



Sugar and Sweeteners Outlook

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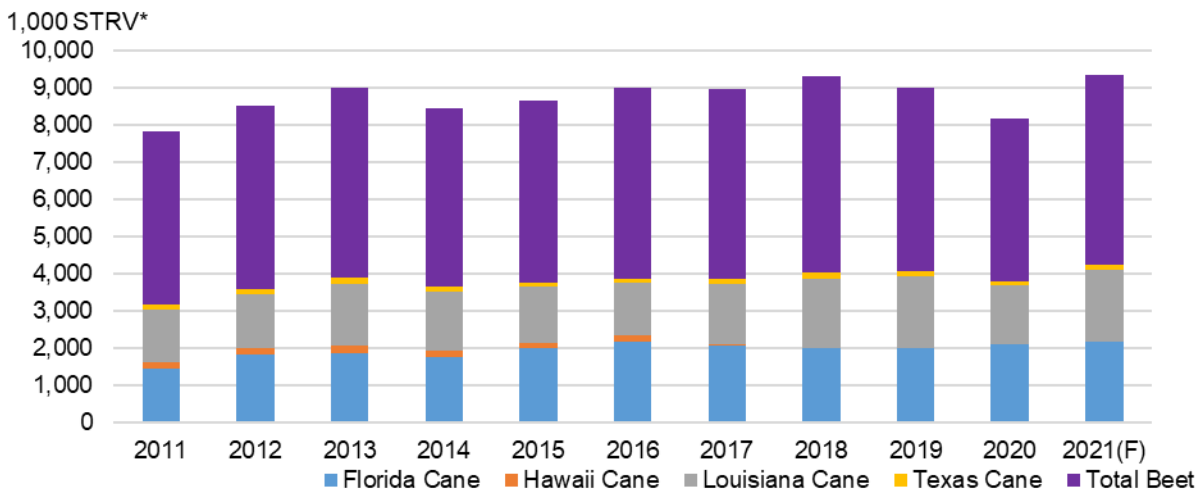
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Higher U.S. Imports Offset Reduced Production

Production of cane sugar is reduced this month based on reduced output in Florida. In spite of this decrease, both U.S. cane sugar production and total U.S. sugar production remain at record highs. Beet sugar production is unchanged this month. Total supply is unchanged as the lower output is exactly offset by larger imports. High-tier imports are boosted with expectations that oversubscribed organic sugar imports will be imported with duty paid. Domestic deliveries are unchanged and on pace to reach the current projection. U.S. ending stocks are unchanged from last month, as is the resulting stocks-to-use ratio. There are no changes to Mexico’s supply and utilization figures this month.

Figure 1
U.S. sugar production projected at record in fiscal year 2021



*Short tons, raw value

Source: USDA, Farm Service Agency; USDA, World Agricultural Outlook Board.

United States Outlook

Lower Production Offset by Higher Imports

In USDA's April *World Agricultural Supply and Demand Estimates (WASDE)*, U.S. supplies of sugar total 14.113 million short tons, raw value (STRV), unchanged from the previous month with offsetting changes to production and imports. Production is lowered 30,000 STRV to 9.344 million with reduced cane sugar output in Florida. Total imports are raised 30,000 STRV to 3.152 driven by larger high-tier imports. High-tier imports are increased to 200,000 STRV based on the oversubscription of the organic sugar tariff-rate quota (TRQ). Domestic food and beverage deliveries are unchanged at 12.125 million STRV. Ending stocks remain at 1.848 million STRV, representing a stocks-to-use ratio of 15.07 percent.

Table 1: U.S. sugar: Supply and use by fiscal year (Oct./Sept.), April 2021

Items	2018/19	2019/20	2020/21 (forecast) March	2020/21 (forecast) April	2020/21 (forecast) Change
1,000 Short tons, raw value					
Beginning stocks	2,008	1,783	1,618	1,618	0
Total production	8,999	8,149	9,374	9,344	-30
Beet sugar	4,939	4,351	5,093	5,093	0
Cane sugar	4,060	3,798	4,281	4,251	-30
Florida	2,005	2,106	2,200	2,170	-30
Louisiana	1,907	1,566	1,949	1,949	0
Texas	147	126	132	132	0
Hawaii	0	0	0	0	0
Total imports	3,070	4,235	3,122	3,152	30
Tariff-rate quota imports	1,541	2,152	1,721	1,721	0
Other program imports	438	432	300	300	0
Non-program imports	1,092	1,651	1,101	1,131	30
Mexico	1,000	1,376	931	931	0
High-duty	91	275	170	200	30
Total supply	14,077	14,166	14,113	14,113	0
Total exports	35	61	35	35	0
Miscellaneous	28	74	0	0	0
Deliveries for domestic use	12,231	12,414	12,230	12,230	0
Transfer to sugar-containing products for exports under re-export program	98	78	80	80	0
Transfer to polyhydric alcohol, feed, other alcohol	27	20	25	25	0
Commodity Credit Corporation (CCC) sale for ethanol, other	0	0	0	0	0
Deliveries for domestic food and beverage use	12,106	12,316	12,125	12,125	0
Total use	12,294	12,549	12,265	12,265	0
Ending stocks	1,783	1,618	1,848	1,848	0
Private	1,783	1,618	1,848	1,848	0
Commodity Credit Corporation (CCC)	0	0	0	0	0
Stocks-to-use ratio	14.50	12.89	15.07	15.07	0.00

Source: USDA, Economic Research Service, *Sugar and Sweeteners Outlook*.

Cane Sugar Production Lowered with Reduced Florida Output

Total cane sugar production is reduced 30,000 STRV to 4.251 million. Output for Florida is projected downward by 30,000 STRV to 2.170 million STRV on revised processor estimates published by USDA's Farm Service Agency (FSA) in its *Sweetener Market Data* publication (*SMD*). The main drivers of the reduction are reduced area and lower recovery, potentially related to frost in January. Furthermore, Florida's cane sugar production has reportedly been hampered by harvest delays related to wet conditions in November. Production in the State has been running behind expectations for several months, and mills are expected to take longer than usual to finish processing. Production for Louisiana and Texas is unchanged as mills in those two States have largely completed their processing for the season.

Beet Sugar Production Unchanged This Month

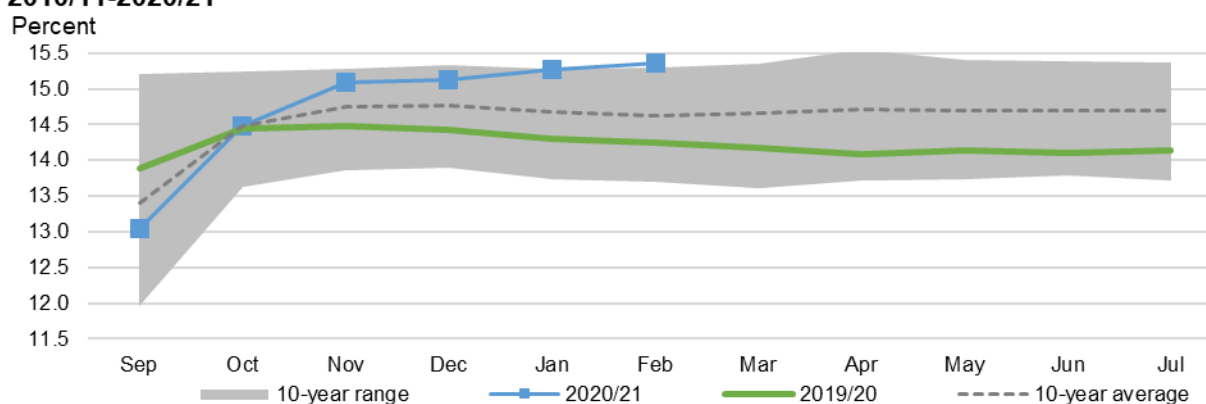
USDA's National Agricultural Statistics Service (NASS) did not report on sugarbeet production this month. As indicated in table 2, beet sugar production is unchanged this month at 5.093 million STRV. The expected extraction rate remains at 15.275 percent, slightly lower than the cumulative extraction rate for the marketing year to-date (August through February), which is 15.355 percent (figure 2). Recovery rates in all regions have been above average. Overall, the cumulative extraction rate to-date is higher than what was observed in any of the previous 10 years. The expected marketing year extraction rate was not adjusted higher this month to match the cumulative rate to-date, with an expectation that the final figure could diminish slightly in the coming months.

Another factor that impacts the total level of beet sugar production is the shrink, which is the calculated difference between the sugarbeet production figures published by USDA/NASS and the beets sliced figures published by USDA's FSA in the *SMD* publication. Projected shrink for the 2020/21 beet sugar crop remains at 6.58 percent, which is just above the 5-year average. The beet processor estimates published in this month's *SMD* publication estimate shrink at 6.6 percent, nearly identical to the figure used in this calculation (table 2).

An additional source of uncertainty is the estimate of early beet sugar production from the next harvest. The August-September period of the 2020 harvest was particularly strong, which resulted in more of that output being counted as part of the 2019/20 balance sheet. The current projection for August-September 2021 production is 665,000 STRV, based on the 5-year

average. Conditions overall are reported to be good, with planting progressing at a rapid pace. As of April 11, 2021, NASS reports that 17 percent of sugarbeet area is planted in the four principal States of Idaho, Michigan, Minnesota, and North Dakota, compared with 9 percent at this point last year and a 5-year average of 7 percent. NASS issued its *Prospective Plantings* publication on March 31, 2021, which projected sugarbeet acres to rise by 0.6 percent from 1.162 million acres to 1.169 million acres. This figure represents an increase of 2.7 percent from the initial projection in last year's *Prospective Plantings* report. If growing conditions continue to be favorable, then the sugarbeet harvest could progress at a rapid rate, resulting in stronger August-September production and larger fiscal year 2020/21 beet sugar output. This prospect will continue to be evaluated in the coming months.

Figure 2
Cumulative sugar extraction rate, beet sugar produced per sugarbeet sliced, by crop year, 2010/11-2020/21



Source: USDA, Economic Research Service and USDA, Farm Service Agency.

Table 2: Beet sugar production projection calculation, 2019/20 and 2020/21

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2020/21
						March	April
Sugarbeet production (1,000 short tons) 1/	35,371	36,881	35,325	33,282	28,600	33,618	33,618
Sugarbeet shrink (percent)	6.52	8.26	7.31	5.17	5.34	6.58	6.58
Sugarbeet sliced (1,000 short tons)	33,066	33,834	32,742	31,561	27,072	31,405	31,405
Sugar extraction rate from slice (percent)	14.58	13.72	15.18	14.77	14.14	15.275	15.275
Sugar from beets slice (1,000 STRV) 2/	4,820	4,643	4,970	4,660	3,828	4,797	4,797
Sugar from molasses (1,000 STRV) 2/	380	352	368	352	341	360	360
Crop-year sugar production (1,000 STRV) 2/	5,201	4,995	5,338	5,012	4,169	5,157	5,157
August-September sugar production (1,000 STRV)	688	606	715	655	582	765	765
August-September sugar production of subsequent crop (1,000 STRV)	606	715	655	582	765	665	665
Sugar from imported beets (1,000 STRV) 3/	--	--	--	--	--	36	36
Fiscal year sugar production (1,000 STRV)	5,119	5,103	5,279	4,939	4,351	5,093	5,093

1/ USDA, National Agricultural Statistics Service for historical data. 2/ August-July basis. 3/ Sugar from imported beets split out for projections only, included in total once full crop-year slice is recorded. Sugar from imported beets is incorporated into total production in historical data.

Note: STRV = short tons, raw value.

Source: USDA, Economic Research Service; USDA, World Agricultural Outlook Board; USDA, Farm Service Agency.

Deliveries Unchanged

Deliveries for 2020/21 are unchanged at 12.125 million STRV. Total deliveries for food and beverage use during the period October-February are down 2.0 percent from the same time last year (table 3). Deliveries from reporting companies are down 1.6 percent year-to-year, with the cane sector accounting for most of the reduction. Non-reporter (direct consumption) imports are down 7.9 percent from the same time last year. The projection for total deliveries in 2020/21 is 1.5 percent below the final fiscal year delivery total for 2019/20.

Table 3: Food and beverage deliveries, 2015/16 to 2020/21, October-February

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Annual change
	<i>1,000 short tons, raw value</i>						<i>Percent</i>
Beet sugar processors	1,797	2,121	2,195	2,005	1,993	1,979	-0.7
Cane sugar refiners	2,616	2,472	2,424	2,578	2,617	2,558	-2.3
Total reporters	4,412	4,593	4,619	4,583	4,611	4,537	-1.6
Non-reporter, direct consumption	269	287	225	323	319	293	-7.9
Total deliveries	4,682	4,879	4,844	4,906	4,929	4,830	-2.0
Final fiscal year deliveries	11,881	12,102	12,048	12,106	12,316	12,125	-1.5

Source: USDA, Farm Service Agency; USDA, World Agricultural Outlook Board.

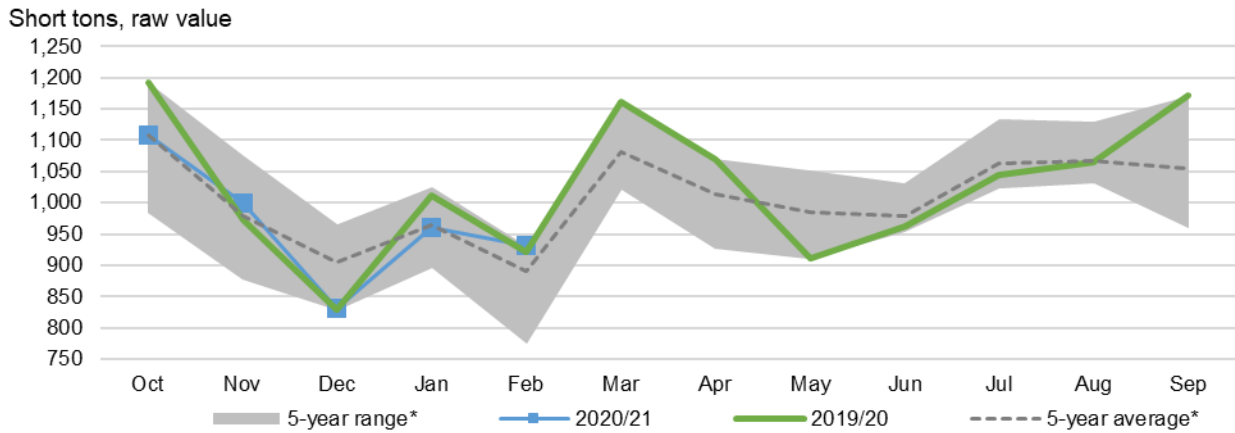
At 4.830 million STRV, October-February deliveries represent 39.8 percent of the projection for fiscal year 2020/21 deliveries, as indicated in table 4. This compares with last year when those 5 months accounted for 40.0 percent of the total. Over the previous 10 years, October through February deliveries have accounted for between 38.5 and 40.5 percent of the fiscal year total, with a weighted average of 39.7 percent. During February, total deliveries fell from January, but this is the normal seasonal trend, as shown in figure 3. Monthly deliveries during February were actually the largest on record for that month.

Table 4: Pace of U.S. deliveries, October-February

	<i>1,000 short tons, raw value</i>		<i>Percent of total</i>
	<i>Oct-Feb</i>	<i>Fiscal year (FY)</i>	
FY11	4,385	11,193	39.2
FY12	4,388	11,141	39.4
FY13	4,634	11,511	40.3
FY14	4,654	11,786	39.5
FY15	4,591	11,921	38.5
FY16	4,682	11,881	39.4
FY17	4,879	12,102	40.3
FY18	4,844	12,048	40.2
FY19	4,906	12,106	40.5
FY20	4,929	12,316	40.0
FY21 (forecast)	4,830	12,125	39.8
<i>10-year average</i>	<i>4,689</i>	<i>11,800</i>	<i>39.7</i>

Source: USDA, Farm Service Agency, *Sweetener Market Data*; USDA, Economic Research Service.

Figure 3
Total U.S. sugar deliveries, monthly, 2015/16-2020/21

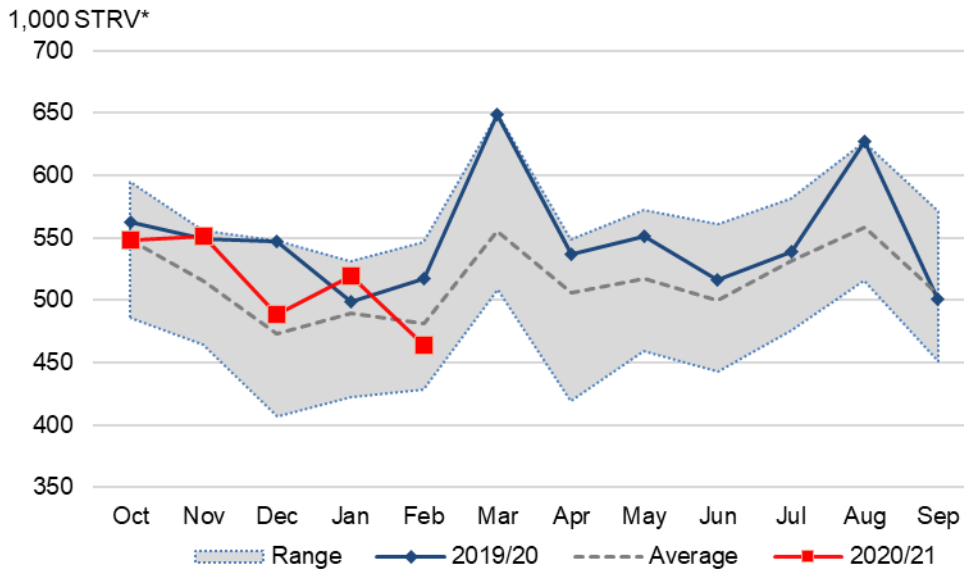


*2015/16 through 2019/20

Source: USDA, Economic Research Service and USDA, Farm Service Agency.

Refiners' melt fell during February and was weaker than the recent 5-year average (figure 4). Both raw stocks held by refiners (figure 5) and total stocks held by sugarbeet processors (figure 6) are up from last year and the recent 5-year average.

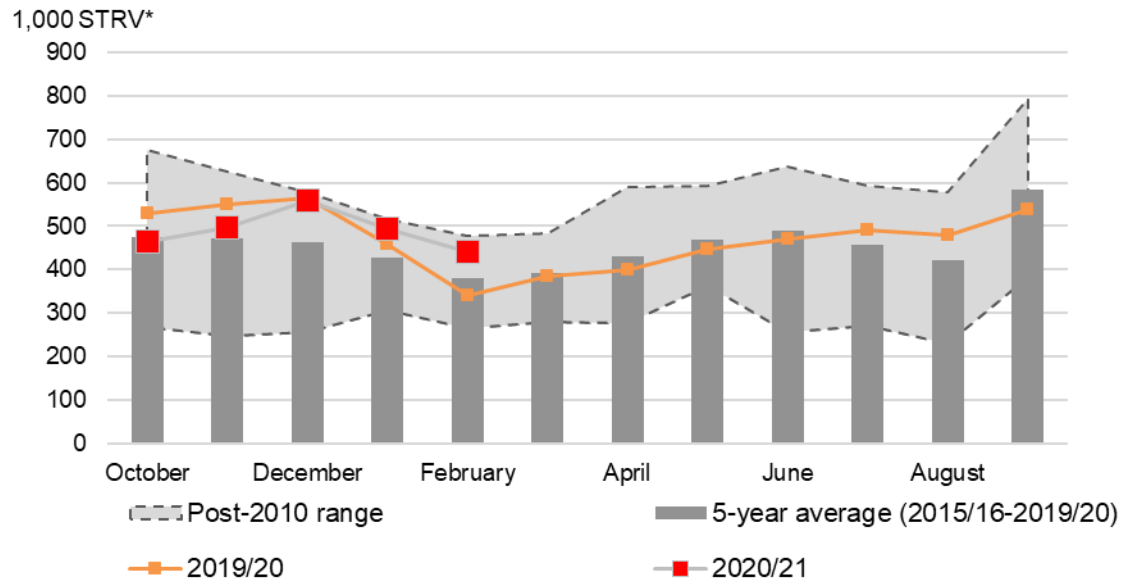
Figure 4
Sugarcane refiners' melt, monthly, 2010/11 to 2020/21



*Short tons, raw value

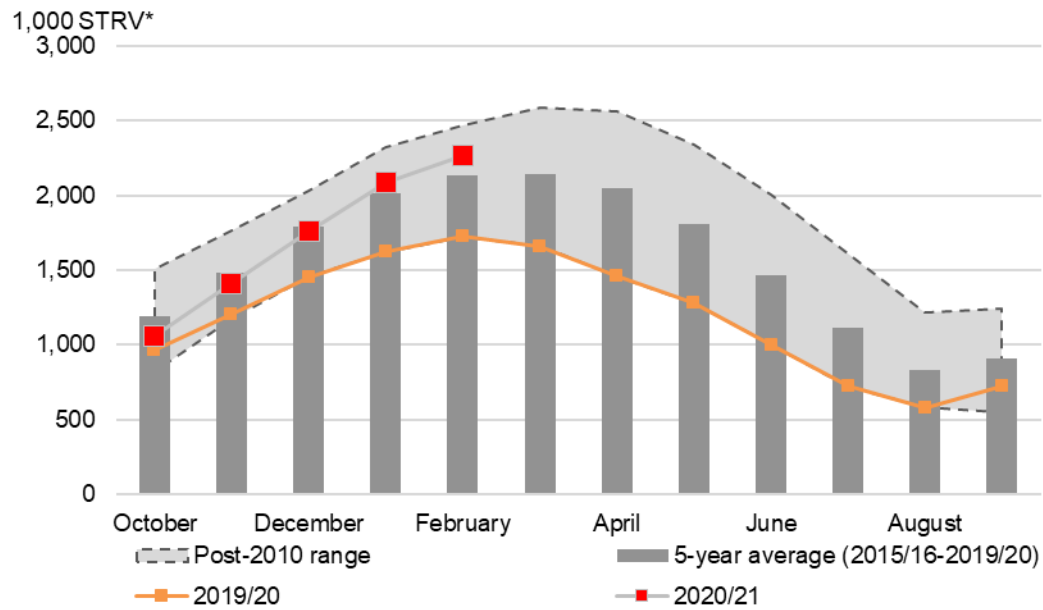
Source: USDA, Farm Service Agency.

Figure 5
Sugarcane refiners' raw sugar inventories, monthly, 2015/16 to 2020/21



*Short tons, raw value
 Source: USDA, Farm Service Agency.

Figure 6
Sugarbeet processors' total sugar inventories, monthly, 2015/16 to 2020/21



*Short tons, raw value
 Source: USDA, Farm Service Agency.

2020/21 Imports Raised with Larger High-Tier Trade

Total projected 2020/21 imports are raised 30,000 STRV to 3.152 million, entirely driven by an increase to high-tier imports. The increase in high-tier imports from 170,000 STRV to 200,000 STRV is partly due to a projected increase in organic sugar that was intended to be entered in the oversubscribed specialty sugar TRQ. An industry trade group requested that USDA take action to permit the earlier arrival of imported organic sugar under the specialty sugar TRQ, and on April 2 USDA announced in the Federal Register that the 30,000 metric tons raw volume (MTRV) tranche previously scheduled to open July 15 would instead open on April 5 (table 5). No change was made to the 30,000 MTRV tranche scheduled for April 15.

The April 5 tranche was oversubscribed, with 185,842 MTV submitted, and each importer therefore being allowed to enter only 16.14278 percent of the amount they attempted to enter. This leaves a presumed 155,842 MTRV stored in bonded warehouses awaiting the next tranche on April 15, which also will presumably be severely oversubscribed. Any importer holding organic sugar in bonded warehouses after April 15 will be faced with the prospect of incurring storage expenses until the next openings of the TRQ in October 2021 or importing sooner and paying the high-tier duty.

Table 5: Specialty sugar tariff-rate quota, FY 2021 tranches and prorated quantities

Tranche Number	Quantity 1/	Opening Date	Pro-rata (percent)	Submitted 1/	Blocked 2/
Tranche 1	1,656	10/1/2020	13.94894	10,825	9,315
Tranche 2	40,000	10/8/2020	33.19446	120,159	80,273
Tranche 3	40,000	1/22/2021	23.64947	169,137	129,137
Tranche 5 3/	30,000	4/5/2021	16.14278	185,842	155,842
Tranche 4	30,000	4/15/2021	n/a	n/a	n/a
Total	141,656				

1/ Units are metric tons raw value (MTRV).

2/ These quantities, in MTRV, are assumed held in bond until a subsequent tranche opens.

3/ Tranche 5 was initially scheduled for July 15 but was moved to April 5.

Source: U.S. Customs and Border Protection.

Through the first half of the fiscal year, October-March, 57 percent of the now-projected 200,000 STRV of high-tier sugar has been imported, as shown in table 6. However, the increasing margin between the U.S. and world raw sugar prices in recent months has at times moved close to levels at which high-tier sugar might be able to compete with duty-free sugar at the No. 16

Contract U.S. raw sugar price. There remains a high degree of uncertainty surrounding projected high-tier imports this year.

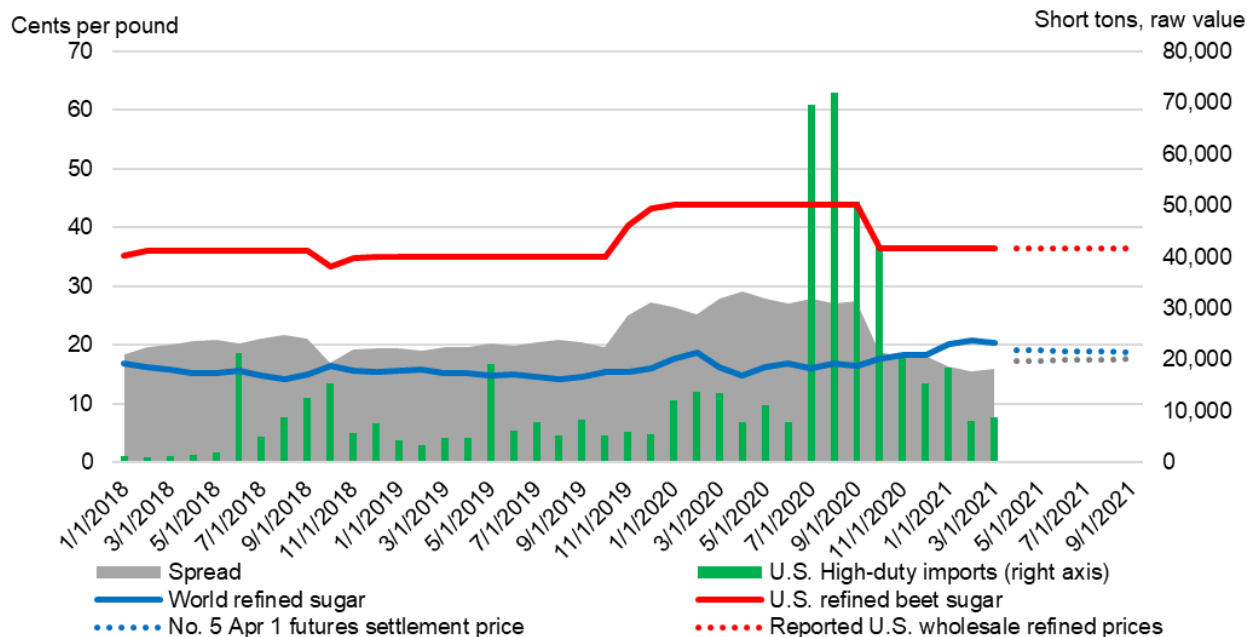
Table 6: High-tier imports, by month, in short tons, raw value

	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct-Mar	Total
2015/16	1,888	1,098	1,131	1,539	1,300	825	1,167	1,490	1,121	1,954	1,153	1,775	7,781	16,441
2016/17	723	1,041	624	1,038	653	932	635	573	1,023	2,010	1,477	1,433	5,012	12,162
2017/18	1,298	1,196	1,448	1,182	1,076	1,160	1,395	1,975	21,352	5,043	8,682	12,483	7,360	58,290
2018/19	15,324	5,683	7,539	4,290	3,424	4,783	4,745	19,052	6,122	7,916	5,369	8,406	41,043	92,653
2019/20	5,169	5,923	5,514	12,189	13,809	13,574	7,933	11,035	7,835	69,610	71,929	50,793	56,177	275,313
2020/21	42,360	20,543	15,420	18,444	8,008	8,839							113,614	200,000

Source: USDA, Farm Service Agency; USDA, Foreign Agricultural Service.

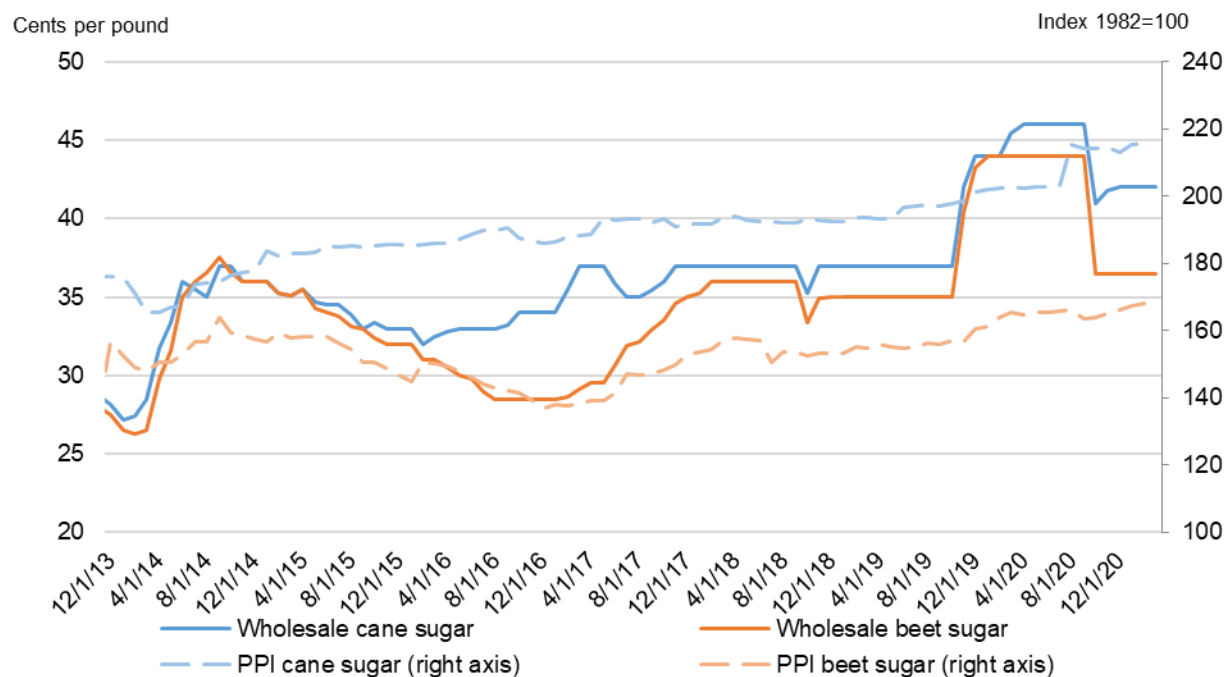
TRQ imports are unchanged this month. USDA has not been able to confirm media reports of decreased export potential in certain raw sugar TRQ countries that would indicate an increase in the raw sugar TRQ shortfall, so the shortfall has been left unchanged this month.

Figure 7
U.S. and world refined sugar prices, monthly, January 2018 to September 2021



Source: USDA, Economic Research Service.

Figure 8
Refined sugar prices, wholesale and Producer Price Indexes, monthly



Note: Producer Price Index (PPI).
 Source: USDA, Economic Research Service.

Mexico Outlook

Outlook Unchanged

USDA's April 2021 *World Agricultural Supply and Demand Estimates (WASDE)* publication forecasts Mexico's sugar production at 5.90 million metric tons, actual value (MT), unchanged from last month. Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA) currently forecasts sugar output at 6.06 million MT. CONADESUCA holds slightly higher expectations for both sugarcane area and yield, compared with the *WASDE* projections.

As of April 3, Mexico's total sugar produced is at 4.420 million MT, up from 3.834 million MT at the same time last year, but down slightly from the same point in 2017/18 and 2018/19 (figure 9). Area harvested to date is at 572,841 hectares, up slightly from 558,795 last year. Sugarcane yields are ahead of last year (figure 10), but lag behind the same points in 2017/18 and 2018/19, with some regions facing lingering effects from last year's severe drought. The cumulative sugar extraction rate from the sugarcane is higher than at the same week last year, but lower than 2017/18 and nearly the same as 2019/20 (figure 11). Note that sugarcane yields tend to decline throughout the season, while extraction rates tend to rise as the season progresses.

Mexico's sugar production to-date has been primarily standard (or estándar) sugar (figure 12), which is the most commonly used sugar in Mexico. Through April 3, this type of sugar represents 61 percent of Mexico's cumulative sugar production. This compares with 52 percent of cumulative production at this time last year and 62 percent in the previous year.

Deliveries of both sugar and high-fructose corn syrup (HFCS) are projected unchanged this month (discussed in more detail in next section). Exports to the United States remain at 797,000 MT, while exports to other markets are still projected at 695,000 MT. Mexico's stocks are still projected at 926,000, or 2.5 months of domestic consumption. This is the target Mexican authorities use to monitor and manage the domestic sugar program.

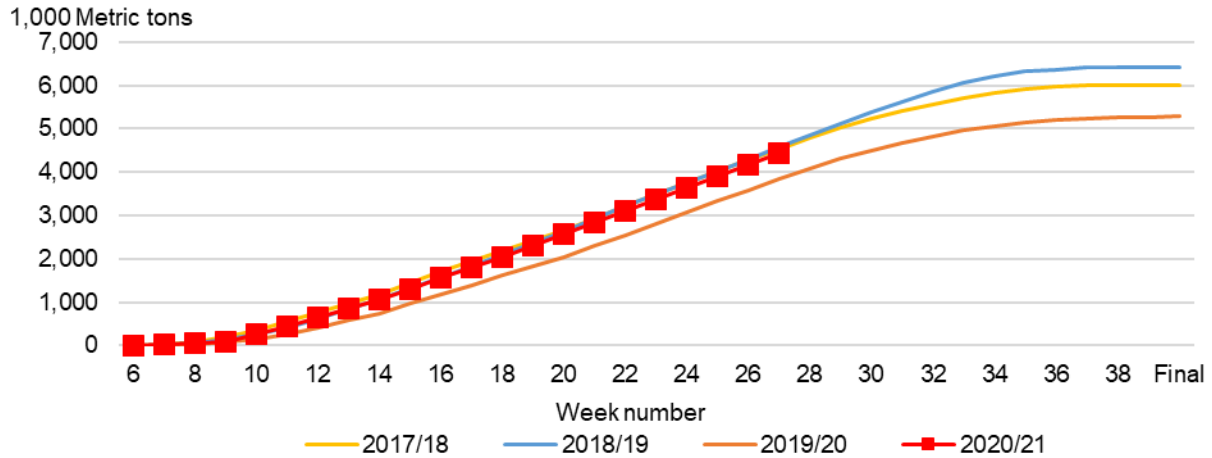
Table 7: Mexico sugar supply and use 2018/19 - 2019/20 and projected 2020/21, April 2021

Items	2018/19	2019/20	2020/21 (forecast) March	2020/21 (forecast) April	2020/21 (forecast) Change
	1,000 metric tons, actual weight				
Beginning stocks	1,395	1,169	858	858	0
Production	6,426	5,278	5,900	5,900	0
Imports	85	77	105	105	0
Imports for consumption	22	55	40	40	0
Imports for sugar-containing product exports, IMMEX 1/, other	63	23	65	65	0
Total supply	7,905	6,524	6,863	6,863	0
Disappearance					
Human consumption	4,092	4,101	4,030	4,030	0
For sugar-containing product exports (IMMEX)	460	352	415	415	0
Other deliveries and end-of-year statistical adjustment	-20	1	0	0	0
Total	4,532	4,455	4,445	4,445	0
Exports	2,204	1,212	1,492	1,492	0
Exports to the United States and Puerto Rico	856	1,177	797	797	0
Exports to other countries	1,348	35	695	695	0
Total use	6,737	5,667	5,937	5,937	0
Ending stocks	1,169	858	926	926	0
1,000 metric tons, raw value					
Beginning stocks	1,478	1,239	909	909	0
Production	6,811	5,595	6,254	6,254	0
Imports	90	82	111	111	0
Imports for consumption	23	58	42	42	0
Imports for sugar-containing product exports (IMMEX)	67	24	69	69	0
Total supply	8,380	6,916	7,274	7,274	0
Disappearance					
Human consumption	4,337	4,347	4,271	4,271	0
For sugar-containing product exports (IMMEX)	488	373	440	440	0
Other deliveries and end-of-year statistical adjustment	-21	1	0	0	0
Total	4,804	4,722	4,711	4,711	0
Exports	2,337	1,285	1,582	1,582	0
Exports to the United States and Puerto Rico	908	1,248	844	844	0
Exports to other countries	1,429	37	737	737	0
Total use	7,141	6,007	6,293	6,293	0
Ending stocks	1,239	909	982	982	0
Stocks-to-human consumption (percent)	28.6	20.9	23.0	23.0	0.0
Stocks-to-use (percent)	17.3	15.1	15.6	15.6	0.0
High-fructose corn syrup (HFCS) consumption (dry weight)	1,528	1,388	1,377	1,377	0

1/ IMMEX = Industria Manufacturera, Maquiladora y de Servicios de Exportación.

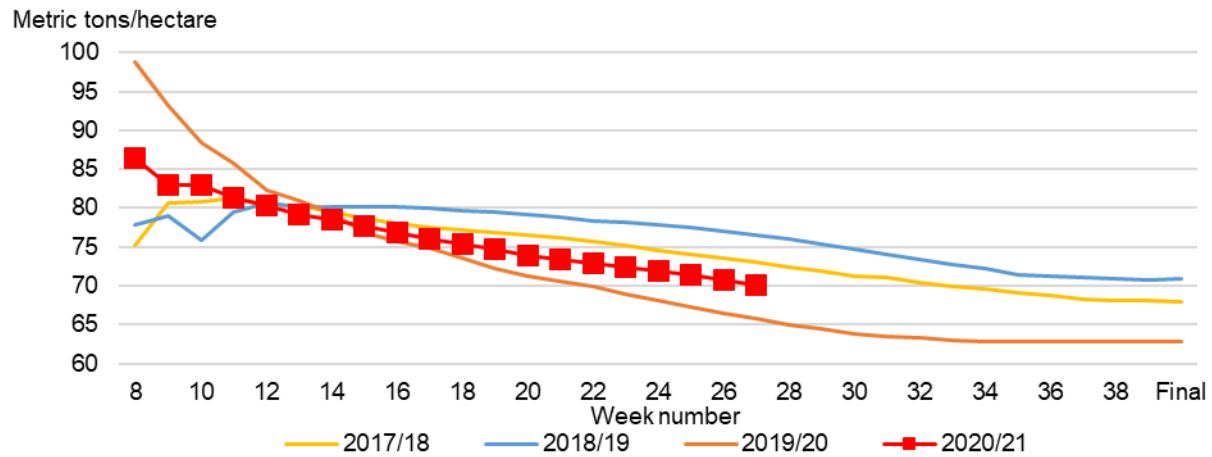
Sources: USDA, World Agricultural Outlook Board; USDA, Economic Research Service; Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Figure 9
Mexico cumulative sugar production, by week



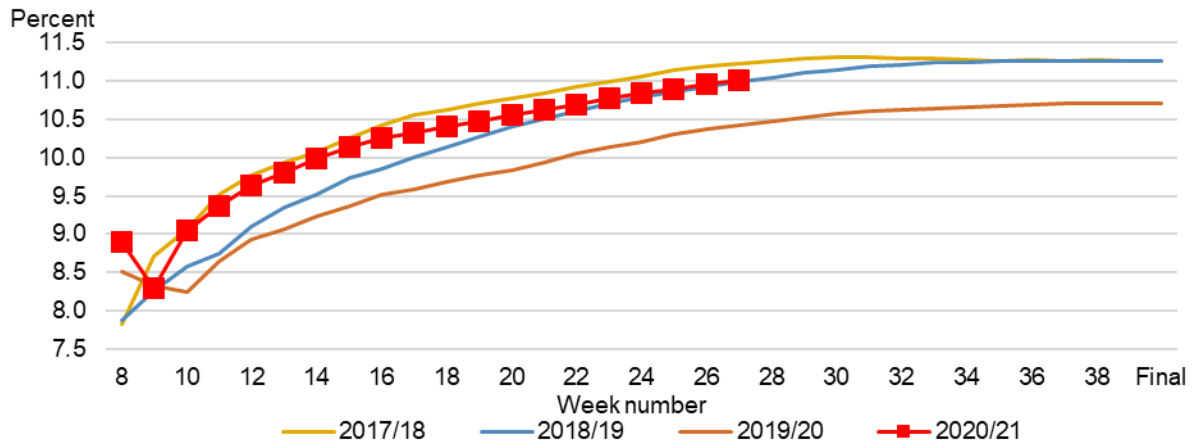
Source: Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Figure 10
Mexico cumulative sugarcane yields, by week



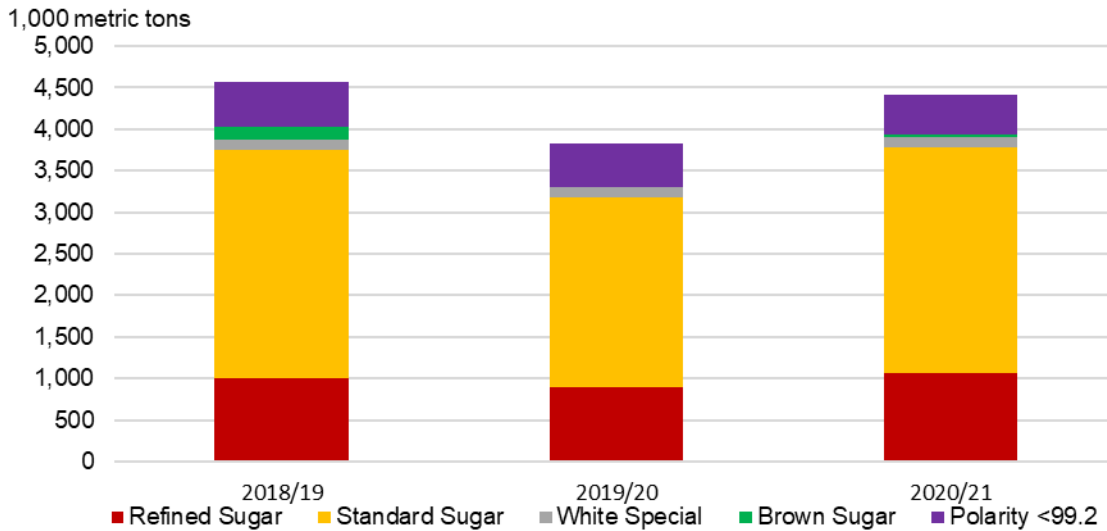
Source: Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Figure 11
Mexico cumulative sugar extraction rate, by week



Source: Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Figure 12
Mexico sugar production, by type of sugar, through week 27*



*Dates of comparison are April 3, 2021; April 4, 2020; and April 6, 2019.
 Source: Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Deliveries Unchanged

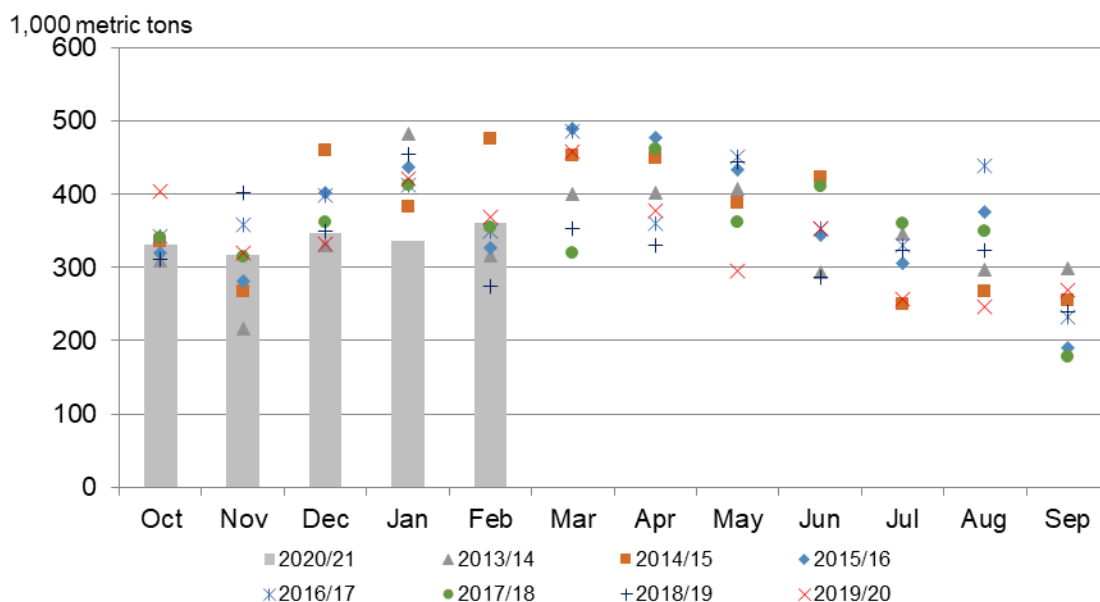
Sugar deliveries for domestic consumption remain at 4.030 million MT with the pace of deliveries on target to meet this projection. As shown in table 8, deliveries from October to February totaled 1.692 million MT, down significantly from the same 5 months last year. These 5 months account for 42.0 percent of the revised forecast for total projected fiscal year 2020/21 deliveries. Over the past 10 years, these 5 months account for a weighted average of about 42.1 percent of the full fiscal year deliveries. Projected deliveries of HFCS are also unchanged this month as deliveries to-date are on target to meet the full year forecast. During the past several years, deliveries of both products have trended lower, partly driven by Government initiatives aimed at reducing sweetener consumption (figure 14). Even as Mexico's population has grown, sugar deliveries are projected to be the smallest in 10 years, and HFCS deliveries are forecast as the lowest since 2008/09.

Table 8: Pace of Mexico sweetener deliveries through first 5 months of fiscal year

	Sugar, 1,000 metric tons (MT)			High-fructose corn syrup, 1,000 MT, dry weight		
	Oct-Feb	Fiscal year	Percent of total	Oct-Feb	Fiscal year	Percent of total
FY11	1,679	3,950	42.5	611	1,635	37.4
FY12	1,748	4,135	42.3	665	1,721	38.7
FY13	1,702	4,287	39.7	660	1,567	42.1
FY14	1,654	4,098	40.4	547	1,372	39.9
FY15	1,921	4,408	43.6	562	1,444	38.9
FY16	1,769	4,387	40.3	543	1,482	36.6
FY17	1,864	4,515	41.3	578	1,522	38.0
FY18	1,785	4,228	42.2	627	1,593	39.4
FY19	1,792	4,092	43.8	588	1,528	38.5
FY20	1,846	4,101	45.0	571	1,388	41.1
FY21 (forecast)	1,692	4,030	42.0	537	1,377	39.0
10-year average	1,776	4,220	42.1	595	1,525	39.0

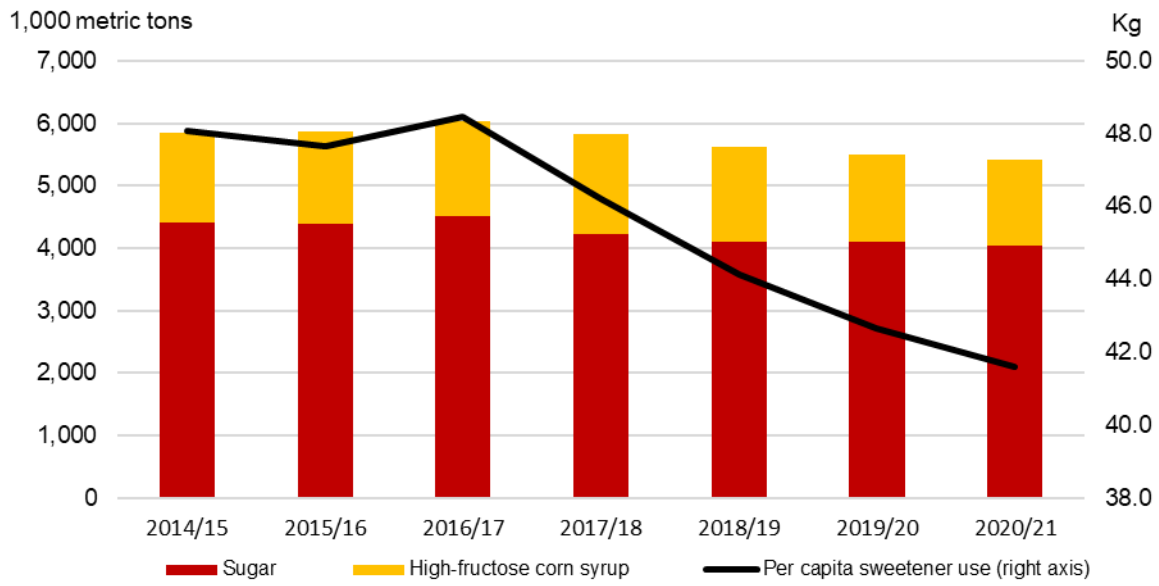
Source: Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Figure 13
Mexican sugar deliveries for consumption, monthly, 2013/14 to 2020/21



Source: Mexico's National Committee for the Sustainable Development of Sugarcane (CONADESUCA).

Figure 14
Mexico sweetener consumption by year



Source: USDA, World Agricultural Outlook Board.

Evolution of U.S. Specialty Sugar Tariff-Rate Quota (TRQ) and Organic Sugar Imports

This article expands on a January 2020 Economic Research Service (ERS) sugar Outlook Report by laying out the various changes to the U.S. Harmonized Tariff Schedule (HTS) as they evolved to provide more transparency on the specialty sugar TRQ and organic sugar imports. This article also provides estimates of the total supply of imported organic sugar for the U.S. market. The history of recent changes in the specialty sugar and organic sugar codes in the HTS forms a critical part of the narrative.

When USDA determined a need for more imports of organic sugar in 1999, the first question was which tariff codes and TRQs were available. The Secretary of Agriculture has authority to reserve a portion of either the raw or the refined World Trade Organization (WTO) TRQ for specialty sugar. USDA decided to reserve a portion of the refined WTO TRQ for specialty sugar, but not to reserve any of the WTO raw sugar TRQ for specialty sugar. That practice has continued up to the present. USDA limits the additional specialty sugar TRQ, i.e. the amount above the minimum level of 1,656 MTRV, to organic sugar and other specialty sugars not currently produced commercially in the United States or reasonably available from domestic sources. This limitation has resulted in organic sugar comprising about 95 percent of the additional specialty sugar TRQ.

Since the import classification codes for the specialty sugar are the same as the regular refined sugar codes, in the beginning there were difficulties in administering the specialty sugar TRQ. One work-around that lasted for many years was not to open the specialty sugar TRQ until after the regular refined sugar TRQ was filled and closed. However, any permanent solution would require a method for U.S. Customs to distinguish refined and specialty sugar.

The Customs classification system has been agreed to by the member countries of the World Customs Organization, which includes virtually all countries in the world. For all classification numbers (codes), the first 6 digits such as 1701.99 (refined sugar) are harmonized, which means that all countries agree to the same definition for purposes of Customs entry. The next 2 digits, getting to the 8-digit level (such as the 10 of 1701.99.10) reflect characteristics unique to each country, such as being charged a low-tier versus a high-tier tariff. The next 2 digits, which are called statistical suffixes, reflect distinctions made for statistical purposes, and this comprises the full 10-digit classification code.

In 2004 USDA submitted a request to the 484f Committee of the U.S. International Trade Commission (ITC) to add statistical suffixes to distinguish the specialty sugar TRQ (see table 9). The 484f Committee is the group that evaluates petitions requesting new statistical breakouts in the HTS. The request was approved, and two new HTS numbers were inserted, 1701.99.10.10 (specialty sugar, in-quota) and 1701.99.50.10 (specialty sugar, out-of-quota).

In 2016, the ITC 484f Committee, at the request of an industry association, added a statistical suffix to distinguish organic sugar as a subset of specialty sugar (table 9, underlined). However, this did not allow for the tracking or identification of organic sugar that might be imported under other HTS codes, such as the high-tier codes or the raw sugar codes. The industry association submitted an additional request, and in 2020 the ITC 484f Committee approved new statistical suffixes for organic sugar in both the refined sugar high-tier code (1701.99.50.15, table 9, underlined) and the raw sugar in-quota code (1701.14.10.20, table 10, underlined).

Table 9: History of changes to refined sugar lines in U.S. Harmonized Tariff Schedule

The 6 digits below follow the 4 digits 1701 to form the 10-digit HTS number, as: 1701.- -.-.-	Notes	Effective Date 1/
	The term 'refined sugar' is generally used to mean any sugar that is not 'raw sugar', i.e., any sugar of polarity 99.5 degrees or above.	
99.05.00 - General Note 15 (c)	Exempt from being counted against a TRQ limit if used for trade shows, samples, etc., will not enter the commerce of the United States and has written approval from the Secretary of Agriculture. The "GN 15(c) waiver letters" are administered by USDA/FAS.	1/1/1995 <i>Presidential Proclamation</i>
99.10.00 -In-quota	Refined sugar entered under quota provisions of Additional U.S. Note 5	
99.50.00 -Over-quota	Refined sugar either high-tier or under special provisions as found in column 2 of HTS (such as Free Trade Agreements).	
99.10.00 -Deleted 99.10.10 -Added 99.10.90 -Added	<i>Replaced by the two lines below.</i> In-quota, specialty sugars In-quota, other than specialty sugar	2004 (484f)
99.50.00 -Deleted 99.50.10 -Added 99.50.90 -Added	<i>Replaced by the two lines below:</i> Over-quota, specialty sugars Over-quota, other than specialty sugar	
99.10.20 -Added 99.10.30 -Added 99.50.20 -Added 99.50.30 -Added	A new Statistical Note 1 is added in 2009 to HTS Chapter 17: "For the purposes of heading 1701, statistical provisions for 'refined sugar' cover sugar testing 99.8 degrees or more polarity." In-quota, refined sugar defined in a new statistical note 1 added in 2009 to HTS Chapter 17: Above 99.8 degrees polarity. Sugar below 99.8 degrees polarity and not specialty sugar Same as 99.10.20 except over-quota Same as 99.10.30 except over-quota	2009 (484f)
99.10.20 -Deleted 99.10.30 -Deleted 99.10.25 -Added 99.10.50 -Added 99.50.20 -Deleted 99.50.30 -Deleted 00.50.25 -Added 99.50.50 -Added	Statistical Note 1 is revised to read: "For the purposes of heading 1701, the term 'further processing' means performing those actions to further improve the quality of sugar by a refiner through affination or defecation, clarification and further purification by absorption or crystallization." <i>Replaced by 99.10.25</i> <i>Replaced by 99.10.50</i> Sugar not for further processing (see the new Statistic Note 1) Sugar for further processing <i>Replaced by 99.50.25</i> <i>Replaced by 99.50.50</i> Sugar not for further processing (see the new Statistic Note 1) Sugar for further processing	2011 (484f)
99.10.10 -Deleted 99.10.15 -Added 99.10.17 -Added	<i>To be subdivided into the two lines below</i> Specialty sugars, certified organic Specialty sugars, other than certified organic	7/1/2016 (484f)
99.50.10 -Deleted 99.50.15 -Added 99.50.17 -Added	<i>To be subdivided into the two lines below</i> Specialty sugars, certified organic Specialty sugars, other than certified organic	1/1/2020 (484f)

Sources: U.S. International Trade Commission; U.S. Department of Commerce, Bureau of the Census; USDA, Economic Research Service.

Table 10: History of changes to refined sugar lines in U.S. Harmonized Tariff Schedule

The 6 digits below follow the 4 digits 1701 to form the 10-digit HTS number, as: 1701.-.- -.- -	NOTES [Any reference to an “HTS Note” means a note found in U.S. HTS Chapter 17.]	Effective Date
	Definition of raw sugar: HTS Chapter 17, Subheading Note 1: “For the purposes of subheadings 1701.11, 1701.12, 1701.13, and 1701.14, ‘raw sugar’ means sugar whose content of sucrose by weight, in the dry state, corresponds to a polarimeter reading of less than 99.5 degrees. ”	1/1/1995
11.05.00 – General Note 15 (c) 11.10.00 -In-quota 11.20.00 -Re-export 11.50.00 -Over-quota	Exempt from being counted against a TRQ limit if used for trade shows, samples, etc., will not enter the commerce of the United States and have written approval from the Secretary of Agriculture. The General Note 15(c) waiver letters are administered by USDA/FAS. Raw sugar entered under the quota provisions of Additional U.S. Note 5 Re-Export Program, provided in Additional U.S. Note 6. Raw sugar either high-tier, or under special provisions as found in column 2 of HTS (such as Free Trade Agreements)	1/1/1995
11.05.00 -Deleted 11.10.00 -Deleted 11.20.00 -Deleted 11.50.00 -Deleted 13.05.00 -Added 13.10.00 -Added 13.20.00 -Added 13.50.00 -Added 14.05.00 -Added 14.10.00 -Added 14.20.00 -Added 14.50.00 -Added	<i>These four deleted lines were replaced by creating a subheading for “non-centrifugal sugar” in 1701.13, see below</i> The four lines below, 1701.13.xx.xx, are raw non-centrifugal sugar, such as panela, described in Subheading Note 2 of HTS Chapter 17: General Note 15(c) Raw sugar entered under quota provisions of Additional U.S. Note 5 Re-Export Program, per Additional U.S. Note 6 of HTS Chapter 17 Raw sugar either high-tier, or under special provisions as found in column 2 of HTS (such as Free Trade Agreements) The four lines below, 1701.14.xx.xx, are raw sugar other than non-centrifugal sugar: General Note 15(c) Raw sugar entered under quota provisions of Additional U.S. Note 5 Re-Export Program per Additional U.S. Note 6 of HTS Chapter 17 Raw sugar either high-tier, or under special provisions as found in column 2 of HTS (such as Free Trade Agreements)	2/3/2012 <i>Presidential Proclamation 8771</i>
14.10.00 -Deleted 14.10.20 -Added 14.10.40 -Added	<i>Replaced by the next two HTS lines:</i> Raw organic sugar Raw sugar other than organic	<u>1/1/2020</u> <i>484f 1/</i>

Sources: U.S. International Trade Commission; U.S. Department of Commerce, Bureau of the Census; USDA, Economic Research Service.

As of July 1, 2017, the 484f Committee added an HTS provision: General Notes, Statistical Note 6, which defines “certified organic” as agricultural items that are certified either to the U.S. National Organic Program standard or to equivalent standards of other countries that are listed.

This covers not just sugar, but all organic food products. Any sugar that does not meet this definition is not eligible to be classified in these HTS codes.

A summary of the imports of organic sugar in the three HTS codes in 2020 are shown in table 11. The top four countries were Brazil, Colombia, Paraguay, and Argentina. More details by month and port of entry are provided in tables 12, 13, and 14. Some imports that, in the judgment of the ERS Sugar Committee may not have been organic sugar, are noted in the table. The total quantity listed judged likely to be organic sugar is 246,600 MT. This list, however, is incomplete, as it does not include organic raw sugar imported on HTS 1701.14.50.00. This HTS number would include not only over-quota raw sugar that pays the high duty, but also in-quota raw sugar that enters under a Free Trade Agreement TRQ (such as Colombia or CAFTA/DR).

Table 11: U.S. imports under "certified organic" sugar classification HTS numbers in 2020 1/

Country 2/	HTS code:			Total
	<u>1701.14.10.20</u> WTO raw in-quota organic sugar	<u>1701.99.10.15</u> WTO refined in- quota organic sugar	<u>1701.99.50.15</u> Refined over-quota organic sugar	
	<i>Metric tons, raw value</i>			
Brazil		92,095	3,711	95,806
Colombia	8,820	36,954	568	46,342
Paraguay	5,582	37,273	98	42,953
Argentina		34,352	125	34,477
India	1,300	9,810	646	11,756
Costa Rica		11,485		11,485
Guatemala		7,145		7,145
Malawi	3,529			3,529
Panama	3,462			3,462
Mauritius	3,355			3,355
Honduras		2,870		2,870
China			674	674
Thailand		598		598
Peru	500			500
Mexico			135	135
Austria			74	74
Germany(*)			36	36
Belgium-Luxembourg(*)			23	23
Japan			20	20
Indonesia			16	16
Philippines			2	2
Total	26,548	232,580	6,126	265,254
<i>Possibly not organic sugar 1/</i>	14,082	3,728	844	18,654
Likely organic sugar 1/ 3/	12,465	228,851	5,282	246,600

1/ HTS: Harmonized Tariff Schedule. These are the only HTS sugar lines requiring classification as "Certified Organic" per HTS General Notes Statistical Note 6. This table does not include organic sugar that may have been imported on other HTS lines.

2/ Any country listed that does not produce organic sugar may indicate a problem with the Customs filing.

3/ Using a factor of 1.07, the raw value equivalent of the total 246,600 metric tons would be 263,862 metric tons, raw value.

Source: U.S. Department of Commerce, Bureau of the Census.

Another view of total organic sugar imports is provided in table 15, which aggregates imports on a fiscal year (October-September) basis. While the Census data in previous tables was on a non-converted commercial weight basis, table 15 is reported in the units required for sugar TRQs by U.S. Customs, which are metric tons, raw value (MTRV). As a rough approximation, 1 MT commercial weight of refined sugar would have the factor of 1.07 applied, and thus be equal to 1.07 MTRV.

Table 12: U.S. Imports of refined in-quota organic sugar (HTS 1701.99.10.15), 2020 monthly, by port of entry 1/

Country	U.S. Custom Districts	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total	
		<i>Metric tons commercial weight</i>													
Argentina	BUFFALO, NY	-	648	-	13,066	449	-	-	-	-	-	-	-	14,163	
	CHICAGO, IL	2,054	-	-	54	-	-	-	-	-	-	-	-	2,108	
	HOUSTON-GALVESTON, TX	-	227	703	453	-	-	-	-	-	1,028	-	-	2,411	
	LOS ANGELES, CA	138	499	112	1,097	-	-	-	-	-	-	-	-	1,845	
	NEW YORK, NY	1,809	-	1,340	2,286	-	-	-	-	-	225	-	-	5,660	
	PHILADELPHIA, PA	739	-	-	-	-	-	-	-	-	540	-	-	1,279	
	PORTLAND, OR	100	-	836	167	-	-	-	-	-	-	-	-	1,103	
	SAN FRANCISCO, CA 2/	119	840	-	863	250	-	-	-	-	1,099	320	-	3,491	
	SEATTLE, WA	409	-	-	200	-	-	-	-	-	-	-	-	609	
	TAMPA, FL	-	-	-	885	-	-	-	-	-	800	-	-	-	1,685
	Total													34,352	
Brazil	BUFFALO, NY	-	-	-	-	-	-	-	-	-	-	-	-	-	
	CHICAGO, IL	212	-	-	-	-	-	-	-	-	328	-	-	540	
	HOUSTON-GALVESTON, TX	4,383	-	5,242	1,640	855	1,505	-	-	-	6,442	-	-	20,067	
	LOS ANGELES, CA	-	-	-	840	-	-	230	-	-	1,019	-	-	2,089	
	NEW YORK, NY	18,751	850	10,609	17,902	1,088	1,147	-	-	-	7,837	-	-	58,182	
	PHILADELPHIA, PA 2/	24	-	109	105	-	-	-	-	-	-	-	-	238	
	PORTLAND, OR	1,740	-	598	251	-	418	-	-	-	1,347	-	-	4,353	
	SAN FRANCISCO, CA	-	1,133	-	208	-	227	-	-	-	1,281	-	-	2,849	
	SAVANNAH, GA	496	-	582	189	11	-	-	99	40	384	247	-	2,048	
	SEATTLE, WA	366	-	-	510	-	-	-	-	-	-	-	-	876	
	TAMPA, FL	200	-	-	313	113	-	-	-	-	227	-	-	853	
	Total													92,095	
Canada	BUFFALO, NY 2/	-	-	-	-	-	-	-	-	-	-	-	-	-	
Colombia	BUFFALO, NY	-	-	-	-	-	-	-	-	-	146	-	-	146	
	HOUSTON-GALVESTON, TX	986	928	1,235	2,799	-	-	-	-	-	322	-	-	6,270	
	LOS ANGELES, CA	418	-	-	1,048	-	-	-	-	-	713	-	-	2,180	
	NEW YORK, NY	1,445	-	1,371	1,021	121	-	-	-	-	1,322	-	-	5,280	
	PHILADELPHIA, PA	1,948	-	404	1,961	-	-	-	-	-	2,063	-	-	6,376	
	PORTLAND, OR	1,533	-	419	897	45	-	-	-	-	1,788	-	-	4,682	
	SAN FRANCISCO, CA	414	1,163	-	3,645	-	-	250	-	-	1,192	-	-	6,663	
	SAVANNAH, GA	-	-	-	-	-	-	-	-	-	-	-	-	-	
TAMPA, FL	886	-	1,891	918	10	-	-	-	-	1,652	-	-	5,357		
	Total													36,954	
Costa Rica	BUFFALO, NY	-	-	-	-	-	-	-	-	-	-	-	-	-	
	CHICAGO, IL	-	-	-	-	566	373	99	-	-	282	-	-	1,320	
	HOUSTON-GALVESTON, TX	-	18	-	1,510	-	-	-	-	-	3,113	-	-	4,641	
	LOS ANGELES, CA	-	568	-	-	-	-	-	-	-	-	-	-	568	
	PHILADELPHIA, PA	-	-	-	120	-	-	-	-	-	-	-	-	120	
	PORTLAND, OR	-	-	-	180	320	-	-	-	-	-	-	-	500	
	SAN FRANCISCO, CA	500	-	-	2,050	-	-	-	-	-	1,786	-	-	4,336	
	Total													11,485	
Guatemala	HOUSTON-GALVESTON, TX	-	-	-	6,539	350	-	-	-	-	-	-	-	6,889	
	LOS ANGELES, CA	-	-	-	-	-	-	-	-	-	257	-	-	257	
	Total													7,145	
Honduras	HOUSTON-GALVESTON, TX	-	-	-	750	160	-	-	-	-	-	-	-	910	
	SAVANNAH, GA	-	-	-	1,960	-	-	-	-	-	-	-	-	1,960	
	Total													2,870	
India	BOSTON, MA	-	-	-	4	-	-	-	-	-	-	-	-	4	
	CHARLESTON, SC	100	-	-	-	26	14	-	-	-	-	-	-	140	
	HOUSTON-GALVESTON, TX	-	-	-	-	-	20	-	-	-	20	-	-	40	
	LOS ANGELES, CA	240	-	-	-	-	-	-	-	-	-	-	-	240	
	MIAMI, FL	-	-	-	-	120	167	-	-	-	60	133	-	480	
	NEW YORK, NY	402	-	304	685	135	227	133	-	-	1,091	-	-	2,977	
	PHILADELPHIA, PA	-	-	-	-	-	-	-	-	-	440	-	-	440	
	PORTLAND, OR	726	-	333	73	5	12	-	-	-	190	-	-	1,339	
	SAN FRANCISCO, CA	-	-	-	451	120	-	-	-	-	814	-	-	1,385	
	SEATTLE, WA	34	-	-	1,220	120	320	-	-	-	23	1,047	-	2,765	
	Total													9,810	
Paraguay	BALTIMORE, MD	-	-	-	4,096	487	-	-	-	-	98	-	-	4,681	
	CHICAGO, IL	526	-	388	103	-	-	-	-	-	-	-	-	1,017	
	HOUSTON-GALVESTON, TX	277	-	1,394	150	-	-	-	-	-	819	-	-	2,640	
	LOS ANGELES, CA	711	-	3,610	1,374	-	361	-	-	-	756	-	-	6,812	
	MIAMI, FL	-	400	-	2,980	329	-	-	-	-	1,931	-	-	5,640	
	NEW ORLEANS, LA	699	-	440	-	-	706	-	-	-	-	-	-	1,844	
	NEW YORK, NY	415	-	3,296	1,399	-	-	-	-	-	68	-	-	5,178	
	PHILADELPHIA, PA	527	-	69	76	64	31	-	-	-	81	-	-	849	
	PORTLAND, OR	539	-	899	1,284	-	-	-	-	-	-	-	-	2,722	
	SAN FRANCISCO, CA	200	-	1,080	-	-	-	-	-	-	1,589	250	-	3,119	
	SAVANNAH, GA	104	-	76	21	-	-	-	-	-	-	-	-	201	
SEATTLE, WA	-	-	-	400	-	-	-	-	-	-	-	-	400		
TAMPA, FL	1,569	-	-	-	282	-	-	-	-	320	-	-	2,171		
	Total													37,273	
Thailand	LOS ANGELES, CA	-	-	-	119	-	-	-	-	-	-	-	-	119	
	SAN FRANCISCO, CA	-	-	-	360	-	-	-	-	-	119	-	-	479	
	Total													598	
Total		46,735	7,274	37,339	81,221	5,866	5,687	711	99	63	46,635	950	-	232,580	
	<i>Possibly not organic sugar 2/</i>	143	840	109	968	250	-	-	-	-	1,099	320	-	3,728	
	Likely organic sugar	46,592	6,434	37,230	80,253	5,616	5,687	711	99	63	45,536	630	-	228,851	

1/ HTS: Harmonized Tariff System

2/ Indicates possibly not organic in the judgment of the ERS sugar committee.

Source: U.S. Department of Commerce, Bureau of the Census.

Table 13: U.S. imports of raw in-quota organic sugar (HTS 1701.14.10.20), 2020 monthly, by port of entry 1/

Country	U.S. Custom Districts	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total	
		<i>Metric tons commercial weight</i>													
Colombia	SAN JUAN, PR 2/	-	75	180	359	75	635	228	610	-	65	-	551	2,777	
	NEW ORLEANS, LA 2/	-	-	-	-	-	-	-	-	460	220	-	400	1,080	
	LOS ANGELES, CA 2/	-	-	-	160	80	40	18	-	-	-	-	-	298	
	CHARLESTON, SC 2/	-	-	-	100	596	197	500	699	40	400	560	176	3,268	
	NEW YORK, NY 2/	-	-	-	100	-	-	95	-	-	-	-	-	20	215
	BALTIMORE, MD 2/	500	-	16	-	-	-	-	-	20	-	-	-	16	552
	SAVANNAH, GA 2/	180	100	-	100	-	-	-	-	-	240	-	-	-	620
	MIAMI, FL 2/	-	-	-	-	-	2	8	-	-	-	-	-	-	11
		680	175	196	819	751	874	849	1,309	520	925	560	1,163	8,820	
India	HOUSTON-GALVESTON, TX 2/	-	-	-	-	-	-	100	120	240	-	-	-	460	
	LOS ANGELES, CA 2/	-	-	-	-	-	-	100	-	100	-	-	-	200	
	NEW YORK, NY 2/	-	-	-	-	-	-	180	100	-	60	-	-	340	
	SAVANNAH, GA 2/	-	-	-	-	-	-	-	-	200	-	-	-	200	
	PORTLAND, OR 2/	-	-	-	-	-	-	20	-	-	60	-	-	80	
	SEATTLE, WA 2/	-	-	-	-	-	-	-	-	-	20	-	-	20	
			-	-	-	-	-	-	400	220	540	140	-	-	1,300
Malawi	HOUSTON-GALVESTON, TX	-	-	650	246	272	-	159	114	-	-	-	200	1,640	
	TAMPA, FL	227	-	400	200	114	-	-	85	-	-	-	-	1,026	
	NEW YORK, NY	-	23	204	272	46	23	23	-	-	-	-	-	590	
	SAVANNAH, GA	-	-	-	227	45	-	-	-	-	-	-	-	272	
		227	23	1,254	945	477	23	182	199	-	-	-	200	3,529	
Mauritius	HOUSTON-GALVESTON, TX	-	16	-	16	-	-	-	16	-	-	-	-	48	
	TAMPA, FL	-	23	-	420	-	-	-	598	220	-	-	-	1,261	
	NEW YORK, NY	-	571	-	-	399	-	420	635	-	-	-	-	2,025	
	SAN FRANCISCO, CA	22	-	-	-	-	-	-	-	-	-	-	-	22	
		22	610	-	436	399	-	420	1,249	220	-	-	-	3,355	
Panama	SAN JUAN, PR 2/	-	425	393	868	25	325	492	275	325	235	100	-	3,462	
Paraguay	HOUSTON-GALVESTON, TX	-	-	-	-	-	-	-	-	-	-	227	680	907	
	PHILADELPHIA, PA	454	113	-	-	-	-	-	-	200	-	-	440	1,207	
	LOS ANGELES, CA	-	-	-	-	-	-	-	-	-	-	-	200	200	
	TAMPA, FL	-	-	-	-	-	-	-	-	-	-	-	68	68	
	NEW YORK, NY	-	100	80	80	-	40	-	-	-	1,400	200	-	1,900	
	BALTIMORE, MD	-	-	-	80	-	-	-	-	400	-	-	-	480	
	CHICAGO, IL	-	-	-	-	-	-	-	-	-	600	-	-	600	
	MIAMI, FL	25	100	-	95	-	-	-	-	-	-	-	-	220	
		479	313	80	255	-	40	-	-	600	2,000	427	1,388	5,582	
Peru	SAN JUAN, PR 2/	-	400	100	-	-	-	-	-	-	-	-	-	500	
Total		1,407	1,946	2,023	3,322	1,652	1,262	2,342	3,252	2,205	3,300	1,087	2,751	26,547	
	<i>Possibly not organic sugar 2/</i>	680	1,000	689	1,687	776	1,199	1,740	1,804	1,385	1,300	660	1,163	14,082	
	Likely organic sugar	727	946	1,334	1,635	876	63	602	1,448	820	2,000	427	1,588	12,465	

1/ HTS: Harmonized Tariff System

2/ Indicates possibly not organic in the judgment of the ERS sugar committee.

Source: U.S. Department of Commerce, Bureau of the Census.

Table 14: U.S. imports of refined over-quota organic sugar (HTS 1701.99.50.15), 2020 monthly, by port of entry 1/

Country	U.S. Custom Districts	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
		<i>Metric tons, commercial weight</i>												
Argentina	CHICAGO, IL	-	36	-	-	-	-	-	-	-	-	-	-	36
	LOS ANGELES, CA	-	26	-	-	-	-	-	-	-	-	-	-	26
	NEW YORK, NY	15	48	-	-	-	-	-	-	-	-	-	-	63
	PHILADELPHIA, PA	-	-	-	-	-	-	-	-	-	-	-	-	-
		15	110	-	-	-	-	-	-	-	-	-	-	125
Austria	CHICAGO, IL 2/	37	-	-	-	-	-	-	37	-	-	-	-	74
Belgium-Luxembourg(*)	LOS ANGELES, CA 2/	-	15	-	-	4	-	5	-	-	-	-	-	23
Brazil	HOUSTON-GALVESTON, TX	-	-	-	-	-	-	-	23	799	-	-	45	867
	MIAMI, FL	-	-	-	-	-	-	7	-	-	-	-	-	7
	NEW YORK, NY	262	-	218	-	-	-	-	86	293	-	244	-	1,103
	PORTLAND, OR	-	-	147	-	-	14	266	108	146	-	239	-	920
	SAVANNAH, GA	65	-	227	-	-	-	52	-	-	-	-	-	344
	SEATTLE, WA	192	-	231	48	-	-	-	-	-	-	-	-	471
		519	-	824	48	-	14	325	216	1,238	-	483	45	3,711
China	LOS ANGELES, CA 2/	25	-	-	312	-	-	-	-	-	259	-	-	597
	SAN FRANCISCO, CA 2/	-	18	-	35	-	-	-	-	-	23	-	-	77
		25	18	-	347	-	-	-	-	-	283	-	-	674
Colombia	HOUSTON-GALVESTON, TX	-	-	-	-	-	-	-	400	-	-	-	-	400
	MIAMI, FL	-	-	-	-	-	-	-	-	-	-	-	22	22
	NEW YORK, NY	-	-	-	-	-	31	-	-	-	-	-	-	31
	PHILADELPHIA, PA	-	-	-	-	-	-	-	-	-	-	96	-	96
	PORTLAND, OR	-	-	-	-	-	-	-	-	19	-	-	-	19
		-	-	-	-	-	31	-	400	19	-	96	22	568
Germany(*)	DALLAS-FT. WORTH, TX 2/	-	-	-	-	-	2	-	-	-	-	-	-	2
	NEW YORK, NY 2/	9	10	11	4	-	-	-	-	-	-	-	-	33
		9	10	11	4	-	2	-	-	-	-	-	-	36
India	BOSTON, MA	-	-	7	-	-	-	-	4	4	-	-	-	14
	HOUSTON-GALVESTON, TX	-	-	-	-	-	-	-	-	-	3	-	-	3
	LOS ANGELES, CA	-	-	-	-	-	-	-	-	-	-	-	19	19
	NEW YORK, NY	39	40	-	-	-	-	44	40	-	-	-	-	162
	SAN FRANCISCO, CA	-	-	2	-	-	-	-	-	-	-	-	-	2
	SEATTLE, WA	-	-	-	-	-	-	-	-	-	-	120	325	445
Total		39	40	8	-	-	-	44	44	4	3	120	344	646
Indonesia	CHICAGO, IL 2/	-	-	-	-	-	-	16	-	-	-	-	-	16
Japan	NEW YORK, NY 2/	4	3	4	4	4	-	-	-	-	-	-	-	20
Mexico	SEATTLE, WA	-	-	-	135	-	-	-	-	-	-	-	-	135
Paraguay	HOUSTON-GALVESTON, TX	-	-	-	40	-	-	-	-	5	-	-	-	45
	NEW YORK, NY	18	-	-	-	-	-	35	-	-	-	-	-	54
Total		18	-	-	40	-	-	35	-	5	-	-	-	98
Philippines	LOS ANGELES, CA 2/	-	-	-	-	-	-	-	-	-	-	2	-	2
Total		1,290	373	1,689	1,018	8	94	829	1,357	2,531	572	1,399	823	6,126
	<i>Possibly not organic sugar 2/</i>	76	46	15	356	8	2	21	37	-	283	2	-	844
	Likely organic sugar	1,214	327	1,674	662	-	92	808	1,320	2,531	289	1,397	823	5,282

1/ HTS: Harmonized Tariff System

2/ Indicates possibly not organic in the judgment of the ERS sugar committee.

Source: U.S. Department of Commerce, Bureau of the Census.

The largest source of imported organic sugar is the specialty sugar TRQ. A variety of other sugar also enters under that TRQ, such as rock candy, demerara sugar, and pearl sugar. There are two components to the specialty sugar TRQ, a base quantity of 1,656 MTRV and an additional quantity that has generally been increasing. Organic sugar imports are estimated at half of the base amount and 95 percent of the additional amount. In fiscal year 2019/20, this came to 171,330 MTRV, or about 64 percent of total organic sugar imports for that year.

The next largest source in 2020 was the WTO refined sugar TRQ. The global (first-come, first-served) portion of this TRQ is open to refined sugar from any country, whether organic or not. When this TRQ was increased by 181,437 MTRV in April 2020, all the organic sugar that was in bonded warehouses waiting for another tranche of the specialty sugar TRQ to open could instead be entered under this global refined sugar TRQ. This quantity is estimated at 55,000 MTRV for fiscal year 2019/20. In table 15, it is shown that large amounts of organic sugar imports occurred in both of the previous 2 years in which the global refined sugar TRQ was increased, fiscal years 2011/12 and 2005/06. In other years, there was no organic sugar imported on this TRQ.

Paraguay presents an interesting case, as many years ago it dedicated virtually all domestic production to be organic sugar, and table 15 shows all the sugar entered under Paraguay's raw sugar allocation. For other countries with raw sugar allocations, only since January 1, 2020, is there any way to distinguish organic from other sugar in this category, and there is not yet a full fiscal year of data. Nonetheless, we estimate that some organic sugar has entered from Brazil, Argentina, and India in this TRQ, with the amounts tending to increase over time.

Colombia can utilize a variety of TRQs. The imports from Colombia on the HTS code 1701.99.10.15 shown in Table 12, totaling 39,954 MT commercial weight, could have entered either on the WTO refined sugar TRQ or the specialty sugar TRQ. There is no way to distinguish these two quotas using publicly available U.S. Census data, since this HTS code is permitted for both. In contrast all of Colombia's sugar using code 1701.14.10.20, 8,820 MT commercial weight (Table 13), was entered on the WTO raw sugar TRQ since this code is unique to this TRQ. In Table 14, the 568 MT commercial weight which was imported on the HTS code 1701.99.50.15 could either have been part of Colombia's Free Trade Agreement (FTA) quota, paying zero duty, or if entered outside of that FTA quota it would have paid the high duty rate of about 16.23 cents per pound. To distinguish between these two cases would require a further break-out showing whether the special program provisions for the Colombia FTA was utilized or not.

Some organic sugar is estimated to be imported on both the raw and refined sugar high-tier (over-quota) HTS codes. Some of these imports occur when the specialty sugar TRQ has filled, and importers pay the high-tier duty rather than keep the sugar in a bonded warehouse until the next specialty sugar TRQ opening date. Others may occur because the importer does not have a specialty sugar certificate. Some organic sugar is imported from Mexico, estimated at about 5,000 MTRV per year in recent years. The rate of growth in U.S. imports of organic sugar has been about 20,000 MTRV per year for the past 10 years, a double-digit pace.

The additional new HTS codes clearly represent a major improvement for the analysis of organic sugar imports, but there remain large uncertainties in the estimates. Sugar shown as being imported from countries that are not known to produce any organic sugar might be the result of the import broker may not be fully familiar with the current classification codes. If such sugar is not in fact certified organic sugar, then the reported numbers might overstate actual organic sugar imports. Conversely, some organic sugar may be entered on HTS codes where it is not possible to distinguish organic from other sugar, such as described in the paragraph above for Colombia: if so, then the reported numbers might understate actual organic sugar imports. Adding more statistical suffix codes, for example to distinguish organic sugar within over-quota raw sugar (1701.14.50.xx), would further enhance the ability to track organic sugar imports.

Table 15: U.S. Organic Sugar Supply by Source

Fiscal Year	Specialty Sugar TRQ 1/	Mexico	Raw Sugar TRQ					WTO Refined Sugar TRQ 2/	Colombia FTA 3/	High-tier (Over-quota)		Total
			Paraguay	Brazil	Argentina	Colombia	India			Raw	Refined	
<i>Metric tons raw value</i>												
1997/98	828	0	0	0	0	0	0	0	0	0	0	828
1998/99	3,708	0	0	0	0	0	0	0	0	50	0	3,758
1999/00	12,348	0	0	0	0	0	0	0	0	50	0	12,398
2000/01	16,188	0	1,000	0	0	0	0	0	0	50	0	17,238
2001/02	12,348	0	7,258	0	0	0	0	0	0	50	0	19,656
2002/03	17,148	0	7,258	0	0	0	0	0	0	50	0	24,456
2003/04	17,148	0	6,497	0	0	0	0	0	0	50	0	23,695
2004/05	20,988	0	7,258	0	0	0	0	0	0	50	0	28,296
2005/06	35,388	1,000	6,750	0	0	0	0	10,000	0	50	0	53,188
2006/07	69,264	1,000	5,974	0	0	0	0	0	0	50	0	76,288
2007/08	61,791	1,000	6,711	0	0	0	0	0	0	50	40	69,592
2008/09	70,500	1,000	5,246	0	0	0	0	0	0	50	0	76,796
2009/10	66,177	1,000	1,719	0	0	0	0	0	0	50	0	68,946
2010/11	83,564	1,000	4,952	0	0	0	0	0	0	200	540	90,256
2011/12	87,917	5,000	1,436	0	4,209	0	0	35,000	536	200	0	134,298
2012/13	92,272	5,000	418	0	2,231	0	0	0	612	200	0	100,733
2013/14	96,828	5,000	2,812	0	139	0	0	0	3,053	200	0	108,032
2014/15	120,828	5,000	4,094	0	1,341	0	182	0	2,361	200	0	134,006
2015/16	125,628	5,000	7,245	0	5,330	0	555	0	5,215	200	192	149,365
2016/17	173,628	5,000	7,037	0	4,006	0	220	0	3,504	200	0	193,595
2017/18	154,428	5,000	4,319	10,000	795	0	1,034	0	4,545	200	224	180,545
2018/19	170,812	5,000	5,350	10,000	2,400	0	1,241	0	2,383	200	1,600	198,986
2019/20	171,330	5,000	5,011	10,000	2,484	0	1,520	55,000	3,406	6,000	10,000	269,751

1/ TRQ: Tariff-rate quota. The specialty sugar TRQ consists of an estimated 50 percent of base amount of 1,656 MT, and 95 percent of additional specialty TRQ.

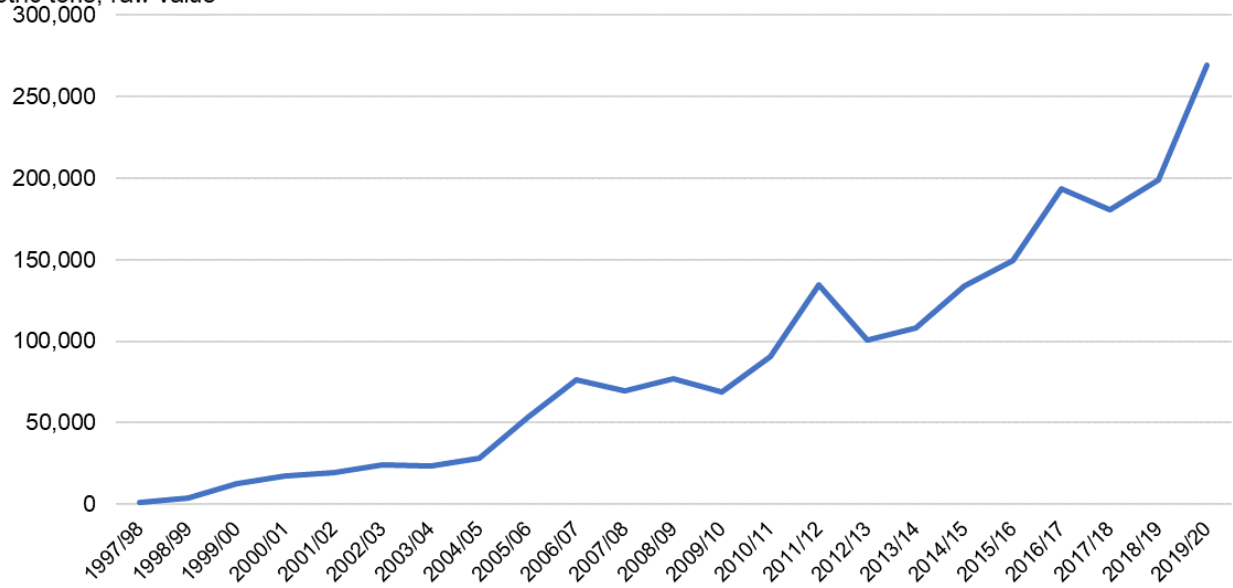
2/ Included in this table in years when refined sugar TRQ was increased.

3/ FTA: Free Trade Agreement.

Source: USDA, U.S. Customs and Border Protection.

Figure 15
U.S. organic sugar imports

Metric tons, raw value



Source: U.S. Customs and Border Protection.

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