourteenth Session of the Study Group on Grains
CCP 72/4	Report of the Sixth Session of the Intergovernmental Group on Oilseeds, Oils and Fats
CCP 72/5 and Corr. 1	FAO Commodity Review and Outlook 1971 - 1972
*CCP 72/1 & Corr. 1	Summary of comments received from governments and commodity bodies on the study "Agricultural Commodity Projections 1970-1980"
CCP 72/6/1, Add.1	Summary of comments received from the European Economic Community on the Study "Agricultural Commodity Projections 1970-1980"
CCP 72/6/1, Add.2 & Corr.1	Summary of the comments of the Republic of Cuba on the study "Agricultural Commodity Projections 1970-1980"
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CCP 72/8	Report of the Sixteenth Session of the Intergovernmental Group on Rice
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* This symbol should be corrected to read CCP 72/6/1.

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CCP 72/16/1	Milk and milk products: Review of national policies 1971/72
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