

UNITED STATES TARIFF COMMISSION

ALSIKE CLOVER SEED

**Report to the President
on
Escape-Clause Investigation No. 7-103
Under the Provisions of Section 7
of the
Trade Agreements Extension Act of 1951, as Amended**



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U. S. TARIFF COMMISSION

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CONTENTS

	<u>Page</u>
Report to the President:	
Commission's vote divided-----	1
Finding of Commissioners Talbot and Dowling-----	3
Findings and recommendation of Commissioners Schreiber and Sutton-----	3
Considerations bearing on the finding and conclusion of Commissioners Talbot and Dowling-----	5
Customs treatment-----	5
Description and uses-----	7
Profit-and-loss experience of domestic producers-----	9
U.S. production and imports-----	12
U.S. consumption-----	13
Conclusion-----	16
Considerations supporting the findings and recommendation of Commissioners Schreiber and Sutton-----	17
Statistical appendix-----	30

(TC28160)

REPORT TO THE PRESIDENT

U.S. Tariff Commission
August 7, 1961

To the President:

The U.S. Tariff Commission herein reports the results of its investigation No. 7-103 under section 7 of the Trade Agreements Extension Act of 1951, as amended, to determine whether ALSIKE CLOVER SEED, provided for in paragraph 763 of the Tariff Act of 1930, is, as a result in whole or in part of the duty or other customs treatment reflecting concessions granted thereon under the General Agreement on Tariffs and Trade, being imported into the United States in such increased quantities, either actual or relative, as to cause or threaten serious injury to the domestic industry producing like or directly competitive products.

The aforementioned investigation was instituted on February 13, 1961, upon application of Oregon Alsike Seed Growers, and others. Public notice of the institution of the investigation and of the public hearing to be held in connection therewith was duly given by posting copies of the notice at the office of the Tariff Commission in Washington, D.C., and at its office in New York City, and by publishing such notice in the Federal Register (26 F.R. 1419) and in the February 16, 1961, issue of Treasury Decisions. The public hearing was postponed from June 6, 1961, the date originally set, to June 20, 1961, and due notice of the change in date was given (26 F.R. 2495) and in the March 23, 1961 issue, of Treasury Decisions). The public hearing was duly held on June 20, 1961, and all interested parties were given opportunity to be present, to produce evidence, and to be heard.

In addition to the information obtained at the hearing, information was obtained from the Commission's files, from other Government agencies, from responses to questionnaires sent to domestic producers and importers, and through fieldwork by members of the Commission's staff.

Commission's Vote Divided

Upon consideration by the Commission ^{1/} of the facts obtained in this investigation, including the hearing, the Commission divided into two equal groups, each of which unanimously agreed upon separate findings on the question whether alsike clover seed provided for in paragraph 763 of the Tariff Act of 1930 is being imported in such increased quantities, either actual or relative to domestic production, as to cause or threaten serious injury to the domestic industry producing like or directly competitive products. In a situation of this kind, section 330 of the Tariff Act of 1930, as amended by section 201 of the Trade Agreements Extension Act of 1953, requires that the findings (and recommendations, if any) of each group of Commissioners shall be transmitted to the President, and provides that those of either group may be considered by the President as the findings (and recommendations, if any) of the Commission.

The findings and the principal considerations bearing upon the findings of the two separate groups of Commissioners are given below.

^{1/} Only four Commissioners participated in the making of the findings. The Tariff Commission was composed of five Commissioners when the findings were made. Because of illness, Commissioner J. Allen Overton, one of the five, did not participate.

Finding of Commissioners Talbot and Dowling

As a result of the investigation, including the hearing, Commissioners Talbot and Dowling find that alsike clover seed provided for in paragraph 763 of the Tariff Act of 1930 is not being imported into the United States in such increased quantities, either actual or relative, as to cause or threaten serious injury to the domestic industry producing like or directly competitive products. Accordingly, there is no sufficient reason for a recommendation to the President for action in this case under section 7 of the Trade Agreements Extension Act of 1951, as amended.

Findings and Recommendation of Commissioners Schreiber and Sutton

As a result of the investigation, including the hearing, Commissioners Schreiber and Sutton find as follows:

(1) That, as a result in part of the customs treatment reflecting the concession granted thereon in the General Agreement on Tariffs and Trade, alsike clover seed provided for in paragraph 763 of the Tariff Act of 1930 is being imported into the United States in such increased quantities, both actual and relative, as to cause serious injury to the domestic industry producing the like product;

(2) That, in order to remedy the serious injury to the domestic industry concerned, it is necessary that a duty of 4 cents per pound be imposed on imports of alsike clover seed entered, or withdrawn from warehouse, for consumption in any 12-month period beginning July 1 in 1961 and in subsequent years until 1,500,000 pounds have been so entered or

withdrawn during any such period, and a duty of 6 cents per pound be imposed on imports of such seed entered, or withdrawn from warehouse, for consumption during any such period after 1,500,000 pounds have been so entered or withdrawn during any such period.

In view of the foregoing findings, Commissioners Schreiber and Sutton recommend to the President that the tariff concession in the General Agreement on Tariffs and Trade on alsike clover seed provided for in paragraph 763 of the Tariff Act of 1930 be modified to permit the application of the rates of duty specified in finding (2) above: Provided, That no increased duty should be applied retroactively.

CONSIDERATIONS BEARING ON THE FINDING AND CONCLUSION
OF COMMISSIONERS TALBOT AND DOWLING 1/

The finding and conclusion of Commissioners Talbot and Dowling are based principally on the considerations discussed below.

At the outset we wish to point out that we are of the opinion that because of the conflicting findings of the two groups of Commissioners in this investigation the matter calls for a more zealous spelling out of our reasons for finding no injury. As set forth in the body of the report, the Commission felt that, since the producers of alsike clover seed were perhaps not too conversant with the criteria necessary to establish their claim, it would be necessary to extend the fieldwork portion of the investigation so as to render assistance to the producers in an effort to meet the obligations of section 7 of the Trade Agreements Extension Act of 1951, as amended. As will be seen from the report, this was done; notwithstanding the Commission's efforts, however, not only was the industry's cooperation denied us but an absolute lack of interest in the investigation was displayed, thereby defeating any possibility of an orderly administration of section 7 and allowing for no rational basis for conclusions other than the finding of no injury.

Customs Treatment

Under the Tariff Act of 1930, imports of alsike clover seed were dutiable at 8 cents per pound (table 1, in the appendix). Pursuant to the first bilateral trade agreement with Canada, effective January 1,

1/ Considerations supporting the findings and recommendation of Commissioners Schreiber and Sutton are given on page 17.

1936, the statutory rate was reduced to 4 cents per pound and this reduced rate was continued pursuant to the second bilateral trade agreement with Canada, effective January 1, 1939. Pursuant to the General Agreement on Tariffs and Trade (GATT) (Geneva), effective January 1, 1948, the duty was further reduced to 2 cents per pound.

Pursuant to Presidential Proclamation No. 3059 (3 CFR, 1954 Supp., p. 26) of June 30, 1954, under section 7 of the Trade Agreements Extension Act of 1951, as amended, the following duties were made applicable for the 12-month period beginning July 1, 1954: 2 cents per pound on imports not exceeding 1,500,000 pounds and 6 cents per pound on imports in excess of the tariff quota. Pursuant to Presidential Proclamation No. 3100 (3 CFR, 1955 Supp., p. 32) of June 29, 1955, under section 7 of the Trade Agreements Extension Act of 1951, as amended, the following duties were made applicable for each of the 12-month periods beginning July 1, 1955, and July 1, 1956: 2 cents per pound on imports not exceeding 2,500,000 pounds and 6 cents per pound on imports in excess of the tariff quota. Pursuant to Presidential Proclamation No. 3197 (3 CFR, 1957 Supp., p. 28) of June 24, 1957, under section 7 of the Trade Agreements Extension Act of 1951, as amended, the following duties were made applicable for each of the 12-month periods beginning with July 1, 1957, and July 1, 1958: 2 cents per pound on imports not exceeding 3,000,000 pounds and 6 cents per pound on imports in excess of the tariff quota.

Effective July 1, 1959, with the expiration of the tariff quota, all imports of alsike clover seed again became dutiable at the rate of 2 cents per pound.

Description and Uses

Alsike clover (Trifolium hybridum) originally came from Europe, where it is common in the high mountain meadows. In the United States it has been used as a hay and pasture crop on wet soils that are too acid for other legumes. The great bulk of the alsike clover seed is used for the production of hay and pasture; when alsike clover is grown for hay, it generally yields only one cutting per year. Alsike clover is grown for hay and pasture in the area north of the Ohio and Potomac Rivers and as far west as the Dakota-Minnesota boundary. To a limited extent it is also grown in Virginia, Kentucky, Tennessee, and Missouri. It is almost unknown in other southern States because, unless there is an abundance of moisture, it usually dies during the warm summers.

The other purpose for which alsike clover is grown is for the production of seed. The principal areas of alsike clover seed production are more limited than the areas of alsike hay production. In the United States the principal States that produce alsike clover seed are California, Idaho, Minnesota, and Oregon (table 2). Canada is also an important producer of alsike clover seed; the principal seed-producing provinces are Alberta and British Columbia (table 8), where the great bulk of the seed is produced in the Peace River Valley.

In the alsike clover seed producing States of Oregon, California, and Idaho, the seed represents virtually the only product of the alsike clover crop. In Oregon and California, which until recently accounted for more than half of the domestic production of alsike clover seed, practically the entire crop is grown on irrigated land, mainly in the Klamath Basin, which is partly in southern Oregon and partly in northern California.

The land in this area can be used for the production of alsike clover seed in rotation with other crops because of the high yield per acre that usually results from a controlled water supply and because the growing of alsike clover helps to maintain the fertility of the soil for the production of other crops. The crops generally grown in rotation with alsike clover in this area are barley and potatoes. Alfalfa may also be used in such a rotation system (alfalfa is being substituted to some extent for alsike clover even in the Klamath Basin), but when alfalfa is so used, it is generally grown for hay. In Minnesota, which became the leading producer of alsike clover seed in 1960, the rotation of alsike clover with other crops is also used, but this practice is not as general in that State as it is in the western States.

Alsike clover is a perennial, but in the production of seed it behaves as a biennial. The seeding is done either in the spring with a grain or flax crop, or immediately after harvest in the stubble of such crops, and the alsike clover seed is harvested the following year. Generally, only one crop of seed is harvested from one planting because in the second year the field tends to become infested with weeds. Alsike clover is a prolific producer of seed, which characteristic contributes to the fact that the price of alsike clover seed is generally much lower than the price of the seed of most of the other legumes.

Alsike clover is highly self sterile. In order to accomplish cross pollination, an adequate supply of bees is essential. Usually one strong colony of bees per acre is required. Wild bees are generally too limited in number to achieve adequate cross pollination. Most alsike clover seed producers in the Klamath Basin and many in Idaho and Minnesota are employing the bee-keeping industry to supply pollinators.

Profit-and-Loss Experience of Domestic Producers

In a recent escape-clause investigation of an agricultural product the Commission was criticized because it did not obtain data showing the profit-and-loss experience of the domestic producers. Profit and loss data are necessary concomitants in arriving at the remedy to foreclose the threat or serious injury which is the objective of the escape clause. In the present investigation of alsike clover seed, the Commission unanimously decided to make a special effort to obtain such data. The Commission decided that in view of the large number of producers, the use of a questionnaire to obtain the data afforded the greatest promise of success.

Every effort was made to keep the questionnaire as simple as possible. However, the reporting of data showing the profit-and-loss experience of domestic producers is an involved process, especially when (as for alsike clover seed) the data pertaining to the product under investigation must be separated or distinguished from data pertaining to other products produced in the same establishment. 1/ There is, therefore, a limit to the extent to which a questionnaire may be simplified and still call for the information that is required. The questionnaire that was finally used was unanimously approved by the Commission.

To help the growers in filling out the questionnaire, the Commission enlisted the cooperation of the Federal Extension Service of the U.S. Department of Agriculture, and, through it, the assistance of the appropriate State directors of agricultural extension and the county agricultural agents in the localities where alsike clover seed is produced. Members

1/ Sec. 7 of the Trade Agreements Extension Act of 1951, as amended, provides that the Commission shall (insofar as practicable) distinguish or separate the operations of the producing organizations involving the like or directly competitive products or articles from the operations of such organizations involving other products or articles.

of the Commission's staff met with the county agricultural agents and explained the questionnaire to them 1/ so that they could answer questions that the growers might have in connection with filling out the questionnaire. The growers were encouraged to contact their respective county agents for such assistance.

Questionnaires were sent by certified mail to 1,024 persons that were identified as having produced alsike clover seed in recent years; 448 of them were in Idaho, 249 in Minnesota, 171 in California, 148 in Oregon, 6 in Washington, and 1 each in Texas and Wyoming. The respondents were asked to complete and return the questionnaire by June 14, 1961, and all that did not do so were sent followup letters urging them to respond.

Thirty-two of the questionnaires were not delivered (because the addressee had moved and left no address, had died, or for some other reason could not be located) leaving 992 questionnaires that are known to have reached the addressees, since a signed post office receipt was returned for each of them. 2/ Of the 992 persons, 545 returned only the first page of the questionnaire, indicating thereon that the respondent either had not produced any alsike clover seed during 1957-60 or had not harvested at least 20 acres of alsike clover seed or his sales of alsike clover seed did not amount to at least 10 percent of his total sales of farm products

1/ The Commission's staff held briefing meetings with county agents as follows: At Corvallis, Oreg., attended by county agricultural agents from all important alsike clover seed producing counties in that State, except from Klamath County; at Klamath Falls, Oreg., attended by the county agricultural agents from Klamath County, Oreg., and from Modoc and Siskiyou Counties, Calif.; at Grangeville, Idaho, with the county agricultural agents from the six important alsike clover seed producing counties of that State; and at Roseau, Minn., with the county agricultural agents from the appropriate counties in Minnesota.

2/ Twenty addressees refused to claim or accept delivery of the questionnaire.

in any one of the years 1957-60; 1/ another 352 failed to respond at all. Thus, for more than half of the persons who received the questionnaire (545 of 992) the production of alsike clover seed was unimportant in their farming operations, and another third (352 of 992) did not have sufficient interest in the investigation to respond to the questionnaire at all. In other words, 90 percent of those who received the questionnaire (897 of 992) could scarcely be considered to be suffering serious injury from imports.

Only 95 of the 992 who received the questionnaire attempted to fill it out, and only 18 of those attempted to separate the income and expenses on alsike clover seed from the total income and expenses on all products they produced, following more or less acceptable accounting methods. Of the 18 completed questionnaires, 14 came from Idaho, 2 from Minnesota, and 1 each from California and Oregon.

The 18 growers accounted for 2.8 percent of the total alsike acreage harvested in 1957, for 4.4 percent in 1958 and 1959, and for 5.2 percent in 1960. They accounted for 5.8 percent of the total domestic production of alsike clover seed in 1957, for 6.9 percent in 1958, for 6.6 percent in 1959, and for 8.8 percent in 1960. Not all of the 18 growers were able to report their profit-or-loss experience for each of the 4 years 1957-60 because for one or more of the years some of the growers produced but did not sell seed, others sold but did not produce it, and still others neither produced nor sold it. Thus, only 10 of the 18 both produced and sold seed in 1957, 14 did so in 1958 and 1959, and only 12 did so in 1960. The 10 that both produced and sold seed in 1957 accounted for 5.1 percent of the

1/ These limitations on reporting were included in the questionnaire to relieve those growers whose production of alsike clover seed was relatively unimportant of the burden of filling out the questionnaire. However, such growers were told that they were welcome to fill out and return the questionnaire if they so desired.

total domestic production in that year; the 14 that both produced and sold seed in 1958 and 1959 accounted for 5.6 percent of the total production in each of those years; and the 12 that both produced and sold seed in 1960 accounted for 6.9 percent of the total production in that year. Profit-and-loss data for such an insignificant part of the industry are wholly inadequate to indicate the profit-or-loss experience of the domestic alsike clover seed industry as a whole.

Like the financial data supplied by the returned questionnaires, the data they furnished on wages and employment in the alsike clover seed industry also were inadequate.

U.S. Production and Imports

Domestic production of alsike clover seed has declined substantially in recent years (table 3), and the decline was especially severe in the decade 1950/51 to 1959/60, the last year for which complete statistics are available. ^{1/} The domestic output retained for the domestic market (production less exports) amounted to 57,023,000 pounds in the first half of the decade (1950/51 to 1954/55) and to 44,430,000 pounds in the last half (1955/56 to 1959/60), representing a decrease of 12,593,000 pounds, or 22 percent. Imports amounted to 12,263,000 pounds in the first half of the decade, and to 7,935,000 pounds in the second half (tables 3 and 4), showing a decrease of 4,328,000 pounds, or 35 percent. Not only was the proportionate decline in imports 50 percent greater than the proportionate decline in domestic production, but the decline in domestic output between the two periods was considerably larger than the total imports in the last

^{1/} Because of the wide variations in the annual production and imports of alsike clover seed, it is believed that year-by-year comparisons, particularly in recent years, are not meaningful.

half of the decade. In other words, the domestic output would have declined even if there had been no imports. Moreover, domestic production declined drastically in the last half of the decade, notwithstanding the fact that imports for 4 of the 5 years were subject to import restrictions imposed under the escape-clause procedure. It should also be noted that in recent years the duty-paid value of the imported seed has been higher than the price received by domestic producers. For example, in the past 3 years the annual average prices received by domestic producers for alsike clover seed were \$19.00 per hundred pounds for 1958/59, \$18.60 for 1959/60, and \$16.20 for 1960/61 (table 12). ^{1/} During the same period the annual average foreign values of imports of alsike clover seed were \$22.02, \$18.25, and \$16.23 per hundred pounds, respectively. Including the duty, the values of imports were \$24.02, \$20.25, and \$18.23, respectively. ^{2/}

It is apparent from the foregoing that we must look to factors other than imports for the causes of the decline in the domestic production and the difficulties of the domestic industry. The answer lies in the decline in the demand for the seed, as pointed out in the following discussion.

U.S. Consumption

Domestic consumption of alsike clover seed has declined drastically during the past decade. In the first half of the decade (1950/51 to 1954/55) the consumption amounted to 66,518,000 pounds (table 3), and in the second half (1955/56 to 1959/60) it amounted to 50,844,000 pounds, representing a decrease of 15,674,000 pounds, or about 24 percent. The decline in

^{1/} During 1958/59 a tariff quota was in effect but the quota was not filled. No tariff quota was in effect in 1959/60 and 1960/61.

^{2/} The prices for domestic seed are at the farm and those of the imported seed are at the point of entry into the United States.

consumption of the seed is attributable almost entirely to the decrease in the demand for alsike clover as a cover or hay crop in low moist areas with acid soils and to the competition from other legume seeds for hay and pasture crops in other areas. Large areas of farm land that formerly were so wet and acid that alsike clover was virtually the only hay or cover crop that could successfully be grown thereon have been drained, limed, and made suitable for the production of other, more profitable, hay crops. Commenting on the decline in the production of alsike clover seed, the U.S. Department of Agriculture noted that the decline was "due largely to a drop in acreage and production in the Corn Belt, where the draining, liming, and fertilizing of wet and acid soils (which alsike clover likes) led farmers to shift to other more productive forage crops." 1/

The principal legume seeds that compete with alsike clover seed in other than wet and acid soils are alfalfa, Ladino clover, birdsfoot trefoil, and to some extent, red clover. Improved varieties of all of these seeds have been developed but there has been no improvement in alsike.

When grown for hay, alsike clover yields only one cutting per year. Alfalfa, on the other hand, yields three cuttings per year in Wisconsin

1/ Hugo O. Graumann, "Our Sources of Seeds of Grasses and Legumes," Seeds, The Yearbook of Agriculture, 1961, U.S. Department of Agriculture, 1961, p. 162.

and Minnesota and four cuttings in Illinois, Ohio, and Iowa. Moreover, the lifetime of alfalfa as a forage crop is considerably longer than that of alsike.

W. A. Wheeler and D. D. Hill, in their recent book, stated: "Since Ladino clover has come into use in recent years as a pasture legume in mixtures of grasses and legumes, it will to a large extent replace alsike clover in pasture mixtures where soil and moisture conditions are suitable for Ladino clover." ^{1/} A report of one agricultural experiment station went even further by stating that "since the introduction of Ladino white clover and birdsfoot trefoil, the use of alsike clover in Ohio has been greatly reduced. Alsike clover is not recommended for inclusion in general seeding mixtures." ^{2/}

As shown in table 14, the average annual production of alfalfa seed increased from 82.8 million pounds in the years 1942-51 to 130.3 million pounds in 1960 (an increase of 57.4 percent); that of Ladino clover seed increased from an annual average of 3.0 million pounds in 1942-51 to 4.3 million pounds in 1960 (an increase of 43.0 percent). The production of alsike clover seed, on the other hand, declined from an annual average of 14.4 million pounds in 1942-51 to 5.2 million pounds in 1960 (a decrease of 64.2 percent).

^{1/} W. A. Wheeler and D. D. Hill, Grassland Seeds, Princeton, N.J., 1957, p. 372.

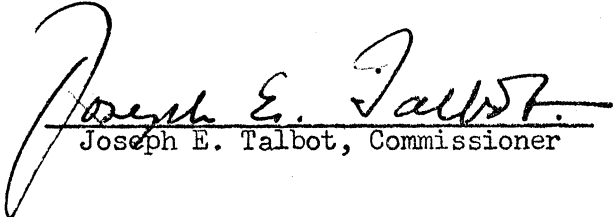
^{2/} Meadow and Pasture Seedings, The Ohio State University, Agricultural Experiment Station, Extension Bulletin 380, November 1958, p. 6.

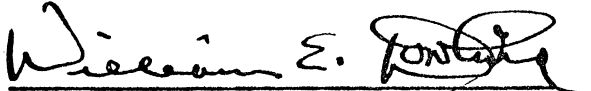
It is important to note that the comparatively low prices of alsike clover seed of the past several years have failed to improve the competitive position of the seed vis-a-vis the other legume seeds.

Conclusion

Ninety percent of those who received the Commission's questionnaire (897 of 992) either reported that the production of alsike clover seed was unimportant in their farming operations or did not have sufficient interest in the investigation to respond to the questionnaire at all. For those that did not respond, it is fair to assume that the production of alsike clover seed was not important in their operations. The decline in the domestic production of alsike clover seed and such difficulties as the industry may be experiencing are attributable almost entirely to a decrease in the demand for the seed. Moreover, the displacement of alsike clover seed by competing seeds of domestic origin has been accelerating during the past few years. We have concluded that whatever role imports may have played in the past in causing distress to the domestic alsike clover industry, they are not now contributing substantially towards causing or threatening serious injury to the industry.

Respectfully submitted.


Joseph E. Talbot, Commissioner


William E. Dowling, Commissioner

CONSIDERATIONS SUPPORTING THE FINDINGS AND RECOMMENDATION
OF COMMISSIONERS SCHREIBER AND SUTTON

The current investigation of alsike clover seed is the fourth in a series that the Tariff Commission has conducted since 1953.

The first investigation, conducted under the escape-clause provision, was instituted by the Commission on December 2, 1953. As a result of this investigation the Commission on May 21, 1954, unanimously recommended that the President modify the concession granted by the United States in the General Agreement on Tariffs and Trade, and that he establish a continuing tariff quota on imports of alsike clover seed of 1.5 million pounds, with a duty of 4 cents per pound on all imports within the quota and of 6 cents per pound on all imports in excess of the quota. On June 30, 1954, the President accepted the Commission's recommendation that the concession be modified and its recommendation for the size of the quota; however, he limited the tariff quota to a period of 1 year beginning July 1, 1954, and specified that imports within the quota be dutiable at 2 cents per pound and that overquota imports be dutiable at 6 cents per pound.

The second investigation of alsike clover seed--actually a continuation of the first investigation--was instituted by the Commission on August 3, 1954, in response to a letter from the President, dated July 14, 1954. In his letter, the President directed the Commission to continue the first investigation, in order to determine whether a continuation of the tariff quota on alsike clover seed was necessary beyond June 30, 1955.

On April 28, 1955, the Commission unanimously found that continuation of the tariff quota was necessary and recommended that the President establish an annual tariff quota of 2.5 million pounds, imports within the quota to be dutiable at 2 cents per pound and imports in excess of the quota to be dutiable at 6 cents per pound. On June 29, 1955, the President accepted the Commission's recommendations as to the size of the quota and the duties to be applied, but limited the quota restrictions to two 12-month periods beginning July 1, 1955, and July 1, 1956.

The third investigation of alsike clover seed resulted from the President's request of March 14, 1957, that the Commission determine-- under the provisions of paragraph 2 of Executive Order 10401--whether continuation of quota restrictions on alsike clover seed was necessary after June 30, 1957. On May 8, 1957, the Commission unanimously found that continuation of the quota restrictions was necessary and recommended that the then existing tariff quota be continued. The President accepted the Commission's recommendation that the quota restrictions be continued. He established, for the two 12-month periods beginning July 1, 1957, and July 1, 1958, a tariff quota of 3 million pounds, imports within the quota to be dutiable at 2 cents per pound and overquota imports to be dutiable at 6 cents per pound.

In each of the three investigations described above, the Tariff Commission found unanimously that quota restrictions were necessary with respect to alsike clover seed and, following each of the three investigations, the President established tariff quotas for imports of such seed. As a result of the President's proclamations, tariff quotas were

in effect for imports of alsike clover seed continuously for 5 years-- July 1, 1954, through June 30, 1959.

The Issues in This Investigation

The Trade Agreements Extension Act of 1951, as amended, specifically requires the Tariff Commission, in making its findings and recommendations in an escape-clause investigation, to consider--without excluding other factors--the following factors expressly set forth in section 7(b): A downward trend of production, employment, prices, profits, or wages in the domestic industry concerned, or a decline in sales, an increase in imports, either actual or relative to domestic production, a higher or growing inventory, or a decline in the proportion of the domestic market supplied by domestic producers.

We do not agree with our colleagues that an examination of the facts in this investigation reveals a situation that will support a finding of no injury to the domestic industry concerned. On the contrary, we find that the facts clearly reveal a situation that not only supports, but requires, a finding of serious injury. In our opinion, conditions in the industry producing alsike clover seed have not, on the whole, changed materially from those that prevailed on the three occasions that the Commission unanimously found serious injury in its escape-clause investigations in 1954 and 1955 and in its investigation under paragraph 2 of Executive Order 10401 in 1957. Moreover, in our opinion, the facts established in the present investigation clearly meet the criteria set forth in section 7(b) of the Trade Agreements Extension Act of 1951, as amended. To summarize, in the crop year 1960/61 production was less than

half that in the crop years 1956/57 and 1957/58; the carryover for the crop year 1960/61 was larger than that for the crop years 1955/56 and 1956/57, and was still at a high level, although not as high as in 1958/59 and 1959/60; average prices received by producers in the crop year 1960/61 were less than half those received in the crop year 1956/57, and were lower than in any year since then; and imports in the crop year 1960/61 were higher, both actually and relative to domestic production, than in any year since 1955/56. Detailed attention is given to each of these matters in a later section of our statement.

It is apparent from the statistics that consumption of alsike clover seed has been declining steadily though irregularly since the crop year 1949/50. Consumption in the crop year 1959/60 was reported to be about 8 million pounds, or about 60 percent of the average reported consumption in the 5 crop years 1949/50 to 1953/54. Statistics on domestic consumption in the crop year 1960/61 are not yet available, but consumption in that year is estimated to have been in the neighborhood of 8 million pounds--approximately the same, or somewhat less, than in 1959/60. It is also apparent from available information on consumption and prices that there has been considerable substitution for alsike clover seed of the seeds of other legumes which yield more profitable crops and of which new and improved strains have been developed.

Notwithstanding the declining market for alsike clover seed and the possibility that this market may ultimately become insignificant by virtue of the increasing substitution of other legume seeds for the product in question, the domestic industry is entitled to avail itself of the remedial provisions found in the escape-clause legislation.

Indeed, section 7 of the Trade Agreements Extension Act of 1951 expressly contemplates the type of situation which is now before us. That statute provides for relief when a product is being imported--

in such increased quantities, either actual or relative, as to cause or threaten serious injury to the domestic industry producing like or directly competitive products. [Emphasis added.]⁷

As we observed in 1959, in another escape-clause investigation,^{1/} it would be a curious doctrine, indeed, that would deny an American industry relief that the Congress contemplated under the escape-clause on the ground that the respective producers--besides the competition they face from imports--are also confronted with domestic difficulties in marketing their product. Should such a doctrine be applied consistently, it is doubtful that any domestic industry, however intense the import competition might be, could be granted relief under the provisions of section 7. We do not here wish to further labor what should be a perfectly obvious point--that the purpose of the escape-clause provision is to provide relief to domestic industries that are found to be seriously injured by increased imports resulting, in whole or in part, from the duty or other customs treatment reflecting a concession that has been granted under a trade agreement. Moreover, section 7 further provides that increased imports, either actual or relative, shall be considered as the cause or threat of serious injury to the domestic industry producing like or directly competitive products when the Tariff

^{1/} U.S. Tariff Commission, Wilton, Brussels, Velvet, and Tapestry Carpets and Rugs: Report on Escape-Clause Investigation No. 67 . . ., January 1959.

Commission finds that such increased imports have contributed substantially towards causing or threatening serious injury to such industry. ^{1/}

The Question of the Response to the Questionnaire

Our colleagues who have found no injury in this investigation apparently attach great importance to the poor response to the questionnaire that was sent to growers of alsike clover seed, and feel that such profit-and-loss data as were furnished by the growers that did respond are wholly inadequate to indicate the profit-or-loss experience of the domestic alsike clover seed industry. We are not unmindful of the usefulness of questionnaires and of profit-and-loss data, along with other pertinent information, in arriving at determinations in escape-clause investigations. We emphatically reject, however, any implied contention that submission by applicants of completed questionnaires, and in particular, of "adequate" profit-and-loss data, is the sine qua non for obtaining relief in an escape-clause case. The escape-clause legislation does not require the submission of completed questionnaires by applicants or submission of profit-and-loss data. Moreover, as we observed recently in another escape-clause investigation, ^{2/} the criterion of a "downward trend of * * * profits" is only one of several

^{1/} On these points we agree completely with Commissioners Talbot and Overton, who in their dissenting views in the escape-clause investigation of zinc sheet said "While we recognize that the domestic industry's distress is attributable in considerable degree to developments other than the increase in imports of like products, we nevertheless find that the increase in those imports has contributed 'substantially' to the serious injury suffered by the industry. Merely because the industry is suffering from multiple afflictions--which it is essentially powerless to correct by itself--is no reason to deny it relief from excessive import competition as contemplated by the escape clause." See U.S. Tariff Commission, Zinc Sheet: Report on Escape-Clause Investigation No. 81 . . . , 1960 (processed), p. 64.

^{2/} U.S. Tariff Commission, Tennis Rackets and Frames: Report on Escape-Clause Investigation No. 7-96 . . . , TC Publication 13, 1961 (processed), p. 14.

indicia of injury which the statute directs the Commission to take into consideration in arriving at a determination in an escape-clause case. There is no warrant in law for considering any one of the various criteria as controlling on the question of whether there is serious injury or threat thereof. The statute prescribes no relative weights to be given to the specified injury factors. Accordingly, the relative weights that are to be given by the Commission to these factors, which may vary with individual cases, was left by the Congress to the judgment of the Commission. ^{1/}

Questionnaires are only one of the means by which the Commission seeks to obtain pertinent information in escape-clause investigations. Moreover, the Commission's experience in utilizing questionnaires to obtain pertinent information has been broad enough to suggest that, for certain types of industries--especially industries comprising many small concerns--questionnaires have a limited usefulness. Many small concerns do not keep records adequate to enable them to provide meaningful profit-and-loss data, or to separate the data on their operations for one particular commodity from those for other commodities that they may produce. To expect farmers--and especially small farmers--to maintain accounting systems that will enable them to respond to a request for profit-and-loss data on alsike clover seed as distinct from their operations on all their other crops is completely unrealistic.

^{1/} See Opp Cotton Mills v. Administrator (1941), 312 U.S. 126.

In an escape-clause investigation of alsike clover seed it is not necessary to rely on information submitted by farmers, since the U.S. Department of Agriculture regularly publishes detailed official data on such seed. Only with respect to profit-and-loss data could the questionnaires add information that the Commission does not have readily available from other sources. As we have already pointed out, to expect farmers to provide meaningful data on that subject is quite unrealistic. We would be remiss in our duty if we did not further point out that, in the three earlier investigations of alsike clover seed--in each of which the Commission unanimously found serious injury--the Commission (1) did not require growers to fill out questionnaires and (2) did not consider that collection of "adequate" profit-and-loss data was essential to enable it to arrive at a finding of serious injury. Moreover, in each of the three earlier investigations, the President took escape action on the basis of the Commission's recommendations.

How the Facts in This Investigation Meet
the Escape-Clause Criteria

U.S. production

Since 1957, when the Commission last unanimously found that continuation beyond June 30, 1957, of the modification of the trade-agreement concession on alsike clover seed remained necessary in order to prevent serious injury to the domestic industry concerned, U.S. production of alsike clover seed has continued to decline (table 3). In the crop year

1957/58 production amounted to 11.5 million pounds; in the crop year 1958/59 it was 8.9 million pounds, and in the crop year 1959/60 it was about 6 million pounds. In the crop year 1960/61 production amounted to only 5.2 million pounds, or less than half that in the crop year 1957/58.

The acreage of alsike clover harvested for seed has also declined sharply in recent years, reflecting an adjustment to lower prices and reduced domestic consumption. In 1957/58 the area so harvested totaled 50,300 acres. Since that year the area harvested has declined continuously; in 1960/61 it amounted to only 25,200 acres.

U.S. imports

Since 1957, when the Commission last unanimously found serious injury with respect to alsike clover seed, U.S. imports of such seed (almost entirely from Canada) have varied considerably (table 3). During the crop year 1957/58 (like 1956/57, a year of a short crop in Canada) imports amounted to 251,000 pounds, and were equal to about 2.2 percent of domestic production. In 1958/59, however, imports totaled 2.6 million pounds, or the equivalent of 29 percent of the domestic output. During the crop year 1959/60, which was a year of a short crop in Canada, imports amounted to 1.4 million pounds--equal to 22.7 percent of U.S. production. In the crop year 1960/61 U.S. imports, which totaled 3.2 million pounds (the largest since 1955/56) were equal to 62.4 percent of domestic production. Imports in 1960/61 thus were not only actually larger than in any year since 1955/56, but were much

larger relative to domestic production. While it is true that in the crop year 1959/60--when no tariff quota was in effect--the quantity of alsike clover seed imported was smaller than the smallest tariff quota previously applicable, it should be noted that this was during a year of a short crop in Canada. In the crop year 1960/61, on the other hand--when also no tariff quota was in effect--the quantity of alsike clover seed imported was larger (3.2 million pounds) than the largest tariff quota previously in effect (3 million pounds).

While no official figures of acreage harvested for alsike clover seed in Canada have been published since the 1954 crop year, it appears from the statistics on production of seed that the acreage harvested has increased substantially since then. Average annual production of alsike clover seed in Canada during the crop years 1943-52 was 4.2 million pounds (table 7). In 1958/59 it reached a record high of 12.6 million pounds, but declined to 6.1 million pounds in the crop year 1959/60. In the crop year 1960/61 Canadian production amounted to 12.2 million pounds, only slightly below the record high established in 1958/59. It is clear from these data that, except for 1959/60, Canadian production in recent years has been at greatly increased levels compared with those at the time that the United States granted the concession on imports of alsike clover seed. It is equally clear to us that it was precisely this kind of a situation that the Congress had in mind when it included the escape-clause provision in the Trade Agreements Extension Act of 1951.

U.S. prices

Prices received by producers of alsike clover seed have fluctuated widely in recent years (tables 11 and 12). During the crop years 1954/55 to 1956/57, the first three years that tariff quotas for alsike clover seed were in effect, the annual average prices received by producers were \$27.70, \$21.00, and \$32.70, respectively, per 100 pounds. During the crop years 1957/58 and 1958/59, the last two years that tariff quotas were in effect, annual average prices were \$17.90 and \$19.00, respectively. For the crop year 1959/60, the first following termination of the tariff quotas, the annual average price received by producers was \$18.60 per 100 pounds. For the crop year 1960/61 the annual average price was \$16.20 per 100 pounds--the lowest since 1953 (table 12). ^{1/} Average annual prices received by producers in the 5 crop years 1954/55 to 1958/59--the period during which tariff quotas were in effect--were \$23.66 per 100 pounds, compared with \$17.40 per 100 pounds for the crop years 1959/60 and 1960/61, when no quotas were in effect. Although parity prices are not a criterion for a determination under the escape-clause provision, we note that the annual average price received by producers in 1960/61 (\$16.20 per 100 pounds) was equal to only 55.4 percent of the effective parity price on July 15, 1960. ^{2/}

^{1/} Average monthly prices during the crop year beginning July 1, 1960, declined irregularly from \$17.50 to \$15.20 per 100 pounds; the lowest average monthly price--\$14.80--was that for May 1961 (table 11).

^{2/} There has been no price-support program for alsike clover seed since the crop year 1952/53.

U.S. supplies and consumption


Although U.S. production of alsike clover seed declined by about 55 percent between 1957/58 and 1960/61 (table 3), the total U.S. carryover (dealer and farm stocks) ^{1/} continued at high levels during this period. In 1957/58 the total carryover amounted to 6.1 million pounds; in 1958/59, to 7.3 million pounds; in 1959/60, to 7.4 million pounds; and in 1960/61, to 6.3 million pounds. In 1958/59 the carryover was substantially increased and in 1960/61 it remained at a high level because during those years imports supplied part of domestic requirements, even though supplies from domestic sources were in excess of those requirements. In 1958/59, for example, the total domestic supply (production plus carryover minus the small exports) amounted to 18.4 million pounds, and domestic consumption was 11.1 million pounds. Total available domestic supplies in that year thus exceeded consumption by 7.3 million pounds; imports in that year amounted to 2.6 million pounds. In 1959/60 the total domestic supply (14.3 million pounds) exceeded domestic consumption (8 million pounds) by about 6.3 million pounds; imports in that year totaled 1.4 million pounds. In 1960/61 the total domestic supply (14.6 million pounds) probably exceeded domestic consumption (estimated to be about 8 million pounds or less) by more than 6 million pounds; imports in that year amounted to 3.2 million pounds.

^{1/} The U.S. Government held no stocks during this period.

Conclusion

In view of the foregoing considerations, it is our considered opinion that alsike clover seed is being imported into the United States in such increased quantities, both actual and relative to domestic production, as to cause serious injury to the domestic industry producing the like product, and that the domestic industry producing alsike clover seed is clearly entitled to adequate relief from what obviously has been, and continues to be, destructive import competition.

Respectfully submitted.



Walter R. Schreiber, Commissioner



Glenn W. Sutton, Commissioner

STATISTICAL APPENDIX

TABLES

1. Alsike clover seed: U.S. rates of duty under the Tariff Act of 1930, specified years 1930 to 1961
2. Alsike clover seed: U.S. acreage harvested, production, and yield per acre, by States, average 1942-51, annual 1952-60
3. Alsike clover seed: U.S. acreage harvested, production, yield per acre, carryover, imports for consumption, domestic exports, supply, and consumption, crop years 1939-60
4. Alsike clover seed: U.S. imports for consumption, by principal sources, specified crop years 1929 to 1960
5. Alsike clover seed: U.S. imports for consumption, 1939-60
6. Alsike clover seed: Canadian acreage planted, yield per acre, production, carryover, imports, exports, domestic supply, and consumption, 10-year average of crop years 1943-52, and crop years 1950-60
7. Canadian production of principal clover and grass seeds, 10-year average of crop years 1943-52, and crop years 1952-60
8. Alsike clover seed: Canadian acreage harvested 1952-54, and production 1952-60, by Provinces
9. Alsike clover seed: U.S. trade with Canada, 1937-60, and January-May 1961
10. Alsike clover seed: Exports from Canada to the United States and to all other countries, crop years 1937-59 and July-December 1960
11. Alsike clover seed (clean seed): Prices received by U.S. producers by months, July 1940-June 1961
12. Alsike clover seed (clean seed): Average prices received by producers, average prices paid by consumers, average foreign value of imports, support level, and effective parity price in the United States, crop years 1939-60
13. Alfalfa, alsike clover, ladino clover, white clover, red clover, and sweet clover seed: Season average prices received by producers in the United States, crop years 1949-58 and, by months, July 1959-June 1961
14. Alsike clover seed and other legume seeds: Stocks, retail prices, and production in the United States, specified periods 1944-61

Table 1.--Alsike clover seed: U.S. rates of duty under the Tariff Act of 1930, specified years 1930 to 1961

Tariff classification	(In cents per pound)									
	1930	1953	July 1, 1954- June 30, 1955	July 1, 1955- June 30, 1957	July 1, 1957- June 30, 1959	1959				
			First : 1,500,000 : pounds :	Additional : 2,500,000 : pounds :	Additional : 3,000,000 : pounds :	Additional : pounds :	Additional : pounds :	Additional : pounds :	Additional : pounds :	Additional : pounds :
Par. 763:										
Clover seed:										
Alsike-----:	8	1/2	2/2	2/6	2/2	2/6	2/2	2/6	2/2	2/6

1/ Reduced to 4¢ per pound pursuant to the first trade agreement with Canada, effective Jan. 1, 1936, and continued at the same rate pursuant to the second trade agreement with Canada, effective Jan. 1, 1939, through Dec. 31, 1947; further reduced to 2¢ per pound in the General Agreement on Tariffs and Trade (GATT) (Geneva), effective Jan. 1, 1948.

2/ Effective during each 12-month period beginning July 1, within the dates shown, by Presidential proclamation pursuant to sec. 7 of the Trade Agreements Extension Act of 1951, as amended.

3/ Tariff quota terminated as of July 1, 1959.

Note.--See table 5 for average ad valorem equivalents of the rates of duty.

Table 2.--Alsike clover seed: U.S. acreage harvested, production, and yield per acre, by States, average 1942-51, annual 1952-60

State	Average : 1942-51	1952	1953	1954	1955	1956	1957	1958	1959	1960	
	Acreage harvested (acres)										
Ohio	17,500	9,000	6,000	3,500	5,500	4,000	2,400	1,000	2,400	1,500	
Indiana	2,640	1,000	2/	2/	2/	2/	2/	2/	2/	2/	
Illinois	7,810	3,000	2,500	2,000	2,500	2,000	2,000	1,000	3,000	1,000	
Michigan	10,700	4,000	3,000	1,500	1,500	2/	2/	2/	2/	2/	
Wisconsin	12,250	8,000	5,500	2,000	5,000	4,000	5,000	3,000	1,000	700	
Minnesota	29,500	14,500	15,000	19,000	15,000	15,500	15,000	14,000	9,000	13,000	
Iowa	3,640	2,000	2/	2/	2/	2/	2/	2/	2/	2/	
Idaho	14,520	10,500	11,500	10,000	15,000	10,500	14,000	10,000	9,000	5,000	
Oregon	12,540	11,500	10,500	7,500	6,500	7,000	6,500	5,000	5,500	3,000	
California	2,670	4,800	5,000	2,000	2,800	4,300	4,400	3,000	3,300	1,000	
Total	114,640	68,300	59,000	47,500	53,800	46,800	50,300	37,000	33,200	25,200	
	Production (clean seed) (1,000 pounds)										
Ohio	1,350	495	450	200	440	220	156	60	192	120	
Indiana	156	65	2/	2/	2/	2/	2/	2/	2/	2/	
Illinois	584	180	188	166	188	180	160	85	300	90	
Michigan	665	240	180	98	98	2/	2/	2/	2/	2/	
Wisconsin	1,481	960	770	260	600	400	500	315	100	70	
Minnesota	3,390	1,348	1,950	2,850	1,425	1,938	2,080	2,240	1,035	1,820	
Iowa	219	120	2/	2/	2/	2/	2/	2/	2/	2/	
Idaho	2,430	2,520	2,012	2,300	3,600	2,950	4,200	3,000	1,710	1,450	
Oregon	3,130	4,830	4,305	2,850	2,438	3,010	2,600	1,950	1,650	1,110	
California	939	2,256	1,875	720	1,120	1,935	1,760	1,290	1,023	500	
Total	14,400	13,014	11,730	9,438	9,909	10,633	11,456	8,940	6,010	5,160	
	Yield per acre (pounds)										
Ohio	75	55	75	57	80	55	65	60	80	80	
Indiana	62	65	2/	2/	2/	2/	2/	2/	2/	2/	
Illinois	78	60	75	80	75	90	80	85	100	90	
Michigan	65	60	60	65	65	2/	2/	2/	2/	2/	
Wisconsin	121	120	140	130	120	100	100	105	100	100	
Minnesota	114	93	130	150	95	125	130	160	115	140	
Iowa	60	60	2/	2/	2/	2/	2/	2/	2/	2/	
Idaho	184	240	175	230	240	295	300	300	190	290	
Oregon	259	420	410	380	375	430	400	390	300	370	
California	334	470	375	360	400	450	400	430	310	500	
Average	126	191	199	199	184	227	228	242	181	205	

1/ Preliminary.
2/ Estimates discontinued.

Source: Compiled from official statistics of the U.S. Department of Agriculture.

Table 3.--Alsike clover seed: U.S. acreage harvested, production, yield per acre, carryover, imports for consumption, domestic exports, supply, and consumption, crop years 1939-60

(Quantities are shown on clean-seed basis)

Year beginning July 1	Acreage harvested	Production : pounds	Yield : per acre	Carryover July 1		Production : plus carryover	Imports	Exports	Domestic supply	Domestic consumption
				Dealer and Government stocks	Farm stocks					
1939	135,400	15,378	114	1,626	2,274	3,900	440	500	19,218	14,676
1940	165,100	19,286	117	3,432	1,110	4,542	1/	2,334	21,494	15,258
1941	119,700	16,160	135	4,497	1,739	6,236	-	2,873	19,523	13,600
1942	89,400	12,244	137	5,033	890	5,923	-	4,052	14,115	11,349
1943	103,900	11,590	112	2,279	487	2,766	-	680	13,676	12,282
1944	125,000	12,022	96	1,050	344	1,394	1/	99	13,317	12,591
1945	142,500	16,676	117	459	267	726	-	611	16,791	15,820
1946	153,800	20,196	131	596	375	971	-	3,789	17,378	15,055
1947	124,700	16,304	131	1,775	548	2,323	1,157	1,975	17,809	14,587
1948	128,700	16,764	130	2,580	642	3,222	4,183	3,625	20,544	15,646
1949	89,000	9,930	112	4,152	746	4,898	1,511	215	16,124	14,115
1950	95,400	14,096	148	1,747	262	2,009	354	665	15,794	13,445
1951	90,500	13,944	154	1,863	486	2,349	93	558	15,828	13,094
1952	68,300	13,014	191	2,344	390	2,734	4,144	714	19,178	11,796
1953	59,000	11,730	199	6,578	804	7,382	5,260	2,723	21,649	13,869
1954	47,500	9,438	199	7,123	657	7,780	2,412	539	19,091	14,314
1955	53,800	9,909	184	4,446	331	4,777	3,475	119	18,042	11,887
1956	46,800	10,633	227	5,363	792	6,155	252	737	16,303	10,219
1957	50,300	11,456	228	4,933	1,151	6,084	251	862	16,929	9,619
1958	37,000	8,940	242	3,754	3,556	7,310	2,591	412	18,429	11,072
1959 2/	33,200	6,010	181	4,491	2,866	7,357	1,366	388	14,345	8,047
1960 2/	25,200	5,160	205	4,467	1,831	6,298	3,220	3/ 102	14,576	-

1/ Less than 500 pounds.

2/ Preliminary.

3/ Through May 31, 1961.

Source: Acreage, production, yield per acre, carryover, imports, exports, and domestic consumption, compiled from official statistics of the U.S. Department of Agriculture.

Table 4.--Alsike clover seed: U.S. imports for consumption, by principal sources, specified crop years 1929 to 1960 ^{1/}

(In thousands of pounds)

Year beginning July 1--	Canada	Latvia	Czecho- slovakia	Sweden	Other	Total
1929	7,220	-	-	-	-	7,220
1930	94	-	-	-	-	94
1934	1	-	-	-	-	1
1935	62	-	-	-	-	62
1936	2,497	642	-	-	-	3,139
1937	256	109	274	176	^{2/} 95	910
1938	7	-	-	^{3/}	-	7
1939	440	-	-	-	-	440
1947	1,157	-	-	-	-	1,157
1948	4,183	-	-	-	-	4,183
1949	1,511	-	-	-	-	1,511
1950	354	-	-	-	-	354
1951	89	-	-	4	-	93
1952	4,144	-	-	-	-	4,144
1953	5,260	-	-	-	-	5,260
1954	2,412	-	-	-	-	2,412
1955	3,475	-	-	-	-	3,475
1956	252	-	-	-	-	252
1957	251	-	-	-	-	251
1958	2,591	-	-	-	-	2,591
1959	1,366	-	-	-	-	1,366
1960	3,220	-	-	-	-	3,220

^{1/} Imports were negligible or nil in the crop years 1931-33 and 1940/46.

^{2/} Includes 66 thousand pounds from Poland, 11 thousand pounds from Hungary, 11 thousand pounds from the Netherlands, and 7 thousand pounds from France.

^{3/} Less than 500 pounds.

Source: Compiled from official statistics of the U.S. Department of Agriculture.

Table 5.--Alsike clover seed: U.S. imports for consumption, 1939-60 ^{1/}

Year	Rate of duty	Quantity	Foreign value	Unit value	Ad valorem equivalent
		Pounds		Cents per pound	Percent
1939-----	4¢ lb-----	321,597	\$40,977	12.7	31.4
1940-----	do-----	83,254	11,833	14.2	28.1
1944-----	do-----	10,416	2,215	21.3	18.8
1945-----	do-----	341	110	32.3	12.7
1948-----	2¢ lb-----	2,915,310	965,166	33.1	6.0
1949-----	do-----	2,763,834	745,516	27.0	7.4
1950-----	do-----	1,019,386	322,919	31.7	6.3
1951-----	do-----	234,297	75,437	32.2	6.2
1952-----	do-----	2,575,386	855,526	33.2	6.0
1953-----	do-----	3,701,865	725,981	19.6	10.2
1954-----	^{2/} 2¢ lb. or 6¢ lb.	5,379,962	970,337	18.0	13.9
1955-----	^{2/} do-----	3,604,961	782,759	21.7	15.7
1956-----	^{2/} do-----	369,479	95,600	25.9	13.0
1957-----	^{2/} do-----	^{3/} 188,368	^{3/} 35,621	18.9	10.6
1958-----	^{2/} do-----	2,726,054	591,037	21.7	10.4
1959 ^{4/} -----	^{2/} do-----	1,241,279	222,549	17.9	11.2
1960 ^{4/} -----	2¢ lb-----	1,897,847	324,984	17.1	11.7

^{1/} There were no imports in 1941-43, 1946, and 1947. Imports from 1941 to 1947 were subject to wartime restriction.

^{2/} The 2-cent per pound duty was applicable to imports within the tariff quota and the 6-cent per pound duty was applicable to imports in excess of the tariff quota. See section on customs treatment.

^{3/} Adjusted by the U.S. Tariff Commission.

^{4/} Preliminary.

Source: Compiled from official statistics of the U.S. Department of Commerce.

Table 6.--Alsike clover seed: Canadian acreage planted, yield per acre, production, carryover, production, carryover, imports, exports, domestic supply, and consumption, 10-year average of crop years 1943-52, and crop years 1950-60

Year beginning July 1	Acreage planted	Yield per acre	Production	Carryover in dealers' hands, July 1	Production plus carryover	Imports 1/	Exports	Domestic supply	Consumption
	Acres	Pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds
Average: 1943-52	34,155	122	4,180	784	4,964	2/ 116	2,079	3,001	3,001
Annual:									
1950	25,730	90	2,320	247	2,567	146	428	2,285	1,899
1951	16,750	99	1,665	386	2,051	227	119	2,159	1,498
1952	23,900	352	8,408	661	9,069	292	5,158	4,203	1,153
1953	23,000	413	9,510	3,050	12,560	-	8,542	4,018	2,805
1954	26,650	283	7,555	1,205	8,760	-	6,625	2,135	792
1955	3/	3/	7,575	1,343	8,918	-	6,625	2,293	1,417
1956	3/	3/	4,245	876	5,121	-	2,020	3,101	1,858
1957	3/	3/	5,355	1,243	6,598	4	4,638	1,960	1,020
1958	3/	3/	12,553	940	13,493	29	7,466	6,027	3,134
1959	3/	3/	6,134	2,893	9,027	8	4,774	4,253	2,925
1960	3/	3/	12,187	1,328	13,515	-	3/	3/	3/

1/ Import figures are not reported separately by kinds of clover seed in Canadian statistics; the figures given here are from U.S. export statistics on a calendar-year basis and do not include Canadian imports of alsike clover seed from any other country.

2/ Average for 1945-52 only; earlier statistics not available.

3/ Not available.

4/ Preliminary.

Source: Compiled from official statistics of Canada, except as noted.

Table 7.--Canadian production of principal clover and grass seeds, 10-year average of crop years 1943-52, and crop years 1952-60

Kind	(In thousands of pounds)									
	Average 1943-52	1952	1953	1954	1955	1956	1957	1958	1959	1960
Alsike clover	4,180	8,408	9,510	7,555	7,575	4,245	5,355	12,553	6,134	2/ 12,187
Sweet clover	16,220	16,700	12,600	9,200	15,840	19,775	16,219	13,506	9,578	7,710
Timothy	11,947	14,735	15,550	17,200	22,040	12,765	13,920	13,484	19,765	23,085
Alfalfa	10,484	13,432	9,790	2,800	3,957	1,295	2,090	3,575	4,653	5,982
Brome grass	10,080	14,350	11,335	6,565	9,370	6,210	3,895	6,836	10,037	8,901
Red clover	8,273	9,882	10,360	4,000	9,155	4,065	13,644	12,289	8,812	2/ 13,644
Crested wheat grass	1,165	781	980	1,538	1,120	710	904	1,340	2,201	2,285
Creeping red fescue	941	2,425	6,100	6,620	9,245	5,320	7,500	15,509	14,378	16,600
Kentucky blue grass	380	5	400	2,000	667	503	840	280	444	398
Canada blue grass	262	93	121	100	70	100	60	71	105	70
Meadow fescue	242	152	400	615	678	2,153	1,654	835	2,929	3,195

1/ Preliminary.

2/ Includes an estimated 2 million pounds produced in 1959 but harvested in 1960.

Source: Compiled from official statistics of the Canadian Department of Agriculture.

Table 8.--Alsike clover seed: Canadian acreage harvested 1952-54, 1/ and production 1952-60, by Provinces

Province	Acreage harvested				Production (clean seed)											
	1952	1953	1954	1954	1952	1953	1954	1955	1956	1957	1958	1959	1960	2/		
	Acres	Acres	Acres	Acres	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds	1,000 pounds		
Quebec	50	200	-	-	5	20	-	-	-	-	-	-	-	-		
Ontario	2,350	600	600	600	253	50	65	80	25	70	23	48	5	5		
Manitoba	1,500	200	450	450	150	40	90	105	100	100	100	39	58	58		
Alberta	18,000	20,000	22,000	22,000	7,500	9,000	7,000	7,000	3,500	5,000	10,000	4,617	3/9,225	3/9,225		
British Columbia	2,000	2,000	3,600	3,600	500	400	400	390	550	110	2,350	1,300	2,499	2,499		
Saskatchewan	-	-	-	-	-	-	-	-	70	75	80	100	400	400		
Total	23,900	23,000	26,650	26,650	8,408	9,510	7,555	7,575	4,245	5,355	12,553	6,134	12,187	12,187		

1/ Acreage statistics are not available for 1955-60.

2/ Preliminary.

3/ Includes an estimated 2 million pounds produced in 1959 but harvested in 1960.

Source: Compiled from official statistics of the Canadian Department of Agriculture.

Table 9.--Alsike clover seed: U.S. trade with Canada,
1937-60, and January-May 1961

(Value of imports is foreign value)

Year	Quantity		Value		Unit value	
	Imports from Canada	Exports to Canada	Imports from Canada	Exports to Canada	Imports from Canada	Exports to Canada
	<u>1,000</u> <u>pounds</u>	<u>1,000</u> <u>pounds</u>	<u>1,000</u> <u>dollars</u>	<u>1,000</u> <u>dollars</u>	<u>Cents per</u> <u>pound</u>	<u>Cents per</u> <u>pound</u>
1937-----	1,336	1/	229	1/	17	1/
1938-----	115	1/	18	1/	16	1/
1939-----	322	1/	41	1/	13	1/
1940-----	83	1/	12	1/	15	1/
1941-----	-	1/	-	1/	-	1/
1942-----	-	2/ 168	-	1/	-	1/
1943-----	-	1/	-	1/	-	1/
1944-----	10	1/	2	1/	20	1/
1945-----	3/	4	4/	1	5/	25
1946-----	-	139	-	58	-	42
1947-----	-	115	-	48	-	42
1948-----	2,915	4	965	1	33	25
1949-----	2,764	-	746	-	27	-
1950-----	1,014	146	321	60	32	41
1951-----	208	227	66	115	32	51
1952-----	2,575	292	856	129	33	44
1953-----	3,702	-	726	-	20	-
1954-----	5,380	-	970	-	18	-
1955-----	3,605	-	783	-	22	-
1956-----	369	-	96	-	26	-
1957-----	188	4	36	1	19	14
1958-----	2,726	29	591	5	22	16
1959-----	1,241	8	223	1	18	11
1960 6/--	1,898	-	325	-	17	-
1961 (Jan.-						
May) 6/	1,578	-	247	-	16	-

1/ Not reported separately.

2/ Reported by the Canadian Department of Agriculture.

3/ Less than 500 pounds.

4/ Less than \$500.

5/ Not computed.

6/ Preliminary.

Source: Compiled from official statistics of the U.S. Department of
Commerce, except as noted.

Table 10.--Alsike clover seed: Exports from Canada to the United States and to all other countries, crop years 1937-59, and July-December 1960

(In thousands of pounds)

Year beginning July 1--	United States	All other countries	All countries
1937	292	999	1,291
1938	6	4,318	4,324
1939	233	2,624	2,857
1940	-	654	654
1941	-	3,161	3,161
1942	-	51	51
1943	11	679	690
1944	-	104	104
1945	-	656	656
1946	-	2,044	2,044
1947	1,150	474	1,624
1948	4,543	3,510	8,053
1949	1,545	371	1,916
1950	244	184	428
1951	84	35	119
1952	4,144	1,014	5,158
1953	5,465	3,077	8,542
1954	2,424	4,201	6,625
1955	3,454	3,171	6,625
1956	257	1,763	2,020
1957	249	4,389	4,638
1958	2,469	4,997	7,466
1959 ^{1/}	1,376	3,398	4,774
1960 ^{1/} ^{2/}	1,533	3,405	4,938

^{1/} Preliminary.

^{2/} Through Dec. 31, 1960.

Source: Canada, Department of Agriculture and Dominion Bureau of Statistics.

Table 11.--Alsike clover seed (clean seed): Prices received by U.S. producers, by months, July 1940-June 1961
(Price per 100 pounds)

Crop year	July	August	September	October	November	December	January	February	March	April	May	June
1940/41	\$14.40	\$10.80	\$10.20	\$10.00	\$10.20	\$10.20	\$10.40	\$10.30	\$10.80	\$11.20	\$11.20	\$11.50
1941/42	11.70	11.40	11.90	14.00	14.70	15.80	16.20	15.80	17.20	16.80	16.60	16.00
1942/43	16.30	16.20	17.70	19.10	19.80	20.80	21.30	23.00	23.00	23.80	24.40	24.30
1943/44	24.00	25.50	27.30	27.20	27.00	27.20	27.50	27.70	28.50	29.00	28.80	28.30
1944/45	28.50	27.70	28.20	28.50	28.20	28.30	28.50	28.70	29.20	29.50	29.20	29.00
1945/46	28.80	28.30	28.00	28.20	28.20	28.20	28.20	28.20	28.20	28.30	29.50	29.20
1946/47	29.00	28.30	28.30	28.50	35.30	37.80	38.80	39.80	41.70	41.00	41.50	41.20
1947/48	39.30	28.00	26.30	30.00	34.20	36.20	38.00	38.70	38.80	37.30	37.30	36.00
1948/49	33.50	31.30	29.80	27.30	26.70	26.20	25.70	24.80	25.80	26.80	26.80	26.80
1949/50	26.20	26.30	28.30	29.20	29.30	31.20	33.00	32.30	33.70	32.50	32.50	32.20
1950/51	31.50	31.70	33.20	33.30	33.70	35.30	35.80	37.70	39.20	39.00	39.00	37.00
1951/52	34.80	30.50	31.70	35.80	38.00	38.20	38.50	38.60	38.50	38.00	36.50	36.30
1952/53	35.20	30.20	32.90	31.20	26.90	26.00	25.90	25.30	24.90	25.10	25.30	24.80
1953/54	24.40	21.70	19.60	15.80	14.60	14.80	15.70	16.00	17.10	17.80	17.60	17.00
1954/55	17.90	18.50	22.00	29.20	30.00	29.50	29.50	29.80	29.30	27.20	27.10	25.80
1955/56	24.80	23.30	21.20	20.40	19.70	20.40	21.30	21.90	22.30	22.20	20.60	21.50
1956/57	25.10	30.40	35.40	33.60	33.00	31.40	29.30	27.40	24.80	23.00	22.70	-
1957/58	-	18.60	16.80	17.30	18.90	18.30	17.60	17.70	17.00	18.00	18.20	18.00
1958/59	18.20	21.50	21.30	18.70	18.50	19.40	18.80	17.00	18.60	17.30	16.60	17.20
1959/60	18.10	18.60	18.50	17.90	19.30	19.50	19.70	19.50	17.80	17.60	17.00	17.50
1960/61	17.50	18.10	16.20	16.50	16.80	16.60	16.70	16.00	15.40	15.60	14.80	15.20

Source: Compiled from official statistics of the U.S. Department of Agriculture.

Table 12.--Alsike clover seed (clean seed): Average prices received by producers, average prices paid by consumers, average foreign value of imports, support level and effective parity price in the United States, crop years 1939-60

(Per 100 pounds)

Year beginning July 1--	Average prices received by producers	Average prices paid by consumers (February-May)	Average foreign value of imports	Support level	Effective parity price, July 15
1939-----	\$15.30	\$24.42	1/	2/	3/
1940-----	10.50	17.38	1/	2/	3/
1941-----	14.20	24.92	1/	2/	3/
1942-----	19.40	33.12	1/	2/	\$20.40
1943-----	26.90	41.10	1/	\$22.00	22.80
1944-----	28.40	42.10	1/	25.00	23.70
1945-----	28.20	42.60	1/	25.00	24.00
1946-----	31.50	54.80	1/	25.00	28.20
1947-----	31.90	54.20	\$40.29	2/	32.70
1948-----	27.90	43.90	27.09	2/	35.70
1949-----	28.80	46.00	30.18	25.00	34.30
1950-----	33.80	53.50	36.54	25.00	33.30
1951-----	35.80	56.30	28.86	25.00	35.20
1952-----	26.80	45.60	31.15	25.00	35.50
1953-----	16.50	30.70	15.43	2/	33.60
1954-----	27.70	45.60	22.22	2/	31.60
1955-----	21.00	36.50	21.04	2/	30.90
1956-----	32.70	48.00	31.22	2/	30.40
1957-----	17.90	34.60	4/ 15.47	2/	31.30
1958-----	19.00	35.20	22.02	2/	31.40
1959 5/-----	18.60	34.40	18.25	2/	30.40
1960 5/-----	16.20	32.60	6/ 16.23	2/	29.20

1/ Imports were insignificant during World War II.

2/ No support price for crops produced in these years.

3/ Not available.

4/ Partly estimated.

5/ Preliminary.

6/ Based on imports July 1960-May 1961.

Source: Price data compiled from official statistics of the U.S. Department of Agriculture, and values of imports compiled from official statistics of the U.S. Department of Commerce.

Table 13.--Alfalfa, alsike clover, ladino clover, white clover, red clover, and sweet clover seed: Season average prices received by producers in the United States, crop years 1949-58 and, by months, July 1959-June 1961

Year beginning July 1	(Per 100 pounds)					
	Alfalfa	Alsike	Ladino	White	Red	Sweet
1949-----	\$37.50	\$28.80	\$129.00	\$78.20	\$40.40	\$14.70
1950-----	36.70	33.80	119.00	80.10	30.50	11.80
1951-----	45.10	35.80	108.00	54.90	32.10	9.67
1952-----	32.60	26.80	91.50	48.30	31.30	9.18
1953-----	22.90	16.50	33.20	45.30	25.60	9.08
1954-----	33.50	27.70	51.80	66.20	45.20	11.00
1955-----	20.60	21.00	53.30	58.70	29.70	9.52
1956-----	30.90	32.70	35.60	65.20	33.80	9.38
1957-----	24.70	17.90	29.10	32.70	26.70	7.64
1958-----	27.30	19.00	49.30	50.70	31.70	8.32
1959:						
July-----	22.70	18.10	n.a.	n.a.	-	8.53
August-----	22.70	18.60	n.a.	n.a.	32.50	9.00
September-----	25.30	18.50	n.a.	n.a.	24.30	8.53
October-----	29.00	17.90	n.a.	n.a.	25.30	8.10
November-----	30.90	19.30	n.a.	n.a.	27.60	8.71
December-----	32.10	19.50	n.a.	n.a.	28.20	8.67
January (1960)-----	32.10	19.70	n.a.	n.a.	26.90	8.78
February-----	31.30	19.50	n.a.	n.a.	26.30	9.54
March-----	30.70	17.80	n.a.	n.a.	26.40	8.90
April-----	30.20	17.60	n.a.	n.a.	26.60	8.72
May-----	29.40	17.00	n.a.	n.a.	26.10	8.33
June-----	23.90	17.50	n.a.	n.a.	23.00	9.00
Average-----	29.50	18.60	55.10	53.00	26.10	8.72
1960:						
July-----	22.80	17.50	n.a.	n.a.	26.90	7.68
August-----	24.40	18.10	n.a.	n.a.	-	6.57
September-----	26.50	16.20	n.a.	n.a.	21.10	6.01
October-----	26.80	16.50	n.a.	n.a.	20.40	5.96
November-----	26.80	16.80	n.a.	n.a.	20.90	6.01
December-----	27.60	16.60	n.a.	n.a.	21.50	6.41
January (1961)-----	27.90	16.70	n.a.	n.a.	21.10	6.91
February-----	27.10	16.00	n.a.	n.a.	20.90	6.75
March-----	26.80	15.40	n.a.	n.a.	21.20	6.97
April-----	26.60	15.60	n.a.	n.a.	22.20	7.06
May-----	25.90	14.80	n.a.	n.a.	23.10	7.82
June-----	24.80	15.20	n.a.	n.a.	24.70	9.50
Average-----	27.30	16.20	60.10	66.00	21.10	6.32

Source: Compiled from official statistics of the U.S. Department of Agriculture.

Table 14.--Alsike clover seed and other legume seeds: Stocks, 1/ retail prices, and production in the United States, specified periods 1944-61

Year	Alfalfa	Clover				
		Alsike	Ladino	White	Red	Sweet
Stocks on June 30 (seed produced prior to year shown that was owned or controlled by 1,025 seedmen and important country shippers and by the Government) (1,000 pounds) 1/						
Average: 1944-48---	8,421	1,292	243	528	3,200	3,699
Annual:						
1949-----	4,177	4,152	728	494	7,535	3,072
1950-----	12,673	1,747	553	972	6,639	5,364
1951-----	23,829	1,863	3,219	1,090	22,152	21,158
1952-----	20,233	2,344	12,350	1,387	18,138	16,274
1953-----	57,034	6,578	18,274	1,511	21,557	10,448
1954-----	48,858	7,123	16,195	666	16,726	7,029
1955-----	44,613	4,446	12,085	808	7,995	6,726
1956-----	45,133	5,363	10,447	1,760	11,466	14,364
1957-----	46,160	4,933	8,273	1,849	12,850	9,562
1958-----	41,054	3,754	4,683	3,278	9,246	11,032
1959-----	37,090	4,491	2,420	1,313	10,675	10,270
1960-----	32,767	4,467	1,871	1,277	14,749	13,129
United States production (1,000 pounds)						
Average: 1942-51---	82,847	14,400	3,027	3,241	92,963	42,030
Annual:						
1951-----	109,164	13,944	11,937	6,251	87,539	47,578
1952-----	185,928	13,014	12,251	5,525	99,431	43,015
1953-----	140,058	11,730	7,142	2,609	86,382	36,024
1954-----	163,949	9,438	3,717	2,362	55,695	45,505
1955-----	212,390	9,909	4,828	4,794	80,682	48,292
1956-----	165,840	10,633	5,950	4,516	76,713	36,570
1957-----	161,050	11,456	2,906	6,127	71,623	30,705
1958-----	151,100	8,940	4,235	3,131	71,605	26,631
1959-----	126,594	6,010	4,329	4,640	86,831	27,507
1960 2/-----	130,323	5,160	4,330	3,940	89,765	27,696
Retail prices per 100 pounds on Feb. 15						
Average: 1947-49---	\$51.65	\$51.23	\$240.00	\$98.10	\$60.97	\$21.67
Annual:						
1953-----	43.10	46.00	136.00	87.60	44.00	17.00
1954-----	35.80	30.50	69.20	84.70	40.30	17.50
1955-----	48.30	45.60	83.00	117.00	70.10	23.30
1956-----	31.10	36.40	85.50	102.00	44.40	17.70
1957-----	41.80	48.40	80.10	109.00	50.10	19.40
1958-----	36.80	34.70	60.10	73.30	41.90	16.90
1959-----	36.60	35.30	82.90	86.30	47.40	17.70
1960-----	38.30	36.10	89.30	85.10	42.50	17.10
1961-----	37.20	32.60	95.40	96.80	36.10	14.50

1/ Stocks held by producers not included.

2/ Preliminary.

Source: Compiled from official statistics of the U.S. Department of Agriculture.