# CITRUS ADMINISTRATIVE COMMITTEE <br> FEDERAL MARKETING <br> ORDER NO. 905 

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PUBLIC HEARING

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Tuesday,
February 12, 2008

Nora Mayo Hall
Winter Haven, Florida

The above-entitled matter commenced at the hour of 9:07 a.m.

MODERATOR:

MARC HILLSON, CHIEF ADMINISTRATIVE LAW JUDGE

## APPEARANCES:

Heather M. Pichelman, Attorney, USDA Melissa Schmaedick-USDA Marketing Specialist Laurel L. May - USDA Marketing Specialist

Suzanne Dash - Agricultural Economist
Christian D. Nissen - USDA Regional Manager
Arthur B. Chadwell - Manager, CAC
Frank M. Hunt, III - Hunt Brothers
Cooperative
Lindsay Raley - Chairman, CAC
Robert E. States - DNE World Fruit Sales

Richard Kinney - Executive Vice President,
Florida Citrus Packers
George F. Hammer, Jr. - Vice Chairman, CAC
Douglas Bournique - Executive Vice
President, Indian River Citrus League
Dr. Harold Browning - Director, University
of Florida, Citrus Reserach \&

Education Center

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JUDGE HILLSON: Good morning. It's February 12th, 2008 and we're in Winter Haven, Florida for a Rule Making hearing, Docket No. A0-85-A10, AMS-FV-07-0132 and FV08-905-1, Oranges, Grapefruits, Tangerines and Tangelos Grown in Florida, Hearing on Proposed Amendment of Marketing Agreement 84 and Order No. 905. My name is Marc Hillson. I'm the Administrative Law Judge assigned to this case.
I'm just going to emphasize we don't have a big crowd right now, but any interested person can appear in this proceeding. Anyone can ask questions of any of the witnesses who testifies, within reason. Any testimony in this hearing will be given under oath and there's a sign-up sheet, or there was a sign-up sheet, and anyone who comes in who wants to testify, I'll remind people at breaks that we're willing to hear
anybody who wants to testify.
Just one or two other preliminary
things. I'm not the decision maker in this case. Of course, that goes to the Secretary or the Secretary's designee. I'm basically here to make sure the evidence comes in, testimony and exhibits come in in an orderly fashion and to rule on any objections and that sort of thing.

The rules provide that anyone who
is here in a representational capacity needs to identify themselves for the record, say their name and who they're representing. So I'm going to start off with you, sir.

MR. NISSEN: I'm Christian Nissen.
I'm with the Marketing Order Administration Branch. I'm the Regional Manager of the Southeast Marketing Field Office, USDA.

MS. PICHELMAN: My name is Heather
Pichelman. I'm with the U.S. Department of Agriculture's Office for General Counsel in Washington, D.C., and I'm representing the

Secretary.
MS. SCHMAEDICK: My name is
Melissa Schmaedick. I'm also with the U.S. Department of Agriculture, Marketing Order Administration Branch.

MS. MAY: And I'm Laurel May, also with USDA's Marketing Order Administration Branch.

MS. DASH: Suzanne Dash with the Economic Analysis Branch.

JUDGE HILLSON: Okay. Gentlemen on this side, if you could start over there and introduce yourselves. I presume you're here in a representational, you're representing your organization. So why don't you just identify yourself for the record, please.

MR. HUNT: I'm Frank Hunt, III with Hunt Brothers Cooperative from Lake Wales.

MR. RALEY: W. Lindsay Raley with
Dundee Citrus Growers Association and also

Chairman of the Citrus Administrative Committee.

MR. CHADWELL: Arthur Chadwell, I'm the Manager of the Citrus Administrative Committee.

MR. STATES: And I'm Robert
States. I work for DNE World Fruit Sales in the sales capacity.

MR. KINNEY: Richard Kinney,
Florida Citrus Packers. We're a trade association on the fresh side of the business.

JUDGE HILLSON: Is anyone else in
the audience here in a representational capacity?
(No response.)
JUDGE HILLSON: Hearing nothing, we can move on to the next thing, which is to, there are certain preliminary exhibits that the government must introduce. And I guess, Ms. Pichelman, you're going to take care of that.

MS. PICHELMAN: Yes, your Honor.

The first preliminary exhibit is the Federal Register Notice for the announcement of the Notice of Hearing. It is dated Tuesday, January 29th, 2008, page numbers of the Federal Register Notice are page 5130 through 5132.

JUDGE HILLSON: Okay. I'm going to mark that as Exhibit 1. Continue, please. (Whereupon Exhibit 1 was marked for identification.) MS. PICHELMAN: Okay. The second exhibit is a press release announcing this hearing entitled USDA Sets Hearing for Proposed Amendments to Florida Citrus Marketing Order. This is dated January 29th, 2008.

JUDGE HILLSON: Okay. I'll mark that as Exhibit 2.
(Whereupon Exhibit 2 was marked for
identification.)

MS. PICHELMAN: The third exhibit is the Certificate of Officials Notified, and this is dated February 4th, 2008. It is signed by Kathleen M. Finn.

JUDGE HILLSON: Okay, that will be Exhibit 3.
(Whereupon Exhibit 3 was marked for
identification.)
MS. PICHELMAN: The fourth is the Certificate of Mailing. This is dated February 6th, 2008 and it's signed by Christian D. Nissen.

JUDGE HILLSON: Okay. I'll mark that as Exhibit 4.
(Whereupon Exhibit 4 was marked for identification.) MS. PICHELMAN: And finally there is a Certificate Regarding Making News Release Available to Local Newspapers, Television, and Radio Stations, and this is dated January

29th, 2008 and signed by Jimmie Turner.
JUDGE HILLSON: Okay. I have
marked that as Exhibit 5. Do you want to move those five exhibits into evidence?
(Whereupon Exhibit 5 was marked for
identification.)
MS. PICHELMAN: Yes, please.
JUDGE HILLSON: Okay. I'll
receive Exhibits 1 through 5 into evidence.
(Whereupon Exhibits 1
through 5 were received
into evidence.)
MS. PICHELMAN: Thank you, your Honor.

JUDGE HILLSON: Okay. Are there any other preliminary matters before you call the first witness?

MS. PICHELMAN: No, your Honor.
JUDGE HILLSON: Okay. Then why don't you call your first witness, please. MS. PICHELMAN: Okay. I'd like to
call Suzanne Dash.
JUDGE HILLSON: Why don't you sit up here? It might be easier. Please raise your right hand.

Whereupon,
SUZANNE DASH
having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Could you please state your name and spell it for the record?

THE WITNESS: Suzanne Dash, S-u-z-a-n-n-e, and the last name is $D-a-s-h$.

JUDGE HILLSON: Okay. This is your witness, Ms. Pichelman.

MS. PICHELMAN: Good morning, Ms.
Dash. Could you please tell us your current job title?

THE WITNESS: I'm an Agricultural Economist with the Economic Analysis and Program Planning Branch of the Fruit and Vegetable Programs of the Agriculture

Marketing Service of USDA.
MS. PICHELMAN: Could you tell us a little bit about your educational background since high school?

THE WITNESS: I received a Bachelor's Degree in Agricultural Economics from the University of Illinois in 1978 and a Master's Degree in Agricultural Economics from the University of Wisconsin in 1982.

MS. PICHELMAN: And how long have you worked for USDA?

THE WITNESS: I have worked for the U.S. Department of Agriculture since 1982.

MS. PICHELMAN: And could you briefly describe your current job duties at USDA?

THE WITNESS: My duties include providing economic analyses of the impact of changes in marketing order programs for fruits, vegetables, nuts and specialty products. I also conduct analyses of fruits and vegetables that are purchased for domestic feeding programs.

MS. PICHELMAN: As a part of your job duties, did you prepare anything for the hearing today?

THE WITNESS: For this hearing, I have prepared a report titled Florida Fresh Citrus Statistical Information. The sources for the data used in this report are from the National Agricultural Statistics Service and the Economic Research Service of USDA.

MS. PICHELMAN: Ms. Dash, do you support or oppose any of the proposed amendments being presented at the hearing today?

THE WITNESS: Concerning the various proposed amendments, I take a neutral position. The purpose of this paper is to introduce NASS and ERS data and other information into the hearing record. These data and graphs are intended for use by participants in this hearing and by USDA in discussing and analyzing the merits of the
various proposed amendments.
MS. PICHELMAN: Could you take us through your report and describe the tables and the charts that you have within your report?

THE WITNESS: The topics covered in this report include bearing acreage, yield, production and utilization and grower prices. Data for Florida citrus and for total citrus grown in the United States are included.

Under Grapefruit, this section of the statistical report uses tables and graphs to describe grapefruit marketing. Florida is the major producer of grapefruit in the United States and accounts for most grapefruit sold for processing. Florida also produces about two thirds of the U.S. production that is sold as fresh. Texas and California also produce grapefruit, mostly for the fresh market. Arizona is a minor producer. Texas, California and Arizona accounted for 19, 10 and less than one percent respectively of
total U.S. production in the 2006-07 season. The grapefruit season begins in September for Florida, October for Texas and in November for Arizona and California.

Bearing Acreage and Yield. Table one and charts one and two show grapefruit bearing acreage and yield for Florida and the U.S. Some of the tables that refer to production in tons or pounds, on the back I have the same table in boxes.

Table one and charts one and two show grapefruit bearing acreage and yield for Florida and the U.S. Bearing acreage for the U.S. was highest in the first years shown in the table and charts peaking at 199.3 thousand acres in 1982-83. Changes in bearing acreage for the U.S. were more variable in the 1980's than for Florida. U.S. acreage declined and then rose before generally falling since 199697. For Florida, bearing acreage peaked in 1996-97 at 139.2 thousand acres. It has dropped to less than half that amount in 2006- 07.

The graph shows that yields, while varying annually, have not shown any trend over the reported time period. Hurricane damage caused the large drop in yield in 200405. The average yield for the five year period 2002-03 to 2006-07, dropping the hurricane impacted 2004-05, was 18.05 tons per acre for Florida. For U.S., the figure was 16.56.

MS. PICHELMAN: Ms. Dash, I notice that in table one, and actually all of your tables and charts, you started with the 198081 season. Why did you do that?

THE WITNESS: I like to have 25
years of data to show trends. Actually, I'm showing for most tables 27 years just starting with the decade 1980.

MS. PICHELMAN: Thank you. Please continue.

THE WITNESS: Tables two through four and charts three through six show
production and utilization for Florida and the U.S. Florida accounts for over 75 percent of U.S. production.

For the first half of the time series presented, U.S. and Florida production fluctuated significantly more than in the second half. Since 1999-2000, production has generally been declining, partly due to significant damage to Florida's crop from hurricanes in 2004 and '05, which reduced production by 69 percent in 2004. 2005 production was down 53 percent from 2003. In addition, extensive damage to groves has been caused by citrus canker and greening, both of which continue to be extremely serious problems. Florida's
grapefruit crop in the 2007-08 season is forecast to decline almost 10 percent from last season to 1.0 million tons or 24.5 million boxes.

Imports of fresh grapefruit are insignificant. Exports are an important part
of the market. Exports have averaged about 45 percent of production in recent years.

Grower Prices. Table five and charts seven and eight show grower prices. The on-tree fresh price is calculated by NASS based on FOB prices with estimated picking, hauling, packing and grading costs subtracted out. The on-tree price for processing is also derived and is equivalent to processing plant door price minus picking, hauling and sorting costs. The same calculations to come up with grower prices are done to make estimates of on-tree prices for orange, tangerine and tangelo prices.

The average on-tree price received by grapefruit growers trended upward, trended slightly up during the 1980's for an average price of $\$ 3.88$ per box. Prices declined in the 1990's for an average of $\$ 3.09$ per box. Recently, Florida's grapefruit producers have experienced several years of stressful marketing conditions. Hurricanes in 2004 and

2005 severely reduced the state's grapefruit crops. In addition, extensive reductions in acreage have resulted from citrus canker and greening. Production declines in the 2004-05 and 2005-06 seasons led to higher grower prices.

The average Florida grower price for grapefruit sold for fresh was $\$ 19.51$ per box in the 2004-05 marketing year and \$13.96 in 2005-06. By comparison, the prices for the 2003-04 and 2002-03 marketing years were $\$ 7.32$ and $\$ 5.63$ respectively. The price declined to a more historically normal level of $\$ 9.51$ per box in 2006-07 because of increased production and high processed inventory levels.

Under Oranges, Florida is the major producer of oranges in the United States accounting for almost 80 percent of U.S. production. Most of Florida's production is processed. California is the other significant producer of oranges, mostly for the fresh market. Texas and Arizona are minor
producers. California accounts for approximately 19 percent of total U.S. production and Texas and Arizona account for less than one percent. The season begins in October for Florida and Texas and in November for Arizona and California.

Bearing Acreage and Yield. Table six and charts nine and 10 show orange bearing acreage and yield for Florida and the U.S. Bearing acreage for Florida declined in the early 1980's to a low of 367.6 thousand acres in 1985-86 and then began to increase again. Bearing acreage peaked at almost 625,000 acres in 1996-97, and since then acreage has trended downward. Since 2002-03, bearing acreage has dropped 19 percent. Because Florida is the major producer, total U.S. bearing acreage has followed the rise and fall of Florida's acreage.

> Chart nine shows that yields trended up moderately over the time period presented, but have dropped significantly the
past three seasons because of weather and disease problems. Yields in Florida averaged 12.7 tons for the three seasons from 2004-05 to 2006-07. The average yield for the five years prior to 2004-05 at 17.3 tons was almost 40 percent higher. Year to year variation since 1980-81 averaged 14 percent. Production and Utilization. Tables seven through nine and charts 11 through 15 show orange production and utilization for Florida and the U.S. In the first half of the time series presented, U.S. and Florida production fluctuated significantly more than in the second half. Since 1999-2000, production has generally been declining partly due to significant damage to Florida's crops from hurricanes in 2004-05, which resulted in a production drop of 68.7 percent.

Removal of acreage because of citrus canker and greening has affected orange groves also. Florida's orange crop is
forecast to reach 7.5 million tons or 166 million boxes in 2007-08. If realized, it would be the biggest crop since 2003-04, but still small compared with recent pre-hurricane season crops.

Less than five percent of
Florida's orange production goes to the fresh market. Florida's fresh oranges accounted for less than 20 percent of U.S. production of fresh oranges. Imports of fresh oranges are a small percentage of the fresh market, although inching up in recent years. Imports have accounted for 3.7 percent of the U.S. supply of fresh oranges in the last 10 years. The comparable figure for the 10 years prior to that is 1.3 percent. Exports of fresh oranges have averaged 27 percent of U.S. production in the last decade.

Grower Prices. Table 10 and charts 16 and 17 show grower prices. The average on-tree price received by Florida orange growers for oranges sold fresh has
varied significantly year to year. However, prices have tended to be lower since 1992-93. Between 1980-81 and 1991-92, prices averaged \$7.62 per box. Between 1992-93 and 2006-07, the average dropped to $\$ 5.76$ per box. Prices were very high last season because of California's reduced production after the January 2007 freeze.

Tangerines and Tangelos. Florida produces more than half of the fresh tangerines grown in the United States and all the NASS reported production of tangelos. California and Arizona are the other major producers of tangerines. Florida's production of tangerines and tangelos is about four percent of its total orange production, but the state's fresh tangerine and tangelo production is about 50 percent of its fresh orange production. Approximately two-thirds of Florida's tangerines are sold in the fresh market while less than half of the tangelos are sold fresh. The tangerine season begins
in October for Florida, and in November for Arizona and California. The tangelo season begins in October.

Acreage, Production and
Utilization. Tables 11 and 12 and charts 18 through 21 show tangerine and tangelo bearing acreage, production for Florida and supply and utilization for the U.S. Similar to oranges, bearing acreage for tangerines and tangelos has been declining. Tangerine and tangelo acreage in Florida peaked in 1996-97 at 42,000 acres. It has since dropped in half to 21,000 acres in 2006-07. Processed production has similarly declined while fresh use has declined only 27 percent. Florida's tangerine and tangelo crops in the 2007-08 season are forecast at 228,000 tons or 4.8 million boxes, and 59,000 tons, 1.3 million boxes, respectively.

Tables 13 and 14 and charts 22 and 23 show annual average on-tree prices. Data going back 14 seasons is all that is available
from NASS. The average on-tree price received in Florida for tangerines sold fresh peaked in 1995-96 at $\$ 17.15$ per box. Prices declined through 1999-2000 and then rose to $\$ 16.00$ per box in 2006-07. Processed prices have been steadier over the time period shown with a large jump in price in the 2006-07 season. U.S. prices and Florida prices are similar and vary annually in a similar pattern.

This concludes my remarks
concerning the report presented at this hearing which introduces some supply and demand information for Florida citrus.

MS. PICHELMAN: Ms. Dash, did you prepare each of the tables and charts in this report?

THE WITNESS: Yes.
MS. PICHELMAN: And have you had a chance to review the report?

THE WITNESS: Yes.
MS. PICHELMAN: Do you believe that the information in this report is
accurate to the best of your knowledge?
THE WITNESS: I do.
MS. PICHELMAN: Thank you. We have no further questions for this witness. JUDGE HILLSON: Okay. I presume you want her written testimony to be marked and introduced into evidence?

MS. PICHELMAN: Yes, please, your Honor.

JUDGE HILLSON: I'm going to mark
that as Exhibit 6 and unless I get an objection, I'm going to receive it into evidence. And likewise, the statistical information I'm going to mark as Exhibit 7 and receive that into evidence.

If anyone has questions of Ms.
Dash, just remember to please identify yourself before you ask questions. Anyone over here on my right from the industry side have any questions for Ms. Dash? Anyone have any further follow-up questions from the government side on my left?

Ms. Dash, you're free to return to your seat. And then, Ms. Pichelman, she was the only government witness you were going to call, right?
(Whereupon Exhibits 6 and 7 were marked for identification and received into evidence.)

MS. PICHELMAN: Yes, your Honor.
JUDGE HILLSON: Okay. Now I have a list that was given to me of witnesses testifying on behalf of the industry. Is it going to be in the order that $I$ have here, do you know? Have you seen this list?

MR. CHADWELL: Yes.
JUDGE HILLSON: I have Mr.
Chadwell going first. Is that correct?
MR. CHADWELL: Yes.
JUDGE HILLSON: Okay. You can either, yes, first we need copies of your statement. And I'll give you the option of testifying from your seat or moving over to
the official witness chair.
MR. CHADWELL: I'm fine, thanks -here.

JUDGE HILLSON: Okay. I'm assuming you're going to want to introduce this into evidence when you're done, so I'm going to mark the package you gave me as Exhibit 8, okay?
(Whereupon Exhibit 8 was marked for identification)

MR. CHADWELL: Eight?
JUDGE HILLSON: Eight. And if
you'd please raise your right hand. Whereupon,

ARTHUR B. CHADWELL having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: State your name and spell it for the record and then you may go on and --

THE WITNESS: My name is Arthur $B$.
Chadwell, C-h-a-d-w-e-l-l. In my testimony I have included four charts and four tables of information that $I$ used to derive my numbers from. Also, I have with my testimony a glossary of terms that are very common to our industry that in my testimony and others will probably be used, and so I thought it may be a good idea to have those as reference.

My name is Arthur B. Chadwell. I reside at 723 Success Avenue, Lakeland, Florida. I am the Manager of the Citrus Administrative Committee, which administers Federal Marketing Order No. 905, Oranges, Grapefruit, Tangerines and Tangelos grown in Florida.

Due to the number of citrus
related terms that will be used in the testimony today, I have included a glossary of terms. I also included four tables which includes by variety for the past ten seasons, bearing acreage, production, production per
acre, utilization, both fresh and processed, and on-tree returns. There are also charts for production and fresh shipments for the past ten seasons and a chart of fresh shipments by variety.

Citrus Industry Structure and
Organizations. Federal Marketing Order No. 905 was promulgated in 1939 and was last amended under formal rule making on September 8, 1989. The production area for the marketing order is that portion of the state of Florida which is bounded by the Suwannee River, the Georgia border, the Atlantic Ocean and the Gulf of Mexico.

The Citrus Administrative
Committee (CAC) is comprised of 18 members and their alternates. Nine members and alternates are grower members. Eight members and alternates are shipper members, and one member and alternate represent the public. All members serve one-year terms of office that run from August 1 through July 31. Members
may serve a maximum of three consecutive terms.

Producer, grower, members are nominated at grower nomination meetings. Handler, shipper, members are nominated at shipper nomination meetings. The committee nominates the public member and alternate.

All members and their alternates are appointed by the Secretary of Agriculture and serve at the Secretary's pleasure.

Federal Marketing Order 905 authorizes grade, size, maturity, quality and volume regulations. Additionally, export regulations include size, capacity, weight, dimensions, marking or pack of the container regulations are authorized. Grade and size requirements are in effect for citrus shipped to destinations outside the production area. Volume regulations may be placed on red grapefruit and specific varieties based on size. Shipping holidays may be authorized during the Thanksgiving and Christmas holiday seasons.

Under 8E, grapefruit imports must meet the same or comparable minimum grade, size, quality and maturity requirements, as specified under Federal Marketing Order No. 905. Federal Marketing Order 905 only regulates the fresh segment of the Florida citrus industry.

In 1935 with the legislative passing of the Florida Citrus Code, the Florida Citrus Commission, (Commission), and the Florida Department of Citrus, (FDOC), were established as an agency of the state government to provide a wide variety of programs involving industry regulation, scientific, market and economic research, advertising, merchandising, public and industry relations and consumer promotions. A 12 member board, the Commission governs the FDOC. The Governor of Florida appoints the Commission, which is made up of seven growers, three grower/processors and two
grower/shippers. Each commissioner serves a three year term.

The FDOC is a state agency but is unique in that its operations are not funded through the state's general revenue fund but the state charges an administrative fee. Growers of Florida citrus fund the FDOC through an excise tax placed on each box of citrus that moves through commercial channels. The Commission is responsible for setting the annual amount of the excise tax as well as quality standards for all citrus grown, packed or processed in Florida.

In 1991 the Florida citrus growers approved in a referendum the Florida Citrus Production Research Marketing Order, which is administered by the Florida Citrus Production Research Advisory Council (FPRAC). The FPRAC consists of 14 grower representatives who work under guidelines established by the marketing order. They are selected from the state's major citrus growing areas and serve four year
terms. The tax rate is determined annually by the FCRPAC and funds are disbursed to solve important citrus production problems.

This marketing order put into effect regulations which allow growers to tax themselves up to one cent per box of fruit, produce and direct those funds to help researchers solve industry production problems. Funds are awarded as competitive grants selected from proposals submitted by the research community to the FCPRAC each year.

There will be more details presented by the testimony of others on the FDOC and the Florida Citrus Production Research Marketing Order and their roles in the fresh segment of the industry.

The Florida citrus industry has a number of voluntary organizations that represent the interest of their members before the above mentioned citrus taxing authorities in addition to other regulatory and
governmental agencies.
The grower organizations range from a statewide organization, Florida Citrus Mutual, to regional organizations, Indian River Citrus League, Gulf Citrus Growers Association and the Peace River Growers Association. Also, the Highlands Citrus Growers Association that represents growers located in Highlands County.

The Florida Citrus Packers (Packers), is a voluntary shipper organization that represents the interest of commercial shippers. The Packers also tax their members to fund special projects important to the fresh citrus industry. There will be testimony from the Packers on the proposed amendment to include the authority to establish and conduct research and promotion activities, including paid advertising.

Through these organizations and their websites, publications and meetings, Florida citrus growers and shippers are kept
up to date on citrus related issues affecting their business.

Florida Citrus Grower. The number of citrus growers in Florida was reported to be 7,653 in the 2002 U.S. Census of Agriculture for Florida. The same census report stated there were 871,753 acres of citrus in Florida. Given the citrus acreage and the number of growers reported in the 2002 census, the average acreage per grower is 114 acres.

A small grower, as defined by the Small Business Administration (SBA), is one that grosses less than \$750,000 annually and given the on-tree returns and boxes produced per acre as shown on Tables one, two, three and four, gives support that a small Florida citrus grower is one that has approximately 350 acres. Using this as a base for estimating the number of small growers, a case could be made that the majority of Florida citrus growers would meet the SBA definition.

Florida Fresh Fruit Shipper. Over the past 25 years, the number of shippers has declined over 50 percent and as of the end of the 2005-06 season, there were 58 commercial shippers. The top 20 shipper's shipments during the 2005-2006 season accounted for over 75 percent of the shipments. During the 20062007 season, there were 51 commercial shippers, seven fewer shippers, 13 percent reduction, from the previous season and the top 20 shippers shipped 80 percent of the shipments. For the current 2007-08 season, there were 48 shippers and the top 20 shippers have shipped 77 percent of the volume shipped through December 2007 and three of the 48 shippers have shipped less than 100 boxes.

Also changing is the number of shippers with their own in-house sales agencies. 25 years ago there were only two major sales agencies that marketed fruit for multiple shippers. During the 2005-2006 season, only six of the top 20 shippers had
their own in-house sales agencies. The consolidation of shippers has been greatest within the marketing cooperatives. Ron Muraro, Extension Economist, University of Florida, IFAS, Citrus Research and Education Center published the Average Packing Charges for Florida Citrus, 2005-2006 season, and the average packing charge per box of Florida citrus was $\$ 9.18$. This is the most recent published data. The SBA definition of a small shipper is a shipper who grosses less than $\$ 6.5$ million. Given the average packing charge and each shipper's shipments during the 2005-2006 season, 55 of the 58 shippers, or 94 percent of the shippers, could be considered small shippers.

## Florida Citrus Acreage and

Production. Citrus is grown in 28 of Florida's 67 counties. The top 15 counties have 93 percent of the commercial acreage as reported by the Agricultural Statistic Service in the Commercial Citrus Inventory 2006.

There were 621,373 acres of commercial citrus in Florida in 2006, compared to 845,260 acres of commercial citrus in 1998, a 26 percent reduction.

Of the 223,887 acres lost during this eight year period, 20 percent was orange acreage, 52 percent was grapefruit acreage and 47 percent was specialty citrus fruit acreage. During this same time frame, Florida's citrus production decreased 47 percent from over 304 million boxes to 162 million boxes. A chart of Florida's citrus production for the past ten seasons is attached as Florida Citrus Production.

It must also be noted that Florida's citrus production during the past three seasons has been adversely affected by the 2004-2005 hurricanes whose tracks took them through Florida's citrus producing counties. Also affecting the loss of citrus acreage and therefore production was the pushing of citrus trees to eradicate citrus canker.

The bearing acres, production, fresh and processed utilization and on-tree prices (farm gate) for the past 10 seasons are listed in tables one, two, three and four. The sources of the statistical data and definitions used to develop the charts and tables as noted on the tables.

The vast majority of citrus produced in Florida is utilized in the production of processed juice products. During the last ten seasons, 88 percent of the citrus produced in Florida was utilized in the production of processed products while 12 percent was utilized for fresh.

Florida Fresh Shipments. Over the past ten seasons, the fresh segment of the industry utilized five percent of the oranges, 39 percent of the grapefruit and 54 percent of the specialty citrus fruit. Of the oranges utilized for fresh shipments, Navel oranges average 40 percent of the orange shipments and

10 percent of total fresh citrus shipments each season. Specialty citrus varieties are Temple oranges, tangelos, Fallglo tangerines, Sunburst tangerines and Honey tangerines.

During this same 10 seasons, the amount of Florida citrus utilized in fresh channels of trade decreased 43 percent from approximately $33,000,000$ boxes shipped in the 1997-98 season to less than 19,000, 000 boxes shipped in the 2006-2007 season. A chart of Florida's fresh citrus shipments, Fresh Florida Citrus Shipments, is attached. Given these statistics, it's apparent the fresh segment of the industry is not the dominant player within the Florida citrus industry. Over the past four seasons, oranges made up 28 percent, specialty citrus 20 percent, export grapefruit 35 percent, and domestic grapefruit 17 percent of Florida's fresh shipments. The past four seasons were chosen as they, in my opinion, represent the current fresh segment of the industry.

Grapefruit exports over the past four seasons has averaged 67 percent of the total grapefruit shipped from Florida. The attached Fresh Citrus Shipments by Variety chart illustrates these shipments.

The shipment of fresh Florida citrus begins in mid to late September when Fallglo tangerines and Navel oranges are shipped, followed by grapefruit shipments in October. By the first of November, all fresh fruit packinghouses are up and shipping fruit. Fresh fruit shipments peak the second week of December. By mid-January, early tangerines, Fallglo and Sunburst, Navel oranges and tangelo shipments are complete. Offshore export of grapefruit is heaviest from midJanuary to the end of April. Honey tangerines and Valencia orange shipments begin in late February. The fresh fruit season ends in late May with small volumes of Valencia oranges shipped through June.

Most of the citrus designated for
fresh shipments is harvested and packed within two days and is shipped within four to six days. However, in the late spring there are some Valencia oranges placed in cold storage to be marketed during the summer months. Therefore, Florida citrus is in the fresh channel of trade for approximately 10 months each year.

The market for fresh Florida
citrus extends beyond the borders of the United States. Last season, 59 percent of Florida's fresh shipments went to the United States, 23 percent to the Pacific Rim countries, 12 percent to Europe and the remaining six percent to Canada. Attached is Fresh Shipments by Country chart illustrating these shipments.

The interstate movement of fresh
citrus from Florida to domestic markets is currently governed by the Code of Federal Regulation, CFR 301.75 Subpart Citrus Canker. This subpart establishes a citrus canker
quarantine throughout the state of Florida and outlines requirements of fruit shipped from a quarantine area to other U.S. states and territories.

Cost of Production and Grower Returns. In August of 2005, Ron Nuraro published information on production cost for producing oranges and grapefruit for the fresh market. The cost of producing oranges for the fresh market was $\$ 1,000$ while the cost of producing grapefruit was $\$ 1,150$ per acre. However, it must be noted that since August 2005 these costs have greatly increased due to increased energy cost which affects all inputs used in the production, harvesting and packing of citrus for the fresh market.

Not included in Ron's cost are the ever increasing regulatory costs to combat citrus canker and greening, which has been estimated as high as $\$ 300$ per acre. These two diseases will be discussed later in my testimony. Also, the loss of trees and the
very limited supply of replacement trees available to growers to reset their groves is adding to the cost of each box of citrus produced. And as more trees are lost to these diseases, it may become very difficult for growers to cover the cost of production in the future.

Grower returns over the past ten
seasons have gone from below the cost of production for some varieties, especially Navel oranges, white and red grapefruit, Temple oranges and tangelos to some of the highest returns on record. The highest returns were last season when demand was greater than supply due to the reduced production during the 2004-2005 and 2005-2006 seasons caused by the hurricanes in 2004 and 2005, coupled with the reduced supply of Navel oranges from California.

However, given the projected decrease in citrus production from Florida for the next five years or more, the rising cost
of production, it will become much more difficult for growers to cover their cost in the upcoming seasons. For growers producing Navel oranges, specialty citrus and grapefruit, the fresh market is their only viable option as the on-tree prices they receive for that portion of their crop that is utilized for processing will not cover their cost of production. Also, these varieties make up 85 percent of Florida's fresh citrus shipments.

There are two major diseases, canker and greening, that are having a devastating affect on Florida's citrus crops. Citrus canker is a bacterial disease that attacks fruits, leaves and stems. Unsightly lesions caused by this disease result in fruit not saleable in fresh markets.

Greening, sometimes called HLB, is considered by many to be the most serious, devastating citrus disease. This disease causes a serious and rapid decline of citrus
trees that is impossible to contain once it has become established in a planting. Citrus health and crop quality are profoundly affected. Both of these diseases are adding additional cost to production, harvesting and packing of Florida citrus produced for the fresh market. The effects of these two diseases will be discussed in testimony concerning the fourth proposed amendment to include the authority to tax fresh shipments to fund scientific research. These two diseases are the greatest threat to the viability of Florida's citrus industry and finding a cure for these diseases must be put on the fast track or there may not be a citrus industry in Florida within 10 years.

Florida has supplied fresh citrus
to consumers for over 100 years and I believe there will be a citrus industry in Florida. Research and market development will play an important role in the survival of our
industry.
JUDGE HILLSON: Okay. Mr.
Chadwell, I assume you want this document received into evidence as Exhibit 8?

THE WITNESS: Yes.
JUDGE HILLSON: And I'm assuming there won't be any objection to that.

MS. PICHELMAN: No objection.
JUDGE HILLSON: I'm receiving this document as Exhibit 8. First of all, I'll ask Ms. Pichelman, do you have any questions of Mr. Chadwell? I'm asking you first Ms. Pichelman, do you have any questions?
(Whereupon Exhibit 8 was
received into evidence.)
MS. PICHELMAN: Sure.
JUDGE HILLSON: Oh, you have a certain order you want to question --

MS. PICHELMAN: I'm going to let AMS ask any of their questions first.

JUDGE HILLSON: Okay. Once again, just remind you to identify yourself before
you ask you your question.
MS. SCHMAEDICK: My name is
Melissa Schmaedick and thank you for your testimony this morning. It was a very thorough overview of your industry. Thanks. I have just a couple of questions to clarify some terminology.

THE WITNESS: Okay.
MS. SCHMAEDICK: I know you have a glossary, but just to kind of get it into the hearing record, you used, let's see, an acronym, IFAS?

THE WITNESS: IFAS, Institute of Food and Agricultural Science.

MS. SCHMAEDICK: Okay. And then you used a term which $I$ know is common within the industry, but maybe not so common up in D.C.

THE WITNESS: Okay.
MS. SCHMAEDICK: On page six you said pushing of citrus trees. Can you explain what that means?

THE WITNESS: Okay. What I, the pushing of citrus trees is where they come in and remove trees from the planted grove and they remove them, what I was referring to was the, was the, the eradication program that Florida was under for a few years where trees with citrus canker were required to be removed from, from the planting.

MS. SCHMAEDICK: Okay.
THE WITNESS: So it is physically removing trees out of the planting. MS. SCHMAEDICK: Okay. Another question for you, on page nine at the bottom of the page you have a sentence that says, for growers producing Navel oranges, specialty citrus and grapefruit, the fresh market is their only viable option as the on-tree prices they receive for that portion of their crop that is utilized for processing will not cover the cost of the production.

So I was trying to understand, let's say Navel oranges for example. Is that
a product that could be used in either the fresh or the processed market?

THE WITNESS: Navel oranges can be utilized in both fresh and processed. And the reason I made the statement about their pounds, solid, the amount of juice they produce is less than early season and Valencia oranges, and their quality of their juice is somewhat less desirable, so therefore the price that they receive is less than the price that is received for oranges that are utilized for processing.

MS. SCHMAEDICK: Okay. Are there distinct differences then in the type of or the variety of citrus grown for processing versus fresh?

THE WITNESS: Yes. Navel oranges, speciality which are the tangerines and the Temples and Tangelos, and grapefruit are grown for fresh utilization, whereas early season -and mid-season -- oranges and Valencia oranges are predominantly raised for the processed
market. However, a small percentage of those oranges are utilized in fresh, but only three to five percent of those oranges are utilized in the fresh.

MS. SCHMAEDICK: And again just to
clarify for our understanding, when you talk about the fresh market versus the processed market, can you put it in layman's terms? Fresh means, for example, the whole fruit?

THE WITNESS: Fresh is, yes, fresh
is, the fresh citrus industry is where they take the whole fruit and they prepare it for market, wash it, wax it and put it in a carton and it is sold in the fresh form as a whole piece of fruit. Processed is what, is the fruit that is utilized in a processing plant where it is squeezed to produce citrus products, mainly orange juice.

MS. SCHMAEDICK: Okay. And the term fresh processed, what does that mean? Is that like, for example, fruit that might be peeled and sold in a consumable form?

THE WITNESS: In Florida, there is
extremely limited amounts of fruit that is
fresh cut or prepared to be sold in, without the skin, without the peel.

MS. SCHMAEDICK: Okay.
THE WITNESS: So that is a, to my knowledge, an extremely small amount. So when we talk about fresh, it's with the peel on, ship the whole fruit.

MS. SCHMAEDICK: Okay. And
processed predominantly is juice.
THE WITNESS: Is juice.
MS. SCHMAEDICK: And that's all
pasteurized?
THE WITNESS: Pasteurized and not from concentrate, correct.

MS. SCHMAEDICK: Okay. And --
THE WITNESS: And concentrate.
MS. SCHMAEDICK: Okay. And growers, do they typically grow both kinds of varieties or is there sort of a segregation between growers that are just processed or just fresh?

THE WITNESS: The large percentage, and I would just have to throw out a percentage, but 20 percent of the growers raise fruit for the fresh market, but the vast majority of citrus growers in Florida raise their fruit solely for processed products. And that is mainly your early oranges and your Valencia oranges, but by numbers, the, the greatest number of growers just raise fruit for the processed market.

MS. SCHMAEDICK: Okay. Also in
your testimony, a couple of times you made a reference to a tax, an excise tax. Now under Federal marketing orders, we use the term assessment. Would you say that that's -THE WITNESS: An assessment, yes. The, the two taxing authorities in Florida, there is an assessment on each box of fruit that is utilized in the commercial channel of trade.

MS. SCHMAEDICK: Okay. That, I
think, is all the questions $I$ have for now.
JUDGE HILLSON: Does anyone else have questions over there?

MS. MAY: I just have one that Melissa didn't ask. My name is Laurel May with USDA.

Am I correct in understanding that with citrus canker when you push a tree, you don't just push the one tree that's affected, but trees in a certain radius away from that area?

THE WITNESS: When the program was in effect, the, if they found an infected tree then trees within a 1,900 feet radius had to be removed. So not only did the diseased tree, was removed but also trees that may not show any symptoms were also removed.

MS. MAY: Okay, thank you.
JUDGE HILLSON: Anyone else have questions on this side?

MR. NISSEN: Chris Nissen -- the program, that's no longer in place.

THE WITNESS: It is no longer in effect.

MR. NISSEN: So when they take out trees, they're just taking out the single tree or how are they working at that?

THE WITNESS: Now, currently?
MR. NISSEN: Yes.
THE WITNESS: I, I would, I can't really answer that. Some of the growers could better answer that.

JUDGE HILLSON: Any further questions from the government side? Anything else you want to say at this point? Okay, thank you for testifying.

Who's next? On my list I have Mr.
Raley. Does that sound right? Okay. Could you distribute your statement, please? Yes, maybe in the future you can just get all the statements distributed -- so that we don't have to keep popping up and doing this. I'm going to take a break after Mr. Raley. We'll take a ten minute break, so we can do the rest
of them during the break.
Mr. Raley, if you could please
raise your right hand.
Whereupon,
LINDSAY RALEY
having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Can you please state your name and spell it for the record?

THE WITNESS: It's Lindsay Raley, L-i-n-d-s-a-y, R-a-l-e-y.

JUDGE HILLSON: Okay, and I'm just going to mark your statement as Exhibit 9, presuming it will be introduced later on, but right now I'm just marking it in case we have any questions on it. So you may give your testimony.
(Whereupon Exhibit 9 was marked for identification.)

THE WITNESS: Thank you. Good
morning. My name is Lindsay Raley. I reside at 208 Palmola Street, Lakeland, Florida. I am the Chairman of the Citrus Administrative Committee, or the CAC, and was the Chairman of the Amendments Study Subcommittee, which recommended the four proposed amendments to the CAC last May. I am also a grower and President and Chairman of the Board of Dundee Citrus Growers Association.

Discussions regarding possible amendments to Federal Marketing Order 905, or the order, informally began more than two years ago when the Florida Citrus Packers, known as the Packers, approached the CAC to consider adding marketing, including paid advertising, and production research authority to the order. After receiving a formal request by the Packers last fall, CAC Chairman Daryl Jacobs appointed the Amendment Study Subcommittee, the subcommittee, to thoroughly review the order along with the Packer's request, and develop a list of recommended
changes for consideration by the CAC prior to the end of the current 2006-07 season.

In addition to the CAC review, the proposed amendments were presented to industry groups for review and consideration, including the Packers, which represents packers of fresh Florida citrus; the Indian River Citrus League, otherwise known as the League, which represents mostly grapefruit growers in Florida; Florida Citrus Mutual, known as Mutual, which represents Florida citrus growers. The proposed amendments were posted on the CAC website for the Florida citrus industry at large to review and there were no comments in opposition.

On May 29th, 2007, the CAC met to
review and discuss the subcommittee's recommendations to amend the Federal Marketing Order 905, which regulates shipments of fresh oranges, grapefruit, tangerines and tangelos grown in Florida. The CAC, which administers the order, voted unanimously to support four
amendment proposals.
Proposal Number 1: Reduction of committee representation of producers and shippers affiliated with cooperative marketing organizations.

The current language in Section 905.23, Selection (a) From the nominations made pursuant to 905.22 (a) or from other qualified persons, the Secretary shall select one member and one alternate member to represent District 2 and two members and two alternate members each to represent District 1, 3, 4 and 5 or such other number of members and alternate members from each district as may be prescribed pursuant to 905.14. At least three such members and their alternates shall be affiliated with bona fide cooperative marketing organizations.
(b) From the nominations made pursuant to 905.22 (b) or from other qualified persons, the Secretary shall select at least three members and their alternates to
represent bona fide cooperative marketing organizations which are handlers, and the remaining members and their alternates to represent handlers who are not affiliated. Proposal Number 1 would revise 905.23 Selection to read as follows: Section 905.23, Selection (a) From the nominations made pursuant to 905.22 (a) or other qualified persons, the Secretary shall select one member and one alternate member to represent District 2 and two members and two alternate members each to represent Districts 1, 3, 4 and 5 or other such number of members and alternate members from each district as may be prescribed pursuant to 905.14. At least two such members and their alternates shall be affiliated with bona fide cooperative marketing organizations.
(b) From the nominations made pursuant to 905.22 (b) or from other qualified persons, the Secretary shall select at least two members and their alternates to represent
bona fide cooperative marketing organizations which are handlers, and the remaining members and their alternates to represent handlers who are not affiliated.

Current language in Section 905.22
Nominations. (a) Grower member. (1) The committee shall give public notice of a meeting of producers in each district to be held not later than July 10 of each year for the purpose of making nominations for grower members and alternate grower members. The committee, with the approval of the Secretary, shall prescribe uniform rules to govern such meetings and the balloting thereat. The Chairman of each meeting the names of the persons nominated, and the Chairman and Secretary of each such meeting shall transmit to the Secretary their certification as to the number of votes so cast, the names of the persons nominated and such other information as the Secretary may request. All nominations shall be submitted to the Secretary on or
before the 20th day of July.
(2) Each nominee shall be a producer in the district from which he is nominated. In voting for nominees, each producer shall be entitled to cast one vote for each nominee in each of the districts in which he is a producer. At least three of the nominees and their alternates so nominated shall be affiliated with a bona fide cooperative marketing organization. (a) Shipper member. (1) The committee shall give public notice of a meeting for bona fide cooperative marketing organizations which are handlers and a meeting for other who are not so affiliated to be held not later than July 10th of each year for the purpose of making nominations for shipper members and their alternates. The committee, with the approval of the Secretary, shall prescribe uniform rules to govern such meetings and the balloting thereof. The Chairman of each such meeting shall publicly
announce at the meeting the names of the person nominated and the Chairman and Secretary of each such meeting shall transmit to the Secretary their certification as to the number of votes cast, the weight by volume of those shipments voted and such other information as the Secretary may request. All persons nominated and the Chairman and Secretary of all nominations shall be submitted to the Secretary on or before the 20th day of July.
(2) Nominations of at least three members and their alternates shall be made by bona fide cooperative marketing organizations which are handlers. Nominations for not more than five members and their alternates shall be made by handlers who are not so affiliated. In voting for nominees, each handler or his authorized representative shall be entitled to cast one vote, which shall be weighted by the volume of fruit by such handler during the then current fiscal period.

Proposal 1 would revise Selection 905.22 (a) (2) to read as follows: (2) Each nominee shall be a producer in the district from which he is nominated. In voting for nominees, each producer shall be entitled to cast one vote for each nominee in each of the districts in which he is a producer. At least two of the nominees and their alternates so nominated shall be affiliated with a bona fide cooperative marketing organization.

Proposal 1 would revise Selection 905.22 (b) (2) to read as follows: (2) Nomination of at least two members and their alternates shall be made by bona fide cooperative marketing organizations which are handlers. Nominations for more than five members and their alternates shall be made by handlers who are not so affiliated. In voting for nominees, each handler or his authorized representative shall be entitled to cast one vote, which shall be weighted by volume of fruit by such handler during the then current
fiscal period.
This amendment would reduce committee representation of producers and shippers affiliated with cooperative marketing organizations from three to two producer members and from three to two shipper members. This revision better represents the make up of the Florida citrus industry.

The current order reflects
industry memberships and functions of the late 1980's and before. At that time, cooperative entities represented a relatively larger proportion of the industry than they currently do and their membership on the committee was structured to ensure accurate representation of cooperative interests. Over time, the representation of cooperatives has decreased and for this reason, the CAC is recommended an adjustment to both producer and shipper cooperative representation on the committee.

The Citrus Administrative
Committee comprised of 18 members and their
alternates. Nine members and alternates are grower members. Eight members and alternates are shipper members, and one member and alternate represent the public. At least three members and their alternates out of the nine grower members and grower member alternates must be affiliated with a bona fide cooperative marketing organization. At least three, but not more than five, shipper members and their alternates must be affiliated with bona fide cooperative marketing organizations which are handlers.

The number of cooperative marketing organizations within the Florida citrus industry has declined over the past 20 years. Due to the change in cooperative marketing organizations, the CAC recommends reducing the required number of cooperative affiliated members to better represent the present make up of the Florida citrus industry.

Proposal Number 2: Authority to

appoint the substitute alternates at committee meetings.

The current language in Section 905.29, Inability of members to serve. (a) An alternate for a member of the committee shall act in the place and stead of such member (1) in his absence, or (2) in the event of his removal, resignation, disqualification or death and until a successor for his unexpired term has been selected.
(b) In the event of the death, removal, resignation or disqualification of any person selected by the Secretary as a member or an alternate member of the committee, a successor for the unexpired term of such person shall be selected by the Secretary. Such selection may be made without regard to the provisions of this subpart as to nominations.

Proposal 2 would revise Section
905.29 Inability of members to serve, by adding a new paragraph (b) to read as follows:

Section 905.29 Inability of members to serve. (a) An alternate for a member of the committee shall act in the place and stead of such member (1) in his absence, or (2) in the event of his removal, resignation, disqualification or death and until a successor for his unexpired term has been selected.
(b) If both a member and respective alternate are unable to attend a committee meeting, the committee may designate any other alternate present to serve in place of the absent member. If the absent member is a grower, the designated alternate must also be a grower. If the absent member is a handler, the designated alternate must also be a handler.
(c) In the event of the death, removal, resignation or disqualification of any person selected by the Secretary as a member or alternate member of the committee, a successor for the unexpired term of such person shall be selected by the Secretary.

Such selection may be made without regard to the provisions of this subpart as to nominations.

This amendment provides if both a member and his or her alternate cannot attend a committee meeting, another alternate member of the same classification (producer or shipper) could act in their place and stead (substitute) when necessary to obtain a quorum. The substitute alternate should, if possible, represent the same district as the absent member. The absent member or that member's alternate should designate his or her replacement. However, if the absent committee member or their alternate is unable or unwilling to designate a substitute alternate to serve in his or her place, the committee members present could designate the substitute alternate. This amendment would prevent meetings from being canceled due to the lack of a quorum.

In supporting this amendment, the

CAC recognized that copies of the meeting agenda and discussion materials are distributed to all committee members and alternates prior to each meeting. Therefore, all members and alternates are informed of the issues to be discussed prior to the meetings and are in a position to make decisions at committee meetings. Furthermore, the requirement for the substitute to represent, if possible, the same member classification and district as the absent member and their alternate would ensure continuity of the interests represented at the meeting. The proposal to allow for a substitute alternate to temporarily act in place and in stead of a member and his or her alternate when neither can attend a committee meeting is designed to address the problem of canceling meetings due to a lack of quorum. The CAC proposes that the substitute alternate should be of the same classification (producer or shipper) and, if possible, should represent
the same district as the absent member. The absent member or that absent member's alternate should designate his or her replacement. However, if the absent committee member or their alternate is unwilling to designate a substitute alternate to serve in his or her place, the committee members present could designate the substitute alternate.

The order requires that, in the absence of a member, his or her alternate may be designated to serve in his or her place at committee meetings. The order requires that ten members or their alternates be present and five of the members or their alternates must be growers to fulfill the requirement of a quorum. At times it is difficult to ensure a quorum will be present so business can be conducted. By allowing other alternates present to sit in the absence of any member or his respective alternate, meetings would not have to be canceled due to the lack of a quorum.

The amendment to reduce the number of cooperative members and alternates would have little to no impact on fresh citrus producers or handlers/shippers, as the proposed amendment better reflects the make up of the industry. There would be no impact on consumers.

The amendment to allow greater flexibility in seating alternates would have a positive impact since it would be easier to meet the quorum requirements of the order. Also, the flexibility would mean fewer delays in scheduling meetings.

Proposal 3: Authority to conduct committee meetings by phone or other means of communication technology.

The current language of Section
905.34 Procedures of committees. (a) Ten members of the committee shall constitute a quorum. (b) For any decision or recommendation of the committee to be valid,
ten concurring votes, five of which must be grower votes, shall be necessary provided that the committee may recommend a regulation restricting the shipment of grapefruit grown in Regulation Area I or Regulation Area II which meets the requirements of the Improved No. 2 grade or the Improved No. 2 Bright grade only upon the affirmative vote of a majority of its members present from the regulation area in which such restrictions would apply. And whenever a meeting to consider a recommendation for release of such grade is requested by a majority of the members from the affected area, the committee shall hold a meeting within a reasonable length of time for the purpose of considering such a
recommendation. If after such consideration the requesting area majority present continues to favor such release for their area, the request shall be considered a valid recommendation and transmitted to the Secretary.

The votes of each member cast for or against any recommendation made pursuant to this subpart shall be duly recorded. Whenever an assembled meeting is held, each member must vote in person.
(c) The committee may, in cases of emergency, vote by telephone and all such votes must be confirmed in writing. Any proposition so voted upon shall first be fully explained to all members or alternates acting as members. When any proposition is submitted to be voted on by telephone, two dissenting votes shall prevent its adoption. (d) The committee shall give the Secretary the same notice of meetings as is given to the members thereof.

Proposal 2 would change Section
905.34 Procedure of committees, by revising paragraph (c) to read as follows: (c) The committee may provide for meeting by telephone, telegraph or other means of communication and any vote at such a meeting
shall be promptly confirmed in writing, provided that if any assembled meeting is held, all votes shall be cast in person.

This amendment would give the committee the option to conduct meetings by telephone or by other means of modern communications commonly used within the Florida citrus industry as an alternative to traditional meetings. These meetings would be used only to discuss non-controversial matters. All votes cast during such meetings would be required to be confirmed in writing where fax or e-mail confirmations would be comparable to hand written confirmations. Committee issues requiring lengthy discussion among CAC members, such as approval of the annual budget, would require member attendance at a traditional meeting.

Not only would this change save time and money by reducing committee member travel to meeting locations, it would also allow more industry involvement and
participation as members would have greater flexibility to participate in meetings without having to leave their workplace.

The proposal to provide authority to meet by telephone or other means of communication technology will allow the CAC to take advantage of non-traditional meeting methods and to respond to the Florida citrus industry needs in a timelier manner. This would also allow the CAC to increase their efficiencies by reducing cost and saving the members and manager travel time to meetings. Additionally, the CAC could hold more meetings on issues where there may not be consensus. With additional information shared through additional meetings, consensus could be built within the industry.

Currently the order does not allow
for meetings to be conducted, except in an emergency, by telephone. Since the Florida citrus industry covers a large geographical section of Florida, attending meetings
requires considerable travel time and cost. Providing authority to conduct regular meetings via telephone or other modern means would allow more members to participate and would reduce the costs associated with long distance travel.

The authority to meet via conference call or other modern communication technology would allow more timely meeting dates and greater participation due to the reduced travel time by members. Also, the administrative cost could be reduced with less committee travel expenses. The greatest benefit would be the ease with which growers, handlers and consumers could participate in committee meetings. It would encourage more meetings and greater input from the growers, handlers and consumers.

It is anticipated that only two of the proposed amendments would have an impact on the cost to the growers, handlers, the committee and/or USDA. The proposal to allow
committee meetings by telephone or other means of communication technology and the authority to conduct marketing promotion and research activities.

There more likely would be administrative costs saved by the CAC if more meetings are conducted by conference calls due to the reduced travel expenses.

Proposal Number 4: Establish authority to establish and conduct research and promotion activities, including paid advertising.

Proposal 4 would add a new section to the order, Section 905.54 Marketing, research and development. Section 905.54 Marketing, research and development. The committee may, with the approval of the Secretary, establish or provide for the establishment of projects including production research, marketing research and development projects, and marketing promotions including paid advertising, designed to assist, improve
or promote the marketing, distribution and consumption of efficient production of fruit. The expenses of such projects shall be paid by funds collected pursuant to Sections 905.40 and 905.41.

> Upon conclusion of each project, but at least annually, the committee shall summarize the program status and accomplishments to its members and the Secretary. A similar report to the committee shall be required for any contracting party or any project carried out under this section. Also, for each project the contracting party shall be required to maintain records of money received and expenditures and such shall be available to the committee and the Secretary.

This amendment would authorize the CAC to establish and conduct research and promotional activities, including paid advertising for fresh Florida citrus. Currently, research and promotion for Florida is being done by the Florida Department of

Citrus, a state organization. The growers of fresh Florida citrus would like to have the ability to conduct research and promotion activities specifically designed for fresh Florida citrus.

The proposal to add marketing promotion, including paid advertising and production and market research is designed to address the need for promotion and research activities that are specific to fresh citrus. Currently, the Florida Department of Citrus has the authority to provide through their taxing authority, research and promotion activities for both the fresh and processed segment of the Florida citrus industry. The processed segment of the Florida citrus industry represents approximately 90 percent of the volume of citrus produced in Florida and therefore is the focus of most of the Florida Department of Citrus's activities. Given the decline in utilization of fresh Florida citrus during the past 10
seasons, the CAC feels the fresh segment could be better served with research, promotion and paid advertising programs that are administered by growers and shippers engaged in production and shipment of fresh Florida citrus fruit.

An example of a problem facing the
fresh segment of the industry is shipping fresh Florida citrus under citrus canker regulations. The canker regulations do not affect the Florida citrus fruit that is converted into juice products, but they require APHIS/USDA packinghouse inspections and certifications before Florida citrus fruit can be shipped into the fresh channels of trade. Continued research is necessary in order to solve the citrus canker problems and the CAC would like to have the ability to fund some of those projects.

The order does not have the authority to conduct research, promotion or paid advertising. All post-harvest research
promotion and paid advertising within the Florida citrus industry are conducted by the Florida Department of Citrus. In 1991, producers of Florida citrus approved the Florida Citrus Production Research Marketing Order, to fund production research to help solve Florida citrus production problems. The FCPRMO authorizes a maximum of one cent per box tax on each box of Florida citrus produced each season, and these funds can be used for production research on Florida citrus that will be utilized in either the processed or fresh channels of trade.

Since the majority of citrus produced in Florida is utilized in the production of processed products, approximately 90 percent, this authority would allow growers of Florida citrus fruit destined for the fresh market to fund projects that would benefit the fresh segments of the industry. There are projects that only benefit the shipments of fresh citrus and may
not have a high priority for the entire industry but are essential to the fresh segment. The authority would ensure their funding.

This amendment would give the producers and shippers of fresh Florida citrus fruit options for conducting production and marketing research, especially projects that deal with the disease and pest issues facing their industry and have a direct impact on shipping fresh Florida citrus fruit. Also, having the authority to establish fresh fruit promotions and advertising would allow the producers and shippers of fresh Florida citrus fruit to develop programs that will enhance the value of their products and will allow the industry to communicate directly with the consumers about the benefits of consuming fresh Florida citrus fruit.

If approved, the assessments paid under the order would increase, but they could also replace assessments paid to the Florida

Department of Citrus. Currently, the Florida Department of Citrus assessments range from 16 cents to 35 cents per box of Florida citrus fruit. The assessments paid to fund research and promotion projects under the order would most likely be funds fresh Florida citrus growers are currently paying to the Florida Department of Citrus. The benefits from research and promotion programs administered under the order should offset the increase in assessments paid the order. With all the production and shipping challenges faced by the growers of fresh Florida citrus fruit, the CAC believes these proposed amendments are needed for the growers to respond to the ever-changing production and marketing situations. Having the authority to fund production, marketing and promotion projects will help ensure growers survive and are able to provide the consumers with a healthy product at a fair price which will in turn improve grower returns.

It is anticipated that only two of the proposed amendments would have an impact on the cost to the growers, handlers, the committee and/or USDA: the proposal to allow committee meetings by telephone or other means of communication technology, and the authority to conduct marketing promotion and research activities.

There most likely would be administrative costs saved by the CAC if more meetings are conducted by conference calls due to the reduced travel expenses. However, the administrative cost of the CAC could be increased due to the increased workload for administering research, promotions and advertising programs.

Also, the fresh segment of the industry expects there to be more post-harvest research projects in the future due to the increased requirements for shipping Florida citrus fruit from production areas affected by
citrus canker and other pests and diseases. On the other hand, there could be no change in the amount of assessments paid since assessments for research, promotion and advertising programs may shift from the FDOC to the order.

The proposed amendments to include the authority for research, promotion and paid advertising for the regulated Florida citrus varieties would be implemented by the CAC through the establishment of varietal subcommittees. It is proposed that there be two varietal subcommittees, Orange/Specialty and Grapefruit. The establishment of the two different subcommittees is recommended due to the market differences between orange and specialty varieties from grapefruit.

For example, the majority of fresh
grapefruit shipped from Florida is shipped offshore compared to very limited offshore shipments of orange and specialty shipments. Also, the majority of grapefruit producers
have limited orange or specialty citrus fruit production, while the vast majority of orange and specialty citrus growers do not produce any grapefruit. By having the two subcommittees working closely with the industry, the CAC will be well advised and should be able to develop good programs to recommend to the USDA. The CAC will define the procedures of the subcommittee and use informal rule making to establish rules of operation of the subcommittee.

The CAC has met with the Boards of Florida Citrus Mutual, Indian River Citrus League, Gulf Citrus Growers Association and the Florida Citrus Packers to review these four proposed amendments and to notify them of this public hearing. The CAC also met last month and reviewed and discussed these proposed amendments. The Florida Department of Citrus was informed of these proposed amendments and this public hearing. To date, there has not been any opposition expressed to
the CAC. Thank you.
JUDGE HILLSON: Thank you. Ms.
Pichelman, I assume you don't have any objection to my receiving Exhibit 9 into evidence.

MS. PICHELMAN: No objection, your Honor.

JUDGE HILLSON: Okay. Exhibit 9 is received into evidence. Now let me give the government an opportunity to ask questions of this witness.
(Whereupon Exhibit 9 was received into evidence.)

MS. SCHMAEDICK: Good morning.
THE WITNESS: Good morning.
MS. SCHMAEDICK: My name is
Melissa Schmaedick. The first question I have for you is do you have a copy of the Federal Register? Okay, good. I'll need to refer to that in a minute. So just to clarify, Proposal Number 1 is really just a one word change in a couple of those paragraphs.

THE WITNESS: I mean, it's, you need to be a lawyer to understand all this stuff, but the best I can understand it we're reducing the amount of growers, or shipper, cooperative members and handler members. It's a shuffling, just taking it to a smaller amount of representation to represent, or accurately represent the change in the industry.

MS. SCHMAEDICK: Okay. So if I
understand the language that you read correctly, the number is changing from three to two.

THE WITNESS: That's correct.
MS. SCHMAEDICK: Okay. Can you tell me a little bit about why the cooperative representation within the industry is maybe decreasing?

THE WITNESS: I think it's just due to the overall contracting of the whole industry and there's just, you know, a lot of packinghouses have closed over the last 20
years and a lot of those were cooperative packinghouses. Currently, there's -- three of them are sitting here and that's about --

JUDGE HILLSON: I'd rather have you testifying at this point. The other guys aren't sworn in.

THE WITNESS: Okay, just me.
JUDGE HILLSON: When they testify
later on, they're free to answer questions --
THE WITNESS: Okay.
JUDGE HILLSON: -- or amplify or whatever.

THE WITNESS: There's just a smaller amount of cooperatives that have just closed over the years.

MS. SCHMAEDICK: Okay. And I'm assuming that in the discussion of the proposed changes that cooperatives were included and they're also supportive of this.

THE WITNESS: Yes, absolutely.
MS. SCHMAEDICK: Okay, good. For Proposal Number 2, which you referred to as
the authority to appoint to substitute alternates at committee meeting, I noticed that there was a difference between the language that you referred to in your testimony and the language that was published in the Federal Register.

THE WITNESS: Where, where?
MS. SCHMAEDICK: So it would be on page --

THE WITNESS: What page in my testimony?

MS. SCHMAEDICK: Page 7, paragraph
B.

THE WITNESS: Okay.
MS. SCHMAEDICK: Okay, that paragraph is different from the paragraph (b) which appears on, let's see, it would be the second page, page 5131.

THE WITNESS: Okay.
MS. SCHMAEDICK: Third column, see under Proposal Number 2? So my question for you is this paragraph that's been published in
the Federal Register, is this language that you agree with and support?

THE WITNESS: Let me read this real quick and I'll let you know.

MS. SCHMAEDICK: Okay.
THE WITNESS: Would you like me to read it out loud?

MS. SCHMAEDICK: Yes, please.
THE WITNESS: Okay. As it is written in the Federal Register, page 5131, Proposal Number 2, 905.29 Inability of members to serve, (b) If both a member and his or her respective alternate are unable to attend a committee meeting, such member may designate another alternate to act in his or her place in order to obtain a quorum provided that such alternate represents the same district and group affiliation as the absent member. If the member is unable to designate such an alternate, the committee members present may designate such alternate provided that, to the extent possible, the substitute alternate
represents the same district and group affiliation of the absent member.

MS. SCHMAEDICK: Is that language
that you support?
THE WITNESS: Yes.
MS. SCHMAEDICK: Okay. For
Proposal Number 3, a quick question for you there.

THE WITNESS: Okay.
MS. SCHMAEDICK: Do you envision a
situation where perhaps part of the committee might be meeting in a room and one or two members might join by phone?

THE WITNESS: Yes.
MS. SCHMAEDICK: And is that something that you would want to make allowable under this proposed language?

THE WITNESS: I would assume that would be allowable now, I mean under this current language that's proposed.

MS. SCHMAEDICK: Okay. I'm just trying to clarify that that's the intent.

THE WITNESS: Yeah, I mean, it wouldn't, I, I don't remember seeing in here where it's specific to everybody has to be by teleconference or part can be in person and other people calling in.

MS. SCHMAEDICK: Okay, but that's what you would like to see is that --

THE WITNESS: Yes.
MS. SCHMAEDICK: -- authority to have part of the group --

THE WITNESS: Yes.
MS. SCHMAEDICK: -- participate by phone?

THE WITNESS: Yes.
MS. SCHMAEDICK: And other means of communication, that could be what?

THE WITNESS: Video conferencing.
MS. SCHMAEDICK: Maybe some future technology.

THE WITNESS: Some future technology, yes.

MS. SCHMAEDICK: Okay.

THE WITNESS: Anything that's available.

MS. SCHMAEDICK: All right. And for the folks who might be joining by telephone, could they fax in their written vote or do they have to mail it?

THE WITNESS: I'm going to have to defer to the USDA on that because I think in the past we have, I would think fax or e-mail would be adequate, but whatever would be the requirement of the USDA.

MS. SCHMAEDICK: Okay. But in
your opinion a fax of a signature or an e-mail would then constitute a written vote?

THE WITNESS: Yes, yes.
MS. SCHMAEDICK: Okay. All right.
For Proposal Number 4, and I see here that you have quite a list of people who will also speak to Proposal Number 4, but I wanted to just ask, on page 16 of your testimony you refer to the establishment of varietal subcommittees.

THE WITNESS: Yeah.
MS. SCHMAEDICK: Can you talk a little bit more about why those varietal subcommittees might need to be formed?

THE WITNESS: Well, I think it's better, accurately represent the growers of, of those varieties because as a rule, I mean there are exceptions. As a rule, the grapefruit industry in Florida is predominantly on the east coast of Florida. Most of the grapefruit grown is for, the majority or a good bit of it, is for export. And most grapefruit growers, there's not a large overlap of grapefruit growers. There are grapefruit growers that grow oranges and some specialty, but they are somewhat segregated and the market, their markets are just completely different.

And I think it would just more accurately represent those growers. I think the grapefruit growers would like to have a more, more say and more representation of how
their research and marketing dollars are being spent instead of kind of just lumping them in with the orange/specialty growers.

MS. SCHMAEDICK: Okay, but those subcomittees, would they then report back to the full committee?

THE WITNESS: They would have, they would only make recommendations to the full committee.

MS. SCHMAEDICK: Okay.
THE WITNESS: And then the full committee would vote on the final recommendation.

MS. SCHMAEDICK: Okay. In your description of Proposal 4 you talk about the Florida Department of Citrus and their current research and promotion activities.

THE WITNESS: Yes.
MS. SCHMAEDICK: And you mentioned that there would be a shifting of funds, if you will.

THE WITNESS: I think the only,
this recommendation only gives the committee to have the authority to tax the growers for research and promotional activities. It would have to be acted on each year. And I don't think the growers or the committee are willing to basically double tax ourselves at the Department of Citrus and at the committee. So there would have to be a portion, a lowering of taxes at the DOC before the committee would, would increase, would tax the fresh fruit grower.

MS. SCHMAEDICK: And you mentioned in your testimony that this proposal in particular has also been discussed at large within the industry, but also with people from FDOC.

THE WITNESS: Yes, it has been. MS. SCHMAEDICK: And are they generally supportive of it?

THE WITNESS: I think they've been somewhat uncommitted. They have not said, come out against it.

MS. SCHMAEDICK: And does --
THE WITNESS: And I think they
would, they're, you know, overall support, I mean you've got to realize that 95 percent, 90 percent of the industry is all processed oranges. That's where the vast majority of the Department of Citrus's efforts are, you know, fresh side of the business has always been sort of their red headed stepchild, to some extent, and we don't feel we always get our fair shake there. And this would be a little more of an opportunity for us to be in control of our own destiny. So I don't see it as a real huge issue for the Department because the amount of money, really, in their big picture of, $I$ think it's just fairly small.

MS. SCHMAEDICK: Okay, I think I'll stop there.

JUDGE HILLSON: Anything else from the government table?

MS. MAY: Yes, Laurel May, USDA.

I think this is just a clarification. On page five of your testimony, the written testimony in the second paragraph, the one that begins with the number two, I think as you were reading you left out one of the words that you had written in there which was, in the second sentence, nominations for not more than five members.

THE WITNESS: Right.
MS. MAY: Is that the way you want it? You left out the word not.

THE WITNESS: Oh no, it should be not more.

MS. MAY: Okay. I just want to make sure we didn't want to nominate more than five members. All right.

THE WITNESS: Thank you.
MS. MAY: That was my question, thank you.

MS. DASH: I have a couple of questions. If a meeting has a quorum, you don't anticipate the committee designating
somebody if there's not a member, an alternate --

THE WITNESS: I wouldn't, there would be no, that wouldn't be necessary.

MS. DASH: Okay. Are there certain areas where it's difficult for the member and the alternate to come insofar that, I mean, is there one area that might be impacted more from this?

THE WITNESS: I mean, most of the meetings are held in this area. It's an hour and-a-half, two hour drive from the east coast and an hour and-a-half, two hours from the lower west coast of Florida. I don't think any one area is more affected than the other, but we also have had meetings down on the east coast and other areas also.

MS. DASH: Okay, but this isn't an
issue that came up from the --
THE WITNESS: To a specific area? MS. DASH: Yes.

THE WITNESS: No.

MS. DASH: Talk more about the reduction in the cooperative representation. You say that you'd like to make this change to reflect the current conditions. I just wanted to clarify, you think that these conditions will continue and you don't foresee a rise in

THE WITNESS: No, no, I don't.
MS. DASH: You're a grower?
THE WITNESS: I am.
MS. DASH: Would you classify
yourself as a small grower or a large grower?
THE WITNESS: Medium.
MS. DASH: Well, it's his answer.
And what do you grow?
THE WITNESS: I grow oranges,
tangerines and grapefruit.
MS. DASH: Are you a shipper also?
THE WITNESS: I'm a member of a cooperative so yeah, that would be a shipper, yes.

MS. DASH: And would the
cooperative be classified as a large or a small --

THE WITNESS: Large.
MS. DASH: All right, thank you. That's all I have.

JUDGE HILLSON: Anything else over here?

MS. PICHELMAN: Yes, I have a couple of questions and this is a follow-up on Ms. Dash's. Based on the --

JUDGE HILLSON: Try to remember to identify, please.

MS. PICHELMAN: I'm sorry, Heather Pichelman, USDA OGC. Based on the Small Business Administration definition of a small entity, would you say you're a small business?

I know you said medium, but based on that definition?

THE WITNESS: The definition that was read, read by Mr. Chadwell --

MS. PICHELMAN: Yes.
THE WITNESS: -- I would be
classified as a large grower, I guess.
MS. PICHELMAN: Well, not a small.
THE WITNESS: Not a small, how about that?

MS. PICHELMAN: You would not be classified as small business, okay. Also, just another clarification. I know Ms. Schmaedick had asked you whether you supported the language in the Federal Register notice that says the proposed amendment for 905.29 (b), but just to be completely clear, is it your understanding as the Chairman of the CAC that the language in the Federal Register notice is the proposed language, the proposed amendment and the language in your testimony is not?

THE WITNESS: Let me go back and read the language in the testimony, how about that? What page was that one on?

MS. PICHELMAN: Your testimony, it's on page seven.

THE WITNESS: And that was
paragraph (b), correct?
MS. PICHELMAN: That's correct.
THE WITNESS: I mean, are they --
MS. PICHELMAN: I could rephrase my question.

THE WITNESS: Well, let me ask you this. I mean, are they, I mean they're worded differently, but are they not substantially saying the same thing or am I missing something?

MS. PICHELMAN: For the purposes
of USDA to consider, it is the USDA's
understanding that this is, in fact, the proposed language in the Federal Register, that this is, in fact, what the CAC wants the USDA to consider. And I know because the wording in your testimony is a little different, I just wanted to confirm that this was, in fact --

THE WITNESS: I know Mr. Hamner is going to be addressing Proposals 1, 2 and 3 in more detail.

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MS. PICHELMAN: Yes.
THE WITNESS: And he's the next witness. Maybe I'm going to pass the buck a little bit and let him --

MR. HAMNER: Or let me talk to him because I think, I understand what you're asking.

JUDGE HILLSON: Also, you are going to have a chance to file a brief afterwards too. Anything that's a little fuzzy, you can clarify there too.

MR. HAMNER: I mean, I think this is one --

MS. PICHELMAN: Okay, okay. Just one additional question, regarding Proposal 3, I noticed when I was looking at the current language and you had discussed this that right now -- that (c) says the committee may, in cases of an emergency, vote by telephone, et cetera, et cetera.

THE WITNESS: Right.
MS. PICHELMAN: And now the
language is changing a little bit. And in your testimony you were talking about using these other means of communication besides meeting together --

THE WITNESS: Right.
MS. PICHELMAN: -- for noncontroversial issues. So my question for you is whether or not you still want to be using these additional means of communication, for instance teleconferencing, for emergency purposes? Is the intention to keep that --

THE WITNESS: Yes, absolutely.
MS. PICHELMAN: So it's going --
THE WITNESS: But I mean, even, even a controversial issue, you're saying that could be discussed in an emergency situation, yes.

MS. PICHELMAN: Well because, I only ask, many times emergency situations could be controversial.

THE WITNESS: Controversial, sure.
MS. PICHELMAN: So that was my
other question.
THE WITNESS: Yes, I absolutely would want to keep that and still be able to meet under emergency.

MS. PICHELMAN: Okay, I don't have anything further.

JUDGE HILLSON: Anything else?
Thank you for testifying. Let's take a morning break. It's actually 10:45. Let's come back at 11:00 o'clock and then we'll go to about 12:15 or something like that. Off the record.
(Off the record.)
JUDGE HILLSON: We remind
everybody that this is an open hearing.
Anyone can testify and anyone can ask questions. And if there's people who want to testify that aren't signed up to testify, we do have a sign-up sheet that $I$ think you put on the podium, Ms. Schmaedick. MS. SCHMAEDICK: Yes. JUDGE HILLSON: So anyone who

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hasn't signed up to testify, you're totally welcome, totally free to do so. And with that, I'll move on to the next witness. That's going to be Mr. Hamner. Is that correct?

MR. HAMNER: Yes it is, sir.
JUDGE HILLSON: Okay, if you could please raise your right hand.

Whereupon,
GEORGE HAMNER, JR.
having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Could you please state your name and spell it for the record?

THE WITNESS: George Hamner, Jr., H-a-m-n-e-r.

JUDGE HILLSON: Okay, and I'm going to mark your written testimony as Exhibit No. 10. You may proceed, Mr. Hamner. (Whereupon Exhibit 10 was marked for

## identification.)

THE WITNESS: Thank you, sir. Good morning. What I would like to do is I'm going to be speaking in favor of the Proposals 1, 2 and 3. I will take them one at a time. I think it will be easier that way for all of us, rather than trying to go through the whole -- testimony at one time.

My name is George Hamner, Jr. I reside at 995 Sandfly Lane, Vero Beach, Florida. I am the Vice-Chairman of the Citrus Administrative Committee and have been a cooperative shipper member or an alternate shipper member for over 20 years. I am President of Vero Producers, Incorporated, which owns groves and the President of Indian River Exchange Packers, who is a major Florida shipper.

Proposal Number 1: Reduction of committee representation of producers and shippers affiliated with cooperative marketing organizations.

Questions, this came up a minute ago with Mr. Lindsay, with Lindsay Raley. The current language in the order requires that at least three of the nine grower members and/or their alternates and three of the eight shipper members and/or their alternates shall be affiliated with bona fide cooperative marketing organizations (cooperatives). The Florida citrus industry has three types of cooperatives. The citrus grower associations, CGA's, are cooperatives that provide production services to their members. The marketing cooperatives market their member's fruit. In Florida, we also have full service cooperatives that provide production, harvesting, packing and marketing services for their membership.

When the order was adopted in 1939, agricultural cooperatives were very common and in fact some citrus producing counties had numerous cooperatives. Many of these cooperatives were represented by a
single cooperative marketing organization, Seald-Sweet Growers, Inc.

During the 1998-99 season, there were 11 citrus grower cooperatives that produced 21 percent of the fresh citrus shipped and each operated their own packinghouse. Last season there were 10 grower cooperatives, but only five operated their packinghouses, while the other five grower cooperatives had their citrus packed by other cooperatives.

These 10 grower cooperatives produced 22 percent of the citrus utilized for fresh shipments during the 2006-07. By reducing from three to two grower cooperative members and their alternates better represents the grower cooperatives production of citrus by Florida citrus growers producing citrus for the fresh market.

During the 1998-99 season, 20
cooperatives shipped one-third of the fresh citrus shipments from Florida. Seald-Sweet

Growers, Inc., the largest marketing cooperative during the '98-99 season, 14 member packinghouses shipped 50 percent of the shipments marketed by the cooperatives.

However, last season, 2006-2007 season, the cooperatives shipped just 22 percent of fresh shipments and Seald-Sweet Growers, Inc. represented four shippers that shipped 49 percent of the cooperative marketing organizations.

Given the percentage of fresh shipments marketed by cooperative marketing organizations, the reduction of a cooperative shipper member and the alternate from three to two better represents the cooperative and independent shipper make up of the industry.

The recommended change in the proposal will adjust the cooperative's membership on the committee to reflect their production and shipments through the season. However, in the future our industry may be better served if representation of
cooperatives on the committee is revisited every three years and adjustments could be made by the committee based on their production and shipments. The order currently allows this type of review and adjustment for grower members.

There is no opposition in our industry to this proposal, and in fact, as further evidence to this, $I$ am a member of Seald-Sweet Growers, Inc. Mr. Raley is a member of Dundee Citrus Growers, Inc., and Mr. Hunt is also a member of Seald-Sweet Growers, Inc. So you have a major portion of the cooperative shippers sitting here telling you this is okay with us.

Any questions on Proposal 1? I'm
going to stop and take questions as we go. I think it will be easier, if that's okay.

JUDGE HILLSON: It's okay by me if it's okay with everybody else.

MS. PICHELMAN: That's fine with
USDA.

JUDGE HILLSON: Okay, any questions? Go ahead.

MS. SCHMAEDICK: I have a question. This is Melissa Schmaedick with USDA. In your last statement you said that you are suggesting that the representation of cooperatives be revisited every three years. THE WITNESS: Yes, ma'am. MS. SCHMAEDICK: Can you talk about that mechanism? What does revisited mean? How would that happen and what would it involve?

THE WITNESS: I assume it would be under a similar circumstance as this. There was discussion given at the, at the CAC as to whether or not we would maintain cooperative status in the cooperative split because of the reduction in cooperatives in Florida. We dropped, we're asking to go from three to two. Three years from now, the committee will discuss it again. If the cooperatives percentages have changed, we may be asking for
one member or simply eliminating the cooperative representation at, per se, and go on a membership vote based on either tonnage or something else.

MS. SCHMAEDICK: So would you recommend then that the language, the proposed language reflect that intent, to have the authority to --

THE WITNESS: I would, personally would recommend it, but the committee has not recommended it yet. The, the committee wants to maintain the, the reduction per se, from three to two.

MS. SCHMAEDICK: Okay.
THE WITNESS: But the intent, as you asked the question earlier in, I think it was Mr. Chadwell's, that, about the reduction in, or in Mr. Raley's, about the reduction in cooperatives. Unfortunately, the cooperative is, the cooperative organizations are reducing in Florida and there may be a point where it's impractical to separate ourselves in that
fashion into the future, but that's, we're not to that point yet.

MS. SCHMAEDICK: Okay, and has the reduction mechanism been discussed at the committee level?

THE WITNESS: Meaning, meaning going to what, where without, without them being, without cooperative shippers being designated as such, or I don't, I don't understand the question.

MS. SCHMAEDICK: Okay, so the committee made, sort of formally recommended adjusting the cooperative representation from three to two.

THE WITNESS: Yes, ma'am.
MS. SCHMAEDICK: And now in your
testimony you're saying that you'd like to
include a mechanism to revisit that representation every three years.

THE WITNESS: Yes.
MS. SCHMAEDICK: So was that --
THE WITNESS: That, that, the
three years, yes, the revisiting was discussed and everyone is in favor of that.

MS. SCHMAEDICK: Okay. And you mentioned that that already happens with the grower members. Is that what you said?

MS. MAY: Every fifth year under -

THE WITNESS: Every fifth year, we revisit now every fifth year.

MS. MAY: -- under redistricting, okay.

THE WITNESS: When we redistrict.
MS. SCHMAEDICK: Would you envision that if the committee were to consider cooperative representation, would there have to be a minimum number of votes required, like a majority of vote or a super majority of vote to change that?

THE WITNESS: Other, you mean in changing the, into the future to change that?

MS. SCHMAEDICK: Yes.
THE WITNESS: I would think that
it would be a simple majority. That's the way most of our votes are taken.

MS. SCHMAEDICK: And what types of criteria would you be looking at when the committee would consider making the change?

THE WITNESS: Well, the committee
is made up of independents and cooperative members now. The independents are nominated and/or voted upon just like a cooperative member. The process for independents is really no different than a cooperative shipper or grower. So we select people out of our industry and as classifications, if we take then 100 percent out of the industry classified as shippers or growers, it probably would not have any negative effect on the way the committee operates.

MS. SCHMAEDICK: Okay, so let me rephrase the question. In the committee's decision making process to reduce cooperative representation from three to two, was that recommendation based on a reduction of, I

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guess, percentage of --
THE WITNESS: Oh, it's a percentage, reduction in the percentage of -represented by the cooperatives versus the total, yes.

MS. SCHMAEDICK: Okay. So that same criteria would then be looked at again in three years and you'd say --

THE WITNESS: Right.
MS. SCHMAEDICK: -- oh, it reduced by so much percent.

THE WITNESS: Right, right. I understand where you're going. And yes, we'd take a look on a percentage basis like we did this year.

MS. SCHMAEDICK: Now I believe my
colleague, Ms. Dash, asked the previous witness about the possibility of cooperative representation increasing in the future.

THE WITNESS: You never know. MS. SCHMAEDICK: It's a
possibility?

THE WITNESS: It's always a possibility.

MS. SCHMAEDICK: So that revisiting mechanism could --

THE WITNESS: It could go either way, if that's, yes.

MS. SCHMAEDICK: Okay. I guess at this point $I$ don't have any further questions on Proposal 1.

THE WITNESS: Okay.
MS. PICHELMAN: I just have a quick clarification. I know that you were just talking about this testimony, about this revisiting every three years, but again, you stated previously that that is not part of the proposed amendment, that language. The proposed amendment, again, as it is in the Federal Register notice does not --

THE WITNESS: It's not in the, we, it's not in the --

MS. PICHELMAN: So that's not part of the proposed --

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THE WITNESS: Right.
MS. PICHELMAN: -- proposed amendment --

THE WITNESS: Right.
MS. PICHELMAN: -- that we're considering today.

THE WITNESS: Right.
MS. PICHELMAN: Okay.
THE WITNESS: Okay.
MS. PICHELMAN: Thank you.
THE WITNESS: It's looking down
the road.
JUDGE HILLSON: Any other questions at this time? Ms. May, you look like you want to ask something.

MS. MAY: Not of --
JUDGE HILLSON: We'll save it for then. Any other questions from the government side at this point?

MS. PICHELMAN: No, your Honor.
JUDGE HILLSON: Okay, then why don't you proceed.

THE WITNESS: Okay, thank you. Proposal 2 is the authority to appoint substitute alternates at committee meetings.

The current language in the order provides each member have an alternate with the same qualifications. If the member is not available for a meeting only his or her alternate can be seated. Since the order also requires ten members or their alternates, of which five must be growers, to be present for a quorum, there have been times over the years we did not have a quorum. At those times, those members and alternates that did not come to the meeting may have spent up to half a day of their time to attend a meeting which was cancelled due to lack of a quorum. This proposal could prevent this from happening. The majority of our meetings are held in Lake Wales or Vero Beach. Both sites have a number of grower and shipper members and alternates within half an hour driving time of either meeting site. This proposal
could allow for other alternates to be called in so a quorum could be met and the scheduled meeting could be held.

Many of the changes we are experiencing in our industry are having an effect on the time growers and shippers have to attend meetings, which for most members and alternates can involve two hours to five hours or even six hours of their time in between the travel and meeting time. Therefore, if this proposal becomes part of the order, we can at least be assured that most likely there will be a quorum and our time will not be wasted. Meetings that are cancelled due to the lack of a quorum are a waste of everyone's time. This recommended change could also save the committee funds as we as members and alternates are paid mileage to attend committee meetings and at today's cost of travel, it is not uncommon for some member's or alternate's travel to exceed $\$ 100$ per meeting. It will also be much easier to schedule meetings with the greater flexibility this recommended proposal allows.

All members and alternates receive meeting agendas, notices along with background information. The information is supplied prior to the meeting and is also available on the committee's website. Also, many of us have served numerous years as either a member or alternate and are very knowledgeable of the issues that comes before the committee. Therefore, this proposal will not have any adverse effects to the committee and there will be cost savings to the industry.

During the development of this
amendment, the committee determined that grower alternates should only replace grower members and shipper alternates replace shipper members.

The bottom line is that this
proposal gives the committee greater flexibility and there is not a down side to the proposal. There is no opposition to this

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proposal.
JUDGE HILLSON: Any questions of the witness with respect to this proposal?

THE WITNESS: With regard to this proposal, there was a question of Mr. Raley asked to clarifying the language as it is, was written in his testimony versus the language in the amendment as published. If you, the only question we would have and this is in reading the amendment and, you know, we all make assumptions about things is the, during the development, if you, in my testimony I just said during the development of this amendment, the committee determined that grower alternates should only replace grower members and shipper alternates replace shipper members. There was no, the way, we read this two different ways and this is the concern as to clarification for our part and your part. In page 5131 under section (b) it says provided that such alternate represents the same district and group affiliation as the
absent member. And then further down it says, provided that to the extent possible, the substitute alternate represents the same district and group affiliation of the absent member.

The intent here is not necessarily
to, for us to appoint someone that comes from our same district and same alternate. It's, it's, we're looking to, within the industry there are always loose affiliations between companies that agree or disagree. A lot of what come, when people come together for these meetings, you know, the matters before meetings can become very stale and people just don't want to show up. We may call and say, just like you would proxy a vote, Dan, cover this meeting for, or you know, can you vote for me. We have not been allowed to do that, and that's simply what we're asking.

This, the concern is that your language in the, and the way it's published is fairly restrictive in that it says alternate,
alternate represents the same district and the same group affiliation. That would mean a coop member could only call a co-op member the way I read it. And the intent was for a co-op shipper to be able to call another shipper that may not be a co-op that could represent him at that meeting.

In the wording of the language here it says that provided we, the person, don't do that ourselves, the committee can, to the extent possible, can do that. To the extent possible, does that mean the committee has that right to say select someone outside of a broader, the definition, group affiliation or the member. And that's what the point of this was, for us to be able to kind of substitute ourselves with people that we, either are like minded or like thinking at times when we're not going to be there other than maybe the alternate, because if our alternate is busy then we're, we have that, a problem.

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And so when you asked the question, we had not thought about the, what we interpreted, you know, I'm interpreting now is this narrow, the more narrow version of the language as presented in the publication, that was not, we're looking for a little broader, looser is a terrible term, but a broader method of appointing an alternate and/or someone in our place. But we do agree that it should be a grower to grower or a shipper to shipper because that's the way the whole concept of the committee is made up, to avoid the conflicts of shippers versus growers, et cetera.

MS. PICHELMAN: This is Heather Pichelman, USDA OGC. Mr. Hamner, the language here is actually what USDA has considered is the CAC's language.

THE WITNESS: Right, I --
MS. PICHELMAN: It's your
language.
THE WITNESS: Some of us majored
in graduation and not English.
MS. PICHELMAN: And so I guess for USDA, USDA needs some clarification from the CAC as to exactly the language that it is proposing to the Agency today. So that is something that needs to be clarified today on the record, exactly the language that you, that the CAC is proposing, whether it's the language that has been noticed or whether CAC is looking to modify, to request a modification of the proposed language. And that would include what Mr. Raley, what he had in his testimony. If -- what your proposed language was.

THE WITNESS: Well, I guess, I'm not, you know, I'm probably the wrong one to do that, so I'd have to ask Chris or Doris. But I would say that probably that it, the way I would, would be the alternate represents the same, I would delete the same district and say group affiliation because that's what we're saying. It doesn't necessarily have to be,
affiliation means or shipper or grower the way I read it, but not necessarily the same district because that's, we may, that may not be possible.

MS. PICHELMAN: Before the end of this hearing, we'd like a clarification --

THE WITNESS: Right, that's fine. We'll, we'll be glad to get, right.

MS. PICHELMAN: -- whether or not you want to submit to the record later on within the hearing --

THE WITNESS: I thought it was a -

MS. PICHELMAN: -- kind of a final

THE WITNESS: -- it was a very good question earlier and so we were trying to do that for you.

MS. PICHELMAN: Absolutely
THE WITNESS: Okay.
MS. PICHELMAN: At the very end we'll just make very, very clear between USDA
and CAC the exact language.
THE WITNESS: Clear works for us too.

MS. PICHELMAN: Okay.
THE WITNESS: Okay.
JUDGE HILLSON: Are there any other questions of this witness on this proposal?

MS. PICHELMAN: No, not on 2.
JUDGE HILLSON: Why don't you proceed, please.

MR. HAMNER: Proposal 3 is the --
JUDGE HILLSON: I'm sorry, Ms. Schmaedick has a question.

MS. SCHMAEDICK: Melissa Schmaedick, USDA. For the record, can you tell me whether or not this proposal in particular, as well as all of the other proposals were widely discussed within the industry, with growers and shippers of all sizes?

THE WITNESS: Yes, yes, they were,
within the CAC membership and even broader than that, so yes.

MS. SCHMAEDICK: So everyone is aware of the changes that are being proposed?

THE WITNESS: Yes.
MS. SCHMAEDICK: Okay.
THE WITNESS: As far as I know, yes. I mean, it's been discussed.

MS. SCHMAEDICK: Can you give me some examples of how that information was shared?

THE WITNESS: I think it goes through the, this proposal has gone through committee meetings at Florida Citrus Mutual, Indian River Citrus League, the CAC and its committee and membership, so it's been presented to a broad spectrum of the industry.

MS. SCHMAEDICK: Was the
information shared through newsletters or any other type of outreach?

THE WITNESS: I'd have to ask those, I'd have to ask each of those
organizations how they spread it.
MS. SCHMAEDICK: Okay, thank you.
THE WITNESS: Proposal 3, the authority to conduct meetings by phone or other means of communication technology.

The current language in the order does not allow meetings to be conducted, except in an emergency, by telephone (conference call). Due to the emergencies, over time I've served on committees, we have utilized this provision of the order a few times and it has worked extremely well for the committee. Over the past 10 years, CAC committees have utilized conference calls for most of their meetings and it is a very efficient way of holding meetings.

I am a member of a number of industry organizations. Many of these organizations use conference calls as an alternative to traditional meetings. Holding conference call meetings not only saves time and money, but participation increases as
well. Conference calls are commonplace within our industry organizations. They are efficient, cost effective and promote increased participation while also promoting openness of meetings.

When we discussed the proposed change to the order, it was noted that communication technology is changing rapidly and other forms of communications such as video conferencing and web conferencing could be utilized in the future.

This proposal will save everyone money and time and will increase participation in the meetings, which is only positive for the committee. The flexibility conference calls affords could be used to increase grower and shipper participation in meetings. One additional plus for allowing this flexibility is how the committee conducts meetings is that these types of meetings are all inclusive and individuals with handicaps are granted greater access to our meetings.

If Proposal 4 is approved by the industry, it is most likely that there could be a number of additional meetings and this proposal will save money and time and encourage greater participation.

The committee unanimously approves this proposal and there has been no opposition to this. This may solve the questions raised in Proposal 2, as a matter of fact.

JUDGE HILLSON: Any questions of this witness on Proposal 3? Ms. Schmaedick?

MS. SCHMAEDICK: Melissa Schmaedick, USDA. I'll ask the same questions of you that I asked Mr. Raley about attendance part of the committee, attending a meeting in person and part by phone, is that something that you envision?

THE WITNESS: Yes, ma'am.
MS. SCHMAEDICK: Okay, and what about the acceptance of fax or e-mail as written confirmation?

THE WITNESS: Yes, ma'am. We

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would, we would accept that, yes, e-mail as well.

MS. SCHMAEDICK: Okay.
THE WITNESS: Fax and e-mail.
MS. SCHMAEDICK: Those are my questions.

JUDGE HILLSON: Anyone else have questions of this witness? Go ahead, Ms. Dash.

MS. DASH: Suzanne Dash, USDA. You're a grower and a shipper?

THE WITNESS: Yes, ma'am.
MS. DASH: Under the SBA guidelines, would you consider yourself --

THE WITNESS: Was that 5,000,000?
I missed that when I walked in.
MS. DASH: 6.5 million for a shipper and \$750,000 for a grower.

THE WITNESS: I'm not a small grower or a small shipper.

MS. DASH: Okay. And what do you grow?

THE WITNESS: Primarily
grapefruit.
MS. DASH: That's all I have.
JUDGE HILLSON: Anyone else?
Okay, thank you for your testimony.
THE WITNESS: Thank you.
JUDGE HILLSON: Is Mr. Kinney the next witness?

MR. KINNEY: We're going to let Mr. Browning, Dr. Browning testify. He has a schedule --

JUDGE HILLSON: That's fine. Come on up here.

MS. PICHELMAN: Your Honor, I don't think Exhibit 10 has been received yet.

JUDGE HILLSON: Thank you very much. I had a note to do that. Exhibit 10 is received into evidence.
(Whereupon Exhibit 10
was received into evidence.)

MS. PICHELMAN: Thank you.

JUDGE HILLSON: Thank you.
DR. BROWNING: Good morning.
JUDGE HILLSON: Good morning. Let me swear you in first. Please raise your right hand.

Whereupon,
HAROLD BROWNING
having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Can you please state your name and spell it for the record, sir?

THE WITNESS: Harold Browning, H-$a-r-o-l-d, \quad B-r-o-w-n-i-n-g$.

JUDGE HILLSON: Okay, and this
document with the University of Florida letterhead, that's going to be your testimony?

THE WITNESS: Correct.
JUDGE HILLSON: I'm going to premark that as Exhibit 11. Okay, you may testify.
(Whereupon Exhibit 11 was marked for identification.)

THE WITNESS: Thank you. My name is Harold Browning and I'm the Center Director and Professor at the University of Florida, Citrus Research and Education Center in Lake Alfred. My business address is 700 Experiment Station Road, Lake Alfred, Florida.

CREC, the Citrus Research and Education Center, is the oldest and largest off-campus research and education center in the University of Florida's Institute of Food and Agricultural Sciences and is unique among research centers in that it focuses entirely on one commodity, citrus. We are proud of the fact that CREC is the largest citrus research facility in the world and this year we celebrated our 90th anniversary at the center in Lake Alfred.

Our mission statement indicates that CREC discovers and delivers innovative
solutions that empower citrus and other agricultural interests to conduct responsible and profitable business. CREC fosters scientific excellence and efficient use of resources. We are proud to serve the citrus industry in this capacity.

Now more than ever, our Center, as well as USDA/ARS and other research agencies, have been called upon to address potentially devastating diseases affecting citrus growers, both fresh and processed. Citrus canker and greening are our highest priorities and have the potential to debilitate or kill the grower's production unit, the citrus tree. We are resolved to find solutions for growers to save our $\$ 9$ billion industry, family businesses, and the 100,000 plus jobs that could be lost.

Fortunately, the Florida citrus industry has had in place for about 15 years a production research mechanism which provides research grant funding to support their
priority grower concerns. This program is supported by grower dollars and focuses specifically on production issues. Much of our research is enabled by this mechanism. Of Florida's 600,000 acres of citrus groves, approximately 75,000 acres are grown for fresh marketing, and I believe that you have some specific statistics that clarify in detail those acreages because these are estimates. This entails both a different production plan and differential harvesting and post-harvest handling. Fresh fruit is a perishable commodity and necessarily faces circumstances unique and related to a knowledge base that is narrow. Local attention to resolving fresh issues often begins in the field and ends in the packinghouse.

It is important to note that while
fresh growers support the industry's overall research priorities as reported above, they find themselves in an unenviable situation. The situation directly affects our research
efforts as currently the fresh sector of the industry has limited funding resources to address its particular research needs or concerns.

With the production research
funding mechanism mentioned earlier being focused on growing citrus, there are few opportunities for funding support to address fresh fruit issues. That being the case, it makes sense for the fresh industry to pursue amendments to the Marketing Order that would provide authority to fund their research needs.

Historically, the marketing of
fresh citrus in Florida has enjoyed a worldwide reputation based on high quality in the production system, as well as professional handling and distribution leading to a highly desirable product in the domestic and international marketplace. Retention of this preferred status requires that emerging challenges to fruit quality, both during
production and in post-production, be addressed and resolved and this often requires short-term and sometimes, long-term research efforts.

Examples that are affecting the fresh industry today clearly include the production and post-production impacts of the presence of citrus canker in Florida. Research is addressing the survival of canker bacteria on fruit surfaces in an effort to fully understand and communicate the limited risks associated with moving of fruit from groves that have canker. Research also is addressing improved methods for detecting canker in groves and on fruit in the packinghouse so that production practices in the grove and grading practices in the packinghouse can be invoked.

Furthermore, in a competitive environment and with challenges from canker, greening and a growing list of new pests and diseases, the management of quality is
becoming more difficult. Solutions in this competitive environment will necessarily involve the development of new higher quality fruit varieties that have preferred consumer qualities, are well adapted to Florida's growing conditions and which also are tolerant or resistant to these new pests and diseases.

Thus, continuing investment in
plant breeding and improvement must be undertaken vigorously as is the case in all other agricultural enterprises. Efforts in all of these areas are unfortunately impaired due to lack of adequate, sustainable funding that allows for continuous commitment to research.

Ultimately, the access of Florida
fresh fruit into domestic and international markets will be related to our ability to resolve these issues as well as other postharvest challenges such as post-harvest decay control, improved understanding of nutritional and health benefits of consuming citrus, and
the ability to provide phyto-sanitary certification for fruit leaving Florida. These goals can only be accomplished through investment in research. UF, IFAS and our Federal partners in USDA ARS and APHIS are committed to assist in addressing aspects of fresh fruit production, harvesting and marketing that require research. Regulatory compliance also mandates continuing investment in research.

Let me be clear. Budgets are extremely tight in public research institutions, as well as in the agricultural sectors. Overall industry priorities are dictated by and will only be accomplished through co-investment in research via direct support allocations. When a segment of the industry has specific research needs in order to remain economically sustainable and viable, these needs can best and perhaps only be addressed through direct funding support as provided in amendment 4. I can understand and
appreciate the fresh industry's support for this tool given the current challenges and circumstances. Thank you.

JUDGE HILLSON: Okay. I'll
receive Exhibit 11 into evidence. You don't have any objection, do you?
(Whereupon Exhibit 11
was received into evidence.)

MS. PICHELMAN: No objection.
JUDGE HILLSON: Thank you. Are there any questions for Dr. Browning?

MS. SCHMAEDICK: Yes.
JUDGE HILLSON: Go right ahead, Ms. Schmaedick.

MS. SCHMAEDICK: Good morning.
THE WITNESS: Good morning.
MS. SCHMAEDICK: Melissa
Schmaedick, USDA. So if I understand correctly, you are currently involved in research projects related to citrus canker and greening?

THE WITNESS: Correct.
MS. SCHMAEDICK: And you see the need for that research to continue if not increase. Is that correct?

THE WITNESS: Absolutely, yes. We're on the front end of dealing with both of these diseases in Florida, and so a sustained research effort, probably for a decade or more will be necessary to, to fully address the, the impact of these diseases in Florida.

MS. SCHMAEDICK: And in your opinion as a specialist in this area, what would happen if this research wasn't conducted to its full effect?

THE WITNESS: We've conducted risk assessments of the diseases of citrus that pose the greatest threat to Florida citrus, and this was done through a panel of, of scientists familiar with most of the major diseases of citrus in the world, and concluded that citrus greening is by far the most serious disease of citrus in the world and has the ability to limit or eliminate production of citrus in the region. So it clearly could have monumental impacts on the Florida citrus industry.

And citrus canker, while it doesn't kill trees, has issues related to fruit contamination that could have great impacts on the fresh industry in particular. So they're both very serious issues for the industry.

MS. SCHMAEDICK: The question of greening, does that impact both fresh product for the fresh market as well as product for processed?

THE WITNESS: Yes, ma'am. All of the varieties, the root stocks and -- that are grown in Florida are susceptible to citrus greening.

MS. SCHMAEDICK: But citrus
canker, on the other hand, is that more specific to the, its impact on the fresh market?

THE WITNESS: As a biological system, it again, affects most of the varieties that we grow here. It affects those varieties differentially, and in some cases with more susceptible varieties, that will cause early fruit drop, so the yield can be reduced regardless of how the fruit is used. But the particular problem for the fresh side is that there are other citrus areas of the world that do not have citrus canker and so there are marketing restrictions placed on fresh fruit that don't exist for the processed side.

MS. SCHMAEDICK: That's it for my questions.

JUDGE HILLSON: Anyone else on the government side?

MR. NISSEN: Chris Nissen, USDA.
You state that there are, my question relates to, there are specific differences between the two, the processed and the fresh in terms of research. There are particularly research
oriented projects that will much more directly impact the fresh market. Is that correct?

THE WITNESS: That's correct, yes. Some of the research that's done maybe equally influences production whether it's going toward fresh or processed utilization, but some of the specific things that would lead to guaranteeing that fruit leaving Florida are clean, are free from contaminants that might affect disease transmission from one place to another, or it could affect human health, are very specifically fresh fruit issues. The handling issues, storage, shipping and those things that lead to quality on receipt of fresh fruit in foreign markets, for example, are, are very specific to fresh fruit and, and have very different consequences on the processed side.

MR. NISSEN: A follow-up, I mean, also because you're selling the fruit in a wholesome form and we're using a grade standard that has to do with the appearance of
the fruit, there are, particularly, diseases and pests that also affect just the appearance of the fruit that makes it difficult to meet grade. Isn't that correct?

THE WITNESS: Absolutely, and a lot of our research, for example, with, with canker, we're looking at the use of wind breaks because they can limit the spread of the disease in the field and keep down the incidence of the disease. But they also affect the incidence of, of wind scar, damage on the fruit due to, to just the wind itself, so there's a plethora of issues that relate to the cosmetic as well as the health issues associated with fresh fruit that are quite different from those with processing.

MR. NISSEN: Thank you very much. JUDGE HILLSON: Any further questions?

MS. SCHMAEDICK: Not from me. JUDGE HILLSON: Okay. Thank you for testifying, Dr. Browning. Who's going to
be the next witness? Why don't you sit near a mike? Please raise your right hand. Whereupon,

RICHARD KINNEY having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Please state your name and spell it for the record.

THE WITNESS: Richard Kinney, R-i-$c-h-a-r-d, K-i-n-n-e-y$.

JUDGE HILLSON: Okay, Mr. Kinney. I'm going to mark your written statement as Exhibit 12 and you may proceed.
(Whereupon Exhibit 12
was marked for
identification.)
THE WITNESS: Good morning. I am Richard Kinney and I'm a CEO and General Manager of Florida Citrus Packers. We are a trade association of commercial fresh citrus packinghouses. Our members are growers and
packers of approximately 35 million cartons of fresh oranges, grapefruit and specialty varieties shipped annually, depending on the season.

We support all four proposed amendments. We respectfully request USDA initiate appropriate rule making to allow fresh growers the opportunity to vote on these proposals, especially Amendment Number 4. Florida Citrus Packers and its members request discretionary taxing authority to support initiatives unique to fresh. The fresh industry seeks to utilize all tools available including the Federal Marketing Order, which may provide greater flexibility and support for creating a strategic vision and identity for fresh Florida citrus.

These strategic objectives may
include: 1) create an optional tool (revenue source) to supplement and/or support fresh programs; 2) establish an efficient or autonomous fresh decision making process and

Board accountable to fresh growers; and 3) to provide the structure or system to enhance fresh as premium or value-add. As well, the authority may be utilized to support supplemental programs in marketing, research and new varieties.

As regards marketing, fresh citrus
fruit represents less than 10 percent of Florida's citrus production. However, fresh growers wish to pursue a strategic vision and identity for fresh, to enhance equity in the term and create greater consumer demand and value to growers.

Research: Florida has a state marketing order to generate citrus box tax revenue for scientific research projects. Although revenue from this program has been invaluable to Florida's citrus industry, its programs and priorities are subject to political and market forces and are largely dedicated to the needs of Florida's processed industry. The research priorities of fresh
growers and shippers are typically quite different from those of the processed segment. Fresh growers and shippers require funds that can be dedicated to the fresh concerns and priorities.

New Varieties: Florida's entire citrus industry has recognized the need for an organized effort to support the development, importation, evaluation and release of new citrus varieties. Toward this end, the FCC approved a contract to fund New Varieties Development \& Management Corporation. A funding source may be needed to supplement and/or support fresh variety objectives. The CAC is purely accountable to fresh growers. These funds can be utilized in concert with FDOC funds or independently.

A Tool in the Box: The question has been raised about the desirability of dual taxing authorities. Certainly fresh growers would not ever want to be in a position of being double taxed in order to gain focus and
control. It should be understood that the Florida Citrus Commission has the authority to tax growers, not the obligation to tax growers. Should Marketing Order 905 be modified to provide a taxing authority for fresh promotion and research, et cetera, it would be another tool in the box for fresh growers.

Should the FCC recognize the CAC as a complementary program working to enhance the welfare of Florida's citrus industry, each tax could be adjusted to provide sufficient funds to accomplish those tasks that growers determine are best handled by each respective program. In the unlikely event the FCC refuses to adjust its fresh taxes to a level commensurate with grower desires, the CAC would have complete control to reduce or eliminate its own tax. In such a case, the CAC can simply reduce its own promotional, research or new variety collection to zero. The Citrus Administrative

Committee directing Federal Marketing Order 905, is comprised of fresh growers. The creation of a taxing authority within this body to support fresh marketing, research and new variety objectives is sensible and practical. Fresh citrus growers and shippers request consideration to provide authority to support priorities particular to their market. Thank you.

JUDGE HILLSON: Thank you. I'm going to, without further ado, I'm going to receive Exhibit 12 into evidence and I will ask the government folks if they have any questions of Mr. Kinney.
(Whereupon Exhibit 12
was received into
evidence.)
MS. SCHMAEDICK: Yes.
JUDGE HILLSON: Go ahead, Ms. Schmaedick.

MS. SCHMAEDICK: Melissa
Schmaedick, USDA. Mr. Kinney, throughout your
testimony you refer to a tax. By saying tax, are you referring to an assessment?

THE WITNESS: Yes.
MS. SCHMAEDICK: In terms of, how do you see, well, let me see. Currently, right now, if I understand things correctly, there's only one body within Florida that conducts research and promotion activities, that's the Florida Department of Citrus. Is that correct?

THE WITNESS: There's a production tax, or a production box research tax that also, that's an entity that also provides money for research. But as, as far as an entity that does both, yes, the Department of Citrus does have both authorities.

MS. SCHMAEDICK: Okay.
THE WITNESS: Not promotion and research.

MS. SCHMAEDICK: Okay, and that's a state program?

THE WITNESS: Yes, it's a state,
it's under a state marketing order. MS. SCHMAEDICK: Okay. And the

Federal Marketing Order, you're wanting to add authority to collect assessments for the purpose of doing research and promotion specific to product that goes to the fresh market?

THE WITNESS: That's correct. MS. SCHMAEDICK: Okay. So when you talk about the movement of money, assessments that are collected and the fact that they're, that money that is, assessments that are currently being collected by the state program may no longer be collected by the state program if this authority is passed and then assessments are collected under the Federal program. Is that correct?

THE WITNESS: That's correct.
MS. SCHMAEDICK: So again, if I
understand your testimony correctly, from the industry point of view, the total amount of revenue that's being collected by both the
state and Federal organizations, that total amount doesn't really change, where it goes will change.

THE WITNESS: That's the impression that most people have and, and we would concur with that. The growers don't necessarily like taxes or assessments, and, and it would, that would be the likely scenario. However, we wouldn't necessarily want to be limited by that provision because if we see a need and we need to raise taxes, for example, on new varieties, we've got to have new varieties to compete in the marketplace. And if, for example, the FCC, DOC does not fund that and it, and it, you know, would require necessarily for us to get results to add additional taxes, we would want that authority there in, you know, in the Marketing Order. And I would defer to those people who pay those taxes who we would be asking for that authority. So we would like the
arrangement that it would provide, the authority that would provide in that those people who are going to pay the tax and the results of what it supports, will be directly benefitted by it. So they'd make that decision.

MS. SCHMAEDICK: Okay, so there would be a coordination in the decision making process then.

THE WITNESS: In, in most
instances, but not necessarily every time.
MS. SCHMAEDICK: Okay, all right.
THE WITNESS: We have, let me just add to that. We have within the Florida Citrus Commission and the Department of Citrus an entity or a structure that is 90 percent processed. So necessarily, and we've been very up front with our, our meetings with them and our communications with them, necessarily they're going to be guided by those entities, proprietary interests that pay 90 percent of the taxes.

Our, our objectives and goals may not coincide necessarily every time with what they think is the best for the industry as a whole, and we need as an additional tool the opportunity to support those systems or mechanisms that will help us in particular in our narrow proprietary interests over and above what the DOC or the FCC may think is a goal or objective. Not adversarial, just that it, the structure is difficult for us to deal with oftentimes, because it is process dominated.

MS. SCHMAEDICK: Do you see adding authority for research and promotion as being a crucial or vital step to the continued health of the fresh industry?

THE WITNESS: Crucial and vital are the very appropriate words. We're struggling to compete in a world market. We're struggling to compete against the word convenience, convenience product. We need new varieties, easy peel, seedless varieties.

We've got pressure from diseases. We need to, to the extent in business you can control the, the variables that could affect your business the most, you need to try to do that.

And again, this structure, the Federal Marketing Order where only fresh growers and fresh is involved gives us that, that mechanism, that discretion and we need that desperately.

MS. SCHMAEDICK: Okay. That's it for my questions.

MR. NISSEN: Richard, Chris Nissen, USDA. Talking about the structure, the CAC and the FDOC, they're aware of each other, are they not?

THE WITNESS: They are indeed.
MR. NISSEN: And there's quite a bit of overlapping membership.

THE WITNESS: Yes.
MR. NISSEN: And so, I mean, in terms of cooperation and knowing what each other is doing and how this might work in
terms of the balancing of the research and the funding, I mean, cooperation between the two groups has occurred in the past, has it not? THE WITNESS: Most definitely. As a matter of fact, the people I work for and many of them sitting at this table today, they're in the processed business and the fresh business. I mean, again, you try to diversify to the extent that you can. You're an orange grower. You're a tangerine grower. You're a grapefruit grower. We have eliminations and so we're all in the business together. And so, yes, that cooperation does occur.

MS. DASH: Did the --
JUDGE HILLSON: You need to
identify, I'm sorry, you need to identify yourself.

MS. DASH: I'm sorry. Suzanne Dash, USDA. Did the Florida Citrus Packers have a meeting or meetings with the members to talk about Amendment Number 4?

THE WITNESS: Indeed. We are, of course, a trade association. We have various committees and those committees meet on various issues. We galvanize our positions. We talk about the pros and the cons. I've, I've written, myself, a half dozen issue briefs that says here's, here's why we should move on amending the marketing order, Amendment Number 4 in particular, or not and, and it's, this has taken three years. We don't change quickly in this business, but it's taken us three years to get to the point where we are petitioning USDA through the CAC for this authority.

So indeed, we, we've been through
a lot of time and effort to make sure that we're covering all our bases and communicating to our members. We have a, it was unanimously voted for within our trade association and just for the record, Florida Citrus Packers does represent packinghouses. We have 30 packinghouses. We're in almost 90 percent of
the fresh volume and we didn't have a single grower/packer within our organization object to, to this. In fact, they were very supportive of us, again, asking for the taxing authority as a tool to potentially help ourselves where we think there's a need.

And the other structures that are in place out there could not help us. That's what we're looking for. This tool would provide that mechanism for us to address those issues that can't be addressed under certain, in the, in the current situation that we're facing.

MS. DASH: Do you have small and large growers and small and large packers?

THE WITNESS: Yes, while, you know, Mr., Mr. Raley himself is a, is a large grower, he represents a co-op. And the co-op is $a$, is a cooperative of growers that are, you know, I'm a small grower. I'm a member of his co-op. I've got 32 acres so there's lots of those type of growers represented within
his structure. And, and so we bring that to the table, not only his cooperative, but there's other cooperatives within our trade association. Again, they're mostly small growers. That's what cooperatives are designed to do, to help smaller growers to compete in a larger market. And, and so, there's that representation there.

MS. DASH: Did you, you can give the opinion for yourself as a small grower or what you've heard in meetings with growers and packers, did you feel there was any difference in support for this proposal for small growers versus large growers or small handlers versus large handlers?

THE WITNESS: No difference.
MS. DASH: And you are a small
grower.
THE WITNESS: Yes.
MS. DASH: That's all I have.
JUDGE HILLSON: Anyone else?
MR. NISSEN: Chris Nissen, USDA.

Richard, you talked about it being a tool in the toolbox. In your opinion, would you say that this is a period of significant change in the citrus industry?

THE WITNESS: There's no question we're in a period of significant change. We, we, especially in the fresh side of the business. We, we have awakened to the fact that we have got to respond to the marketplace and we've got to have new tools to do that. And I've mentioned new varieties. We've got to have easy peel, seedless varieties. If we're going to compete long-term, we've got to have disease resistance varieties. We've got to have varieties that, that can meet protocols for access to certain markets.

For example, well not to just varieties. We've got to meet the phytosanitary requirements for, for those markets on citrus canker, which was mentioned earlier. And we've got to have the tools to do that. It means, for the most part, being able to
generate money to, to meet certain objectives so we can continue to have access to market and continue to, to run our packinghouses and put the volume through there in order to give the consumer what he wants.

MR. NISSEN: But also in the change, aren't there some significant discussions and changes being discussed at the DOC on how they handle some of their promotion funds and how they're going to continue to do that and other possible options or what they are pursuing?

THE WITNESS: You're, thank you Chris, for bringing me around to the point that you probably wanted me to go in the first place. Indeed, the Department of Citrus is thinking of a Federal Marketing Order because of their marketing situation there. The U.S. market is being supplied by half Florida solids and half offshore solids, but they have a state marketing order that taxes Florida growers and that money is used to promote
orange juice generically. Now they do put money behind the word Florida, but Florida orange juice, the consumer for the most part perceives orange juice as orange juice as orange juice.

So you've got the grower supporting the other 50 percent of the solids out there, the other 50 percent of the orange juice out there with his tax dollars. And so the DOC is now in the, we call if the free riders situation where indeed those, those, that orange juice coming in from Brazil, for example, is getting a free ride on the marketing effort of the DOC and the growers are saying, hey, time out. We are paying for somebody else's marketing. They're benefitting and yet we're having trouble making our ends meet. This isn't going to work, find an alternative.

And so the DOC is out considering the possibility of coming to the legislature, to the Federal legislature and amending the
marketing order by a national tax if California, Texas and so on would go along with it so that they can generate money from everybody and promote orange juice and everybody benefits, not just, you know, the Florida grower in, in the instance of their own taxes.

MR. NISSEN: And should the DOC decide to pursue something like that where they only were promoting orange juice and not working on the fresh, is there any other mechanism right now available to the fresh grower to collect money for promotion and research should the DOC step away from that?

THE WITNESS: That, I'm, just you folks, just the Federal Marketing Order.

MR. NISSEN: Only if we added it to the Marketing Order.

THE WITNESS: Right.
MS. PICHELMAN: Heather Pichelman, USDA, Office of General Counsel. I want to go back to something that Ms. Schmaedick had
brought up just briefly. Regarding your use of the term tax or creation of a taxing authority, when it comes to Federal Marketing Orders, it's an assessment. You assess, you do not tax. And they are, in fact, they're interchangeable, although I understand it in the street it may be, but I just wanted to clarify whether you understood that the authority that we're looking at is not to actually, a taxing authority, but authority to assess.

THE WITNESS: I understand.
MS. PICHELMAN: Thank you.
JUDGE HILLSON: Anyone else? Ms.
Schmaedick?
MS. SCHMAEDICK: Melissa
Schmaedick, again. I just want to have some help here in understanding, you represent the Florida Citrus Packers. And under the Federal Marketing Order, the committee has members that are growers and handlers, and handlers can be shippers. Are you included in that
category of handler/shipper as a packer or are you separate?

THE WITNESS: We are shippers.
Our trade association represents packinghouses.

MS. SCHMAEDICK: Okay.
THE WITNESS: But invariably, every packinghouse owner has a base that he works from and they mostly own their own groves, or own grove, or have an affiliation with someone that owns groves. And so it, and while we, under our authority you have to own, lease or operate packinghouses, the base on which those folks operate and conduct business is the grove, and they're almost all growers too. There are a few that just lease packinghouses and, and don't own their own groves, but that's few and far between because then you're subject to the marketplace and so on and so forth.

MS. SCHMAEDICK: One element that I find interesting, and I believe it was Mr.

Chadwell who brought this up in his
introduction, I believe it was actually the packers that proposed this idea of adding research and promotion authority to the marketing order.

THE WITNESS: That's correct.
MS. SCHMAEDICK: To the committee.
THE WITNESS: Yes.
MS. SCHMAEDICK: I'm just
wondering, is there a general sense also among the producers -- that this is important? Do they see it as being vital, essential to the longevity of their industry?

THE WITNESS: Again, Dundee Citrus

MS. SCHMAEDICK: Oh, right, right.
THE WITNESS: -- Dundee is
representative of, I don't know how many
members they have, hundreds, and they represent growers and they're in an official position, I don't want to put words in Mr. Raley's mouth -- but I, their official
position in favor of this, this amendment to the marketing order.

MS. SCHMAEDICK: Okay, that's it
for me. Thank you.
JUDGE HILLSON: Okay, that's everyone? Thank you very much for testifying. It's a little bit after noon now. I'm willing, I just want to check. I have on my list, I have Hunt, States and Bournique as the upcoming witnesses. Are there any others that I don't have? I could either do another witness now and then break for lunch, or break for lunch. What do you all want to do? I don't have a strong preference on this one. I guess no one else does.

MS. PICHELMAN: I guess -- why don't we say let's break and then -- three afterwards.

JUDGE HILLSON: All right.
MS. PICHELMAN: But $I$ don't have $a$ preference.

JUDGE HILLSON: I think we're
going to break. We're going to break for lunch now. Before I go off the record, I know that Ms. Pichelman asked you all to get a position together on something, which I presume you're going to do over lunch, on one of the proposals. Is an hour enough time to each lunch, and if you are all talking, to get yourself together or not? Okay, and there's places close by that we can get to lunch and come back within an hour or so?

I've got about three or four minutes after noon. Let's come back at 1:10. We'll break for lunch. Let's go off the record.
(Off the record.)
JUDGE HILLSON: I have on my list the speakers we're going to have in this order, Mr. Hunt, Mr. States and Mr. Bournique.

Does that sound right to you guys?
MR. HUNT: That's right.
JUDGE HILLSON: Okay, and there's no one else here who is eligible to testify
because there's no one else here, basically, just the government folks. So with that, Mr. Hunt, I'll swear you in.

MR. HUNT: Thank you very much. Whereupon,

FRANK HUNT, III
having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Can you please state your name and spell it for the record? THE WITNESS: Frank Hunt, III, F-r-a-n-k, H-u-n-t.

JUDGE HILLSON: Okay, and I'm
going to mark your written testimony as Exhibit 13. You may proceed.
(Whereupon Exhibit 13
was marked for identification.)

THE WITNESS: Okay. My name is Frank M. Hunt, III. I'm the President of Hunt Brothers Cooperative in Lake Wales, Florida.

Hunt Brothers is a grower, packer and shipper of fresh Florida citrus. Hunt Brothers has been growing citrus in the Lake Wales area since the 1920's, and we are currently in the fourth generation of our family who is involved in the management, ownership, operation of our packinghouse, which ships roughly 1,000,000 cartons of fruit fresh each year off of approximately 5,000 acres of citrus groves. Hunt Brothers also has a significant interest in Florida's Natural Growers, which is a major producer of citrus juice products.

I support all four proposed amendments to the Marketing Order 905 and will be speaking specifically to Amendment Number 4. Having volunteered my time and expertise to numerous industry organizations and committees, both private and public, I have firsthand knowledge of the importance for producers of Florida citrus for fresh consumption to enjoy representation and
control.
Having served in various
leadership positions on the fresh and processed sides of the industry, I recognize the fresh citrus segment as unique, with its own issues, opportunities and concerns. Due to the small size of the fresh segment relative to the whole, issues of importance to fresh growers are not always prioritized in the same manner by the rest of the industry. This is simply a factor of scale.

It is imperative that fresh growers be represented by a body that knows and understands its issues and is willing to help design solutions that will elevate the marketable distinctions of what makes fresh citrus special, and provide a means of researching the specific challenges that could be impediments to horticultural, market or economic success.

Florida's citrus industry has suffered a precipitous decline in fresh fruit
utilization in recent years. Market and horticultural challenges have intensified, causing an erosion of market share. Fresh growers need an alternative. Although the Florida Department of Citrus maintains a taxing authority to provide research and promotion, it may well be that a program managed and led by fresh growers could better serve specific needs of the fresh segment, interjecting a fresh approach and bias. Many horticultural, cultural, consumer and competitive challenges facing Florida's fresh citrus growers are unique to the fresh segment and of little concern to others. In the past, proposals to identify and support marketable distinctions of fresh citrus were viewed as being in conflict with the interests of the processed sector.

As someone with a significant investment in processed and fresh interests, I can tell you that each segment can constructively market to its competitive advantage, while elevating the overall citrus category. Toward this end, fresh citrus challenges require a focused and committed response that can only come from stakeholders who share in the value of the solution.

Proposal 4 has been widely discussed among growers of all sizes over the past year. It is largely believed that an expansion of the taxing authority associated with Order 905 would benefit the growers, through added services and accountability. Because members of the Citrus Administrative Committee are elected by fresh growers, they provide balanced representation and leadership and a keen awareness and commitment to the cause of growing and selling fresh Florida citrus.

Although Proposal 4 would likely result in an increase in fees levied by the Citrus Administrative Committee, the committee is unlikely to favor an additional tax burden on growers, and is more likely to offset
decreased assessments paid to other agencies. Again, growers can rest easy in this assurance as the Citrus Administrative Committee is comprised of growers who have a stake in the success of their policy.

Growers deserve the opportunity to affect positive change through the election of leaders who understand their challenges, legitimize their opportunities and share in their successes. Thank you.

JUDGE HILLSON: Do you have any questions of Mr. Hunt? Go ahead, Ms. Schmaedick.

MS. SCHMAEDICK: Good afternoon.
THE WITNESS: Good afternoon.
MS. SCHMAEDICK: Melissa
Schmaedick with USDA. Mr. Hunt, you mentioned that the cooperative represents growers, packers and shippers. Is that correct?

THE WITNESS: Hunt Brothers?
MS. SCHMAEDICK: Yes.
THE WITNESS: Yes.

MS. SCHMAEDICK: And in that
capacity, are there members of that cooperative that would qualify as small entities under the SBA definitions?

THE WITNESS: Yes.
MS. SCHMAEDICK: Yes. And so you're representing that cooperative and its interests.

THE WITNESS: That's correct. Let me kind of clarify. Hunt Brothers Cooperative is a family cooperative. There, there are essentially 14 members of the cooperative, which, which are family members or family controlled corporations or organizations that are producing fruit. Some of those members are very small and others are larger. Hunt Brothers' largest member is Hunt Brothers, Inc., which would be 50 percent of our volume.

MS. SCHMAEDICK: But within the interest of the cooperative, and you're representing that interest, you're also -THE WITNESS: Right.

MS. SCHMAEDICK: -- representing interests of small entities.

THE WITNESS: That would be correct.

MS. SCHMAEDICK: So my question is
in your testimony you say, you talk about needing to be able to control, sort of the destiny of research and promotion activities that are specific to the fresh industry. And do you see that small entities in particular stand to benefit from that type of collective action that is tailored to represent fresh market interests?

THE WITNESS: Yeah, I, I think that where you put the fresh fruit growers in the room discussing fresh fruit growers interests, they would certainly be much better represented. And in the current environment we're operating in, many times the fresh fruit interests get lost in the total, in the, this industry is made up predominantly of processed interests and this is really, whether we're
talking about marketing or producing, that you have to be sure that whom you're talking to understands you're talking about fresh fruit and not processed because it tends to drift toward the processed side.

MS. SCHMAEDICK: I guess my question is if, for example, there's a small, a grower that would qualify as being a small business entity under the SBA definition, in the current situation where research and production activities are under the FDOC, that particular grower's interest is a very small percentage of the overall activities.

So my question is if those activities are removed, the activities that are specific to the fresh are moved under the Federal Marketing Order, does that small business entity then stand to gain a certain amount of representation or influence and impact in the, in representing his product in the market? Does that make sense?

THE WITNESS: I would think so.

MS. SCHMAEDICK: So essentially you could say that maybe small entities stand to benefit proportionally?

THE WITNESS: I would think so.
MS. SCHMAEDICK: Okay. That was
my question. Long way to get there, but that's what I was trying to say. Thanks.

JUDGE HILLSON: Any other questions from this side of the room? Go ahead, Ms. May.

MS. MAY: Laurel May, USDA. In
your testimony you said that in the past some proposals, I guess, by the Florida Department of Citrus have been in conflict with the interests, well, you said the processed sector. That fresh citrus interests and processed citrus interests conflict with each other. How do they conflict with each other?

THE WITNESS: We don't really want to get into some of our issues with the Department of Citrus specifically, but you know, again it's, it's trying to get fresh
interests, talking about fresh interests and, and addressing those. And so in the past with some of the programs that, that we've had and some of the things, the initiatives we've had, with 90 percent of the interest being in processed, it's been difficult to get programs implemented.

One in particular that we, would be fresh squeezed juice that, fresh squeezed was a big part of our, our business. We had some issues concerning food safety and we felt like that we abdicated our responsibility in responding to these in this industry and just kind of let it, let it go. And yet for the fresh segment of the industry, it was a very important part of our business. We shipped a lot of fruit to machines across the country that used to squeeze juice fresh and, and we kind of walked away from that business.

Well, the processed side said not to worry. We have NFC pasteurized juice. We can support this market. Reality is it's not,
they're not exactly the same products. That's one particular one.

When we began trying to bring this back a few years ago -- did not want to talk about the Department of Citrus, the makeup of the commission at the time, there's a strong processed presence that, that didn't want to go there. So we didn't go there.

MS. MAY: So then you feel that by adding this authority to the marketing order, that would enhance the fresh industry's --

THE WITNESS: The opportunity to look at these possibilities and evaluate them on their own merit and support them or not.

MS. MAY: Okay. That makes sense. Okay, thank you.

JUDGE HILLSON: Anything else from this side of the room? I'm going to receive your written statement, Mr. Hunt, into evidence as Exhibit 13. Thank you very much for testifying. Now let's move right on to Mr. States.

|  |  | Page 191 |
| :---: | :---: | :---: |
| 1 | (Whereupon Exhibit 13 |  |
| 2 | was received into |  |
| 3 | evidence.) |  |
| 4 | Whereupon, |  |
| 5 | ROBERT E. STATES |  |
| 6 | having been duly sworn, was called |  |
| 7 | as a witness and was examined and testified as |  |
| 8 | follows: |  |
| 9 | JUDGE HILLSON: Can you please |  |
| 10 | state your name and spell it for the record, |  |
| 11 | sir? |  |
| 12 | THE WITNESS: Robert E. States, S- |  |
| 13 | t-a-t-e-s. |  |
| 14 | JUDGE HILLSON: Okay, and Mr. |  |
| 15 | States, I am going to mark your written |  |
| 16 | statement as Exhibit 14, and you may testify |  |
| 17 | now. |  |
| 18 | (Whereupon Exhibit 14 |  |
| 19 | was marked for |  |
| 20 | identification.) |  |
| 21 | THE WITNESS: Thank you. My name |  |
| 22 | is Robert E. States and I serve in a sales |  |

capacity for DNE World Fruit Sales. DNE World Fruit Sales was formed in 1914 as a receiver and distributor of fresh fruits and vegetables in New York City. The company began investing in Florida citrus groves and packinghouses in the 1920's and today owns and manages approximately 20,000 acres of groves and land holdings in Florida's famous Indian River citrus production region. DNE is a grower, packer, exporter and marketer of fresh Florida citrus and an importer and marketer of citrus fruits from virtually every significant global production area.

DNE is the largest single grower of Florida grapefruit and is the exclusive marketer of fresh oranges and tangerines of Waverly Growers Cooperative and Haines City Citrus Growers Association. Fresh grapefruit and specialty varieties require a high rate of fresh utilization in order to return a healthy profit to the grower. As disease pressure and changes in consumer demand have caused a
steady decline in fresh movement, the challenges facing growers of varieties intended for fresh consumption have been accentuated. Fresh growers desire the creation and implementation of research and marketing programs that address the specific challenges of the fresh segment.

DNE World Fruit Sales has reviewed and studied the four proposed amendments to Marketing Order 905. DNE is supportive of Proposals 1 through 3 as a means of making administration of Marketing Order 905 more conducive to present business practices. DNE is strongly supportive of Proposal 4, providing an expansion of the scope and authority of the marketing order to include research and promotion activities, including paid advertising.

Growers of citrus varieties for fresh consumption view the approval of Proposal 4 as the addition of another tool in the box. Growers realize that the Citrus

Administrative Committee, a body elected by growers, has the ability to conduct research and promotional programs that are tailored to the unique needs of the fresh sector. Such a tool may or may not be employed, but the minority fresh sector finds solace in possession of the authority.

The fresh citrus sector represents 10 to 12 percent of Florida's citrus crop. As the minority sector, the priorities of fresh growers may be viewed differently than the needs of the larger industry. Fresh growers would likely be able to identify the special taste and health attributes of fresh citrus and potentially establish programs to leverage this knowledge into a marketable advantage. While fresh fruit research and promotion is encapsulated in the marketing message of the larger industry and its processed orientation, fresh differentiation is a key component of effective promotions. DNE is of the opinion that processed and fresh
interests should each promote the marketable strengths of their respective products in an appropriate manner to strengthen grower returns and enhance demand, while elevating consumer awareness and appreciation of citrus.

This is best achieved through a board of elected stakeholders who are directly accountable to the electorate and who benefit from the success of the programs. The CAC is the most suitable body through which to accomplish this. Through Marketing Order 905, growers can decide when or if they wish to assess themselves for research and promotion and can avoid double taxation through control of the process.

Proposal 4 would make it possible
for a fresh focused program administered through the CAC to work in concert with the existing programs of the Florida Department of Citrus or to seek a division of labor that best employs the expertise of each body. Amendment Proposal 4 offers fresh growers a
new tool to more directly affect research and promotion programs specifically designed to address our particular market and research needs. Thank you.

JUDGE HILLSON: Okay. I'm going to receive Mr. States written statement, Exhibit 14, into evidence and then I will ask the folks on the government side if they have any questions. Ms. Schmaedick, you look like you have, you don't have any questions?
(Whereupon Exhibit 14
was received into evidence.)

MS. SCHMAEDICK: No, I don't have any questions. Thank you.

JUDGE HILLSON: No questions? Oh, wait a second.

MS. DASH: I just have my standard question about --

JUDGE HILLSON: That's Ms. Dash speaking, by the way, for the record.

MS. DASH: Sorry, Suzanne Dash,

USDA. As a grower, would you consider yourself a small or --

THE WITNESS: I'm not a grower
myself. I'm a, a sales agent for a company. But I'd say our grower, we'd be a large grower with our acreage, yes.

MS. DASH: And as a handler?
THE WITNESS: A large handler, we would be a large handler I would say, yes.

MS. DASH: That's all.
JUDGE HILLSON: No other
questions? All right. Thank you for testifying. And Mr. Bournique, I hope I'm pronouncing your name correctly, I guess you're coming up in a second. Please raise your right hand.

Whereupon,
DOUGLAS C. BOURNIQUE
having been duly sworn, was called as a witness and was examined and testified as follows:

JUDGE HILLSON: Can you please
state and spell your name for the record?
THE WITNESS: Douglas C.
Bournique, B-o-u-r-n-i-q-u-e.
JUDGE HILLSON: Okay, and I've
marked your written statement as Exhibit 15.
You may proceed to testify.
(Whereupon Exhibit 15
was marked for identification.)

THE WITNESS: My name is Doug Bournique. I reside at 1145 Pegasus Place in Vero Beach, Florida. I am the Executive VP of the Indian River Citrus League. It's the state's oldest grower association. We're 77 years old.

On behalf of the Indian River
Citrus League, its 1000 grower members and 22 commercial packinghouses, we submit our support of the Citrus Administrative Committee to initiate rule making to amend Marketing Order 905 to provide taxing authority to support fresh scientific research, market
development and/or advertising.
The economic vitality of the region is predominantly fresh fruit. The River region is the largest grapefruit region in the world and we export 80 percent of the 15,000,000 4/5 bushel cartons that are packed by our member packinghouses that is exported to 24 countries around the world.

Our growers and packers are in an extremely competitive business with unprecedented disease pressures and need every possible tool to stay in business. We strongly feel that this amendment would enhance our grower membership's ability to generate a fair return on their packed fresh fruit. Unfortunately at this time as grapefruit growers, the fresh fruit return is the only positive return for our grower membership, as the processed side of the financial equation is all red ink.

On behalf of our entire grower membership, we urge your consideration and
support of this important amendment for our grower membership. Thank you.

JUDGE HILLSON: Thank you, Mr. Bournique. I'm going to receive your written testimony as Exhibit 15, and then I'm going to turn it over to the folks to my left to see if they have any questions of you.
(Whereupon Exhibit 15
was received into evidence.)

MS. SCHMAEDICK: Yes, I have a question.

JUDGE HILLSON: Go ahead, Ms. Schmaedick.

MS. SCHMAEDICK: Melissa
Schmaedick, USDA. Mr. Bournique, thank you for your testimony. You indicate that the Indian River Citrus League represents about 1,000 grower members. Do you have any statistics as to what percentage of those grower members might qualify as small businesses?

THE WITNESS: Yeah, about threequarters of our growers are small growers. We're an old region of the state's production, and most of our growers are in the 50 to 200 to 250 acre range. We've got about 16 to 18 growers that are above the 5,000 acre range, so the vast majority are very small growers as compared to the rest of the state.

MS. SCHMAEDICK: And what about the packinghouses you represent?

THE WITNESS: Yeah, we have 22 packinghouses. We did have, in the questions you asked earlier, we had 43 packinghouses in the year 1999. So this industry is shrinking rapidly. We're down to 22 . That's the reason we're urging your support of this for our remaining membership and our packinghouses to be more competitive.

But of those packinghouses, the average packinghouse in the River packs somewhere around three-quarters of a million cartons each year. They could pack more.

It's just that the, the fresh fruit that's available is becoming less and less due to disease pressure.

MS. SCHMAEDICK: So I've asked this question once before, do you see the Proposal 4, adding authority for research and promotion, as being a vital element to the longevity of your industry?

THE WITNESS: Absolutely. I think it's, personally and professionally, I think it's long overdue. We've needed this for a long time. I'm glad that we're here. I'm glad you're all here listening to this and we need it as quickly as possible because the industry is in that kind of dire consequences of, of all of our scientific needs, our marketing needs. It needs to be put together as quickly as we can to keep them in business.

MS. SCHMAEDICK: And Indian River Citrus League, you said it was predominantly grapefruit.

THE WITNESS: Yes, yeah, we're the
biggest region in the world for grapefruit production.

MS. SCHMAEDICK: Okay.
THE WITNESS: We're bigger than Texas and other areas combined, most other areas of the United States.

MS. SCHMAEDICK: Okay, thank you.
JUDGE HILLSON: Any other
questions from this side? Thank you very much for testifying. We already have your exhibit in evidence. I believe so. Now who is going to address what you guys were working on over lunch?

MR. CHADWELL: Yes.
JUDGE HILLSON: Okay. I need you to identify yourself, again.

MR. CHADWELL: Okay.
JUDGE HILLSON: You're going to address Ms. Pichelman's question --

MR. CHADWELL: Yes.
JUDGE HILLSON: -- about what exact language you wanted with respect to

Proposal 2, was it?
MR. CHADWELL: Yes.
JUDGE HILLSON: Was that the one? MS. PICHELMAN: Proposal 2. JUDGE HILLSON: Okay. MS. PICHELMAN: And I guess 1 through 4 to insure that we understand this is exactly, that all four proposals, the language in the Federal Register for all four proposals, but specifically 2 since there was some concern that that is what, that that was your intent, that these are the proposed amendments you want USDA to consider. MR. CHADWELL: Yes. Arthur Chadwell, the Manager of Citrus Administrative Committee. I want to, some clarification, the main one, I think we'll start with Proposal Number 2. And in looking at the language on page 5131, I submit that, striking out, should I read the whole, should I read it and then delete what I think should be deleted to make it sound like what we thought we were asking for?

JUDGE HILLSON: I think that's your call.

MS. PICHELMAN: Yes, maybe state the words you want to delete and then read the whole thing through.

MR. CHADWELL: Okay. We would like to delete on the seventh line, district and. And then at the bottom, provided that to the extent possible, the substitute alternate represents the same district and group affiliation of the absent member, strike that. I'm making an assumption that when we refer, when it's referred to as group affiliation, we are referring to group affiliation as growers or shippers. And it's our feeling that by deleting these items, it best represents what we were trying to communicate, that grower members substitutes can be alternates as long as they're growers. Shipper members can be, their alternates can be, must be shipper alternates.

MS. PICHELMAN: Would you mind, just for the record, reading it the way, your modifications, so read it exactly the way you want it --

MR. CHADWELL: Okay.
MS. PICHELMAN: -- to be
considered.
MR. CHADWELL: Section 905.29
Inability of members to serve. (b) If both a member and his or her respective alternate are unable to attend a committee meeting, such member may designate another alternate to act in his or her place in order to obtain a quorum provided that such alternate member represents the same group affiliation as the absent member. If the member is unable to designate such an alternate, the committee members present may designate such alternate.

MS. PICHELMAN: Okay, just one question I think. Did you add alternate member, going up to line six, provided that such alternate, you wanted member, the word
member inserted as well? Do you see what I'm saying?

MR. CHADWELL: Yes.
MS. PICHELMAN: So line six will
say --
MR. CHADWELL: Yes, striking alternate and replacing that with member.

MS. PICHELMAN: Oh, I thought you were just adding the word member.

MR. CHADWELL: Alternate member, provided that such alternate member represents, yes, alternate member.

MS. PICHELMAN: That's the way you read it.

MR. CHADWELL: Yes, okay.
MS. PICHELMAN: Yes, that is the way you read it.

JUDGE HILLSON: Is that it?
MS. PICHELMAN: Yes, and just then a confirmation, I'm sorry, did you have --

MR. CHADWELL: No, go ahead.
MS. PICHELMAN: Just a
confirmation then, just for the record, Proposal Number 1 and Number 3 and Number 4 are stated the way, they're stated the way you intended to, that you intended for -MR. CHADWELL: Yes, I think, I, I would like to expand on the Proposal 1. When we were discussing, we opened a window for allowing the consideration of a -- of cooperative members by their production, but when I mean production, their shipments. And it was referenced, and this was after this, this was an afterthought. After we submitted the proposal, in the order, grower members have districts and every fifth year the committee looks at how they are portioned and then they can make an adjustment to the proportionate grower members. And they use the volume produced by county, production, the shipments by county and they correspond that to the industry's production and shipments to keep in balance so that districts are the best we can, aligned with what they're actually
doing, the amount they're producing, the amount they're shipping fresh. So within the order, every fifth year the committee can reapportion grower seats if needed. When we reflect back on Proposal 1, because of the changing of our industry, we thought it may be best to do the same for cooperative members, where we could take their three year average shipments compared to the industry's three year average fresh shipments and use that, and every third year the committee could reapportion the cooperative membership to what, what its representation is of the industry.

MS. PICHELMAN: So you're looking to add to your Proposal 1 --

THE WITNESS: Yes.
MS. PICHELMAN: -- that language
to Proposal 1?
THE WITNESS: Yes.
MS. PICHELMAN: What is the
language that you're looking to add?

THE WITNESS: I was under the impression that when we brought it up in testimony that then we could add to the record that language at a later date. So I did not prepare language for that at this time. That was an assumption that $I$ had made thinking that we opened the window, you know, we wanted it discussed so we brought it in today, that it could be expanded on later. It's not --

MS. PICHELMAN: Your Honor, may I ask just for a brief five minute recess?

JUDGE HILLSON: Is that different from a long five minute recess?

MS. PICHELMAN: Yes, a brief is
much shorter than a long.
JUDGE HILLSON: I'll give you five minutes.

MS. PICHELMAN: Okay.
JUDGE HILLSON: Off the record.
(Off the record.)
JUDGE HILLSON: And I want to
state for the record, that was the longest
brief five minute break I have ever given. MS. PICHELMAN: That's fair, your Honor. I apologize. It wasn't as brief as I intended it to be.

JUDGE HILLSON: And now that you've had that brief break, how does that impact anything? Are we all done?

MS. PICHELMAN: Essentially, when it comes to Proposal 1, if you do want to make some of the modifications that you were talking about, we will need to see language -before the hearing concludes, because we need to be able -- through the hearing system, ask questions about it and let all interested parties, excuse me, that are here discuss it and have -- fully put through the process.

So if you do want to make the modification of adding language about a three year review, we will need to have language proposed by you today.

JUDGE HILLSON: Who told you that? I'm asking on the record, who told you that?

MS. PICHELMAN: Oh, I was talking to Ken Vale in --

JUDGE HILLSON: Okay -- if that's what they want to do, I guess I'll give you gentlemen the option. Do you want to take 15 minutes to 30 minutes to try to come up with some language? To me, and I don't have an official opinion here, to me these are minor modifications that -- if Ken Vale says something, then I guess you're bound by it. MS. PICHELMAN: I guess, your Honor.

JUDGE HILLSON: Yes, Ms. May?
MS. MAY: If we provide them with the CFR so they can see how it's been written elsewhere --

JUDGE HILLSON: We could provide them, if they want. The question is do they want to take --

MS. MAY: Okay.
JUDGE HILLSON: -- do they want to the time today. I have nothing on my schedule
the rest of the day, but I don't want to take, I don't think it's going to take you guys three hours. It's either going to take you, you're either going to come up with something in 10 or 15 minutes. The only question is whether you're confident enough in it, in what you write that it's going to be the official proposal that you're going to be putting forward. So tell me what you want to do.

MR. CHADWELL: I think we'll just
leave it stand the way it is.
JUDGE HILLSON: Okay.
MR. CHADWELL: That was the
committee - -
JUDGE HILLSON: It doesn't prevent
you from contending it in your written paper afterwards. Maybe you'll convince Mr. Vale and Mr. -- to change their mind, or not. Okay, so they're done.

MR. CHADWELL: On that, on that issue.

JUDGE HILLSON: Okay, so is there
anything else to talk about now? That was the last --

MS. PICHELMAN: That was the last. I guess, I'll ask again. Based on what we have in the record for Proposal 1 as it is in the Federal Register, Proposal 2 as we discussed already with the modifications --

MR. CHADWELL: Okay.
MS. PICHELMAN: -- Proposal 3, again, as it is in the Federal Register and also Proposal 4 as it is in the Federal Register.

MR. CHADWELL: Let me make some comments on Proposal 3.

MS. PICHELMAN: Okay.
MR. CHADWELL: Just to make sure the record is clear. It was brought up by a couple --

JUDGE HILLSON: We should just state for the record that --

MR. CHADWELL: Arthur Chadwell, okay, Arthur Chadwell, Manager of Citrus

Administrative Committee. Earlier today a couple of the presenters in the question and answer period and in their testimony, in writing we determined, that it was determined to my, what I thought I heard, is that in writing by fax or e-mails would be considered a reply in writing.

The other issue would be that in our determination of meeting, conducting meetings by telephone, we had assumed that we would have, we could have a called meeting at a location and we could have members and/or alternates calling in with electronic form of communications, most likely telephone, but other types of communications. And that we also determined that we mostly referenced conference calls and telephone calls as the form that we would be using, but we also left some, it open as, with new technologies such as video conferencing calls and web, maybe web conferencing.

So that, we left, there's an
opening with new technology that's being developed, that those would also be included in this section.

MS. PICHELMAN: Okay, and those are just clarifications, correct? Those aren't modifications, those are just --

MR. CHADWELL: They're just
clarifications. And then I guess --
JUDGE HILLSON: -- call everything
a clarification, not a modification.
THE WITNESS: Yeah, okay. As a clarification, I guess this would be another clarification. In Proposal 3 at the very end, it's provided that any assembled meeting be held, all votes shall be cast in person. And I am making the assumption that, as we just mentioned, where you'd have a called meeting and you would have people on the conference call, that in person in that case means that their, transmission of their vote in writing or e-mail would constitute them being in person.

MS. PICHELMAN: That's, you're asking me, are you --

MR. CHADWELL: Well, that's what I

MS. PICHELMAN: -- you're telling me what the committee --

MR. CHADWELL: The committee assumes --

MS. PICHELMAN: Assumes, okay.
MR. CHADWELL: Yes, that if you have a called meeting and you have people, members and/or alternates that use communication other than being at the meeting to be in attendance and a vote was taken, they could, would communicate their position in writing. And writing could be a fax or email, and so that in person, that's how they would communicate their vote.

MS. PICHELMAN: That's your intention, okay.

MR. CHADWELL: Yes, that's the intention.

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MS. PICHELMAN: Okay.
MR. CHADWELL: And as we discussed it.

MS. PICHELMAN: Thank you, thank you.

JUDGE HILLSON: Done?
MR. CHADWELL: I think so.
JUDGE HILLSON: And how about on this side?

MS. PICHELMAN: The only other thing is that USDA has one proposed amendment.

JUDGE HILLSON: Okay. Did you want to have someone testify or do you just want to --

MS. PICHELMAN: No, we'll have no
one testify. It's just the proposed
amendment, Number 5, to make other such
changes as they be necessary to the order to conform with any amendment thereto that may result from the hearing.

JUDGE HILLSON: Okay. You don't have any questions of the USDA on that?

That's sort of standard language. Okay. The only other thing remaining to be done is to set a schedule for briefing, which means you folks filing a brief. How much time do you anticipate, I guess I'll just ask you, Mr. Chadwell, since you're the, I guess the lead man on your team over there, how much time do you need, do you think, or do you want? Some folks tell me they want to do it in a week because it's urgent and some folks need more time.

Usually, you wait until you have the transcript and the transcript generally takes two to three weeks to get posted. Three weeks, let's say, to get posted on the internet where it's accessible to anybody. And then most people want, you know, X amount of days after that.

MR. CHADWELL: I would assume that maybe 20 working days, four weeks.

JUDGE HILLSON: After the transcript or from now?

MR. CHADWELL: After receipt of the transcript, a minimum of 20 working days, four weeks to six weeks, something like that.

JUDGE HILLSON: Okay. I'm not being rude, I'm just trying to get my calendar up. I forgot my paper calendar today and I know I have a calendar over here somewhere on this thing.

Okay, so today is the 12th. If I assume that the transcript will be up by about March 4th, which is three weeks from today, why don't $I$ just say March 31st.

MR. CHADWELL: 31st.
JUDGE HILLSON: Does that make the most sense, March 31st? And on March 31st, both, I invite at that same time when you submit your brief, and you won't be submitting anything, but other than, I would ask both sides -- I ask the government and the citrus folks to submit any transcript corrections that you want.

There's been a lot of technical
terms used today. There's been a few words that have been mispronounced that I'd be fascinated to see how it is in the transcript, but I invite both parties also by March 31st to submit any transcript corrections.

And at that point when I get the submitted transcript corrections, I certify the record and I'm done with it. And then it all goes down to the Secretary and his designees.

I just want to make sure no one
else here wants to testify, and unless someone has a really good reason to keep on going, I'm going to call this hearing closed. Thank you very much.
(Whereupon at 2:13 p.m. the hearing was closed.)

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Neal R. Gross and Co., Inc.

## CERTIFICATE

This is to certify that the foregoing transcript in the matter of: Florida Citrus, Order No. 905 Public Hearing

Before: US Department of Agriculture

Date: February 12, 2008

Place: Winter Haven, FL
represents the full and complete proceedings of the aforementioned matter, as reported and reduced to typewriting.


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