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Report Highlights:

European Union (EU) sugar production in Marketing Year (MY) 2020/21 is forecast to increase to 17.7 million MT, up from 17.25 Million MT in MY 2019/20, despite a 30,000 hectares (ha) decrease in sugar beet acreage compared to 2019. MY 2019/20 beet processing is just finishing as wet autumn weather severely hampered beet harvesting. EU sugar consumption has been stable in recent years at 18.6 million MT, with the strengthening trend for lower sugar consumption being offset by the increase in population. EU sugar imports in MY 2020/21 are forecast at 2.1 million MT, a 200,000 MT drop from the MY 2019/20 level, while EU sugar exports in MY 2020/21 are forecast to recover to 1.5 million MT from 1.2 million MT in MY 2019/20. EU MY 2020/21 sugar ending stocks are to fall below 1 million MT, down from 1.2 million MT at the end of MY 2019/20.

Executive Summary

Note: Unless otherwise noted, 'EU' in this report refers to EU27+UK, the current EU Customs Union.

European Union (EU) sugar production in Market Year (MY) 2020/21 is forecast to increase to 17.7 million MT, up from 17.25 Million MT in MY 2019/20. Despite this increase, EU beet acreage is forecast down by another 30,000 ha to 1.614 million ha compared to MY 2019/20, which was 90,000 ha down from MY 2018/19. EU farmers are cutting beet acreage because of the lack of profitability of beet delivery contracts and increased crop risks as a result of the ban on neonicotinoids in beet seed treatments. The consequence is that EU sugar production in MY 2020/21 will show a third consecutive supply deficit in four years since the end of the EU sugar production quota regime.

Negotiations on a new CAP are hampered by the lack of a Multi-annual Financial Framework (MFF) 2021-2027, which itself is held hostage by the negotiations for a new EU-UK relationship after Brexit.

Considering that 250,000 MT of cane sugar is produced in French Overseas Territories, EU beet sugar production in MY 2019/20 landed just below 17 million MT. Spain finished beet processing just a few weeks ago and the United Kingdom (UK) was still harvesting the remaining beets that farmers had not been able to harvest in the autumn because of excessive rain. Beet and sugar yields in 2019 suffered from drought in summer and wet harvesting conditions in much of Northern Europe.

EU sugar consumption has been stable in recent years at 18.6 million MT, with the strengthening trend for lower sugar consumption being offset by the increase in population. Food processors are responding to pressure from consumer and health authorities to reduce sugar content in food through reformulating products. The COVID-19 lockdown measures have had an impact on food consumption patterns and hence on sugar consumption as they spend more time at home, while the catering industry had to close down. The decreased use in the EU food industry will depend on the duration of the COVID-19 crisis, even as the food industry is mostly exempted from the COVID-related lockdown.

EU sugar imports in MY 2020/21 are forecast at 2.1 million MT, a 200,000 MT decline from the MY 2019/20 level. When the decline in 2019 beet acreage became clear and drought set in, sugar imports in the second half of MY 2018/19 sped up, continuing into MY 2019/20. Imports from EPA/EBA countries especially increased, with an expanding trend in refined sugar imports anticipated for MY 2019/20 before the COVID-19 crisis. EU sugar exports in MY 2020/21 are forecast to recover to 1.5 million MT from 1.2 million MT in MY 2019/20. The low MY 2019/20 export level is triggered by fierce competition and short domestic supplies, falling to 60 percent of the MY 2018/19 level.

EU sugar stocks at the end of MY 2020/21 are forecast to fall below 1 million MT, down from 1.2 million MT at the end of MY 2019/20.

Brexit and CAP

The current Common Agricultural Policy (CAP) 2014-2020 finishes at the end of the calendar year, but negotiations on its successor, with European Commission (EC) proposals launched in 2018, have been hampered by the lack of a new MFF 2021-2027 and the change in the EC leadership and a new European Parliament (EP)

after the May 2019 elections. The MFF 2021-2027 negotiations have been held hostage by the uncertainties around the UK departure (Brexit) from the EU and the negotiations for a new EU-UK relationship, which will define if and how much the UK will still contribute to the EU budget in the future.

The new EC under President Ursula von der Leyen decided to review the proposals for the new CAP in depth, as agriculture will play a major role in the <u>Green Deal</u> policies that aim to make the EU carbon neutral by 2050. Part of the Green Deal is the <u>Farm To Fork</u> (F2F) strategy that intends to elaborate on all the measures that EU agriculture will need to implement to reach that goal. Because these proposals depend on the EU's next <u>MFF</u>, the new Commission and EP are currently discussing a one to two year extension of the current CAP until the new CAP is finalized.

Explanatory Notes to the reader:

- All sugar numbers are in raw sugar equivalent (RSE) unless otherwise noted.
- The Production, Supply & Demand tables (PS&D) in this report only pertain to sugar as defined by Harmonized System (HS) code 1701; therefore, it excludes raw beet sugar production destined for fermentation or other industrial purposes like bioethanol production.
- The conversion factors and marketing years used in this report:

MY = marketing year; for sugar October/September.

Raw cane sugar = 1.07 X Refined cane sugar

Raw beet sugar = 1.087 X White (refined) beet sugar

- Sugar imports for EU inward processing purposes are excluded from this report's PS&D tables as these sugar imports are entirely re-exported as processed products. Inward processing is the EU customs program under which the import duties are waived for dairy, sugar, and starch commodities destined for processing and subsequent re-export.
- EUR/USD exchange rate in 2020.



Source: ExchangeRate.com

Acknowledgements

The numbers in this report are not official USDA numbers, rather they were derived from official European Commission data and contributions from the following Foreign Service analysts in the EU:

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Bob Flach, FAS/The Hague covering the Netherlands, Finland, Denmark, and Sweden

Gellert Golya, FAS/Budapest covering Hungary and Slovenia

Marta Guerrero, FAS/Madrid covering Spain and Portugal

Mira Kobuszynska, FAS/Warsaw covering Poland, Lithuania, Latvia, and Estonia

Steve Knight, FAS/London covering the United Kingdom and Ireland, and Brexit policy

Roswitha Krautgartner, FAS/Vienna covering Austria

Leif Rehder and Sabine Lieberz, FAS/Berlin covering Germany

Jana Mikulasova, FAS/Prague covering the Czech Republic and Slovakia

Andreja Misir, FAS/Zagreb covering Croatia

Yvan Polet, FAS/USEU/Brussels covering Belgium and EU policy

EU Sugar Production

	2018	/2019	2019/2020 October 2019		2020/2021	
Market Year begin	Octob	er 2018			October 2020	
	USDA Official	New Post	USDA Official	New Post	USDA Official	New Post
Beginning Stocks	1.997	1.997	1.228	1.417	0	1.170
Beet Sugar Production	17.513	17.763	17.600	16.980	0	17.430
Cane Sugar Production	218	219	250	273	0	250
Total Sugar Production	17.731	17.982	17.850	17.253	0	17.680
Raw Imports	1.350	1.369	1.500	1.500	0	1.500
Refined Imp.(Raw Val)	550	619	500	800	0	600
Total Imports	1.900	1.988	2.000	2.300	0	2.100
Total Supply	21.628	21.967	21.078	20.970	0	20.950
Raw Exports	5	6	5	5	0	5
Refined Exp.(Raw Val)	1.795	1.944	1.495	1.195	0	1.495
Total Exports	1.800	1.950	1.500	1.200	0	1.500
Human Dom. Consumption	18.600	18.600	18.600	18.600	0	18.600
Total Use	18.600	18.600	18.600	18.600	0	18.600
Ending Stocks	1.228	1.417	978	1.170	0	850
Total Distribution	21.628	21.967	21.078	20.970	0	20.950

The EU beet acreage for MY 2020/21 is forecast to decrease by another 30,000 ha to 1.614 million ha compared to MY 2019/20, despite increasing sugar prices and farmers hoping for higher beet prices than the 2019 crop. However, international sugar prices collapsed in March 2020 in reaction to the COVID-19 pandemic, but this collapse came too late to influence farmers' beet planting decisions. The ban on neonicotinoids continues to be a factor, even as the majority of farmers have stopped using it, including in EU Member States (MS) that obtained a derogation the last time in 2020. France is forecast to again show the sharpest decrease in beet acreage (-5 percent), especially in areas where processor closures have been announced. Many other MS forecast milder decreases, with Poland and the post-Brexit United Kingdom as the exceptions to show increases in beet acreage. Nevertheless, EU sugar production is forecast to increase to 17.7 million MT RSE, based on longtime average yields and including 250,000 MT of cane sugar in French Overseas Territories.

A wet harvesting season in northern European MS has led to further losses in sugar beet in 2019, following a dry growing season in much of the European beet growing area. While the UK is still finishing beet processing, the expected EU beet sugar production for MY 2019/20 is lowered to just under 17 million MT RSE, down from 17.6 million MT the previous year. As MY 2018/19 came to a close, sugar production was revised upwards from previous forecasts. With this forecast, MY 2020/21 will be the third year in a row out of four since the end of the EU sugar quota regime that EU domestic sugar production will fail to meet domestic consumption.

Updated production expectation for MY 2018/19 and forecast for MY 2019/20

EU sugar beet production									
				Sugar beet yield in MT per			Sugar content in		
	Area, thousands of Hectares			Hectare			percentage		
	18/19	19/20	20/21	18/19	19/20	20/21	18/19	19/20	2021
Austria	32,0	27,9	30,0	68,7	72,0	75,0	16,00	16,00	17,00
Belgium	62,7	59,1	56,0	82,8	87,0	88,0	18,50	17,70	18,10
Denmark	34,3	29,3	28,0	61,5	71,7	72,0	16,70	16,50	16,50
Finland	10,3	10,7	10,5	36,3	41,3	42,0	14,00	16,50	16,50
France	485,9	445,9	420,0	82,2	84,7	85,0	19,00	18,00	18,10
Germany	413,9	414,3	410,0	63,0	70,0	73,0	19,10	18,00	18,20
Greece	5,0	1,4	1,3	59,0	59,7	58,0	13,50	13,50	13,50
Italy	34,3	30,4	30,8	56,4	60,0	61,0	13,50	13,00	14,80
Netherlands	85,2	79,2	75,0	76,4	83,9	85,0	17,40	16,30	17,00
Portugal	0,0	0,0	0,0	0,0	0,0	0,0	15,51	0,00	0,00
Spain	34,2	32,3	32.1	79,4	96,1	96,0	18,17	17,84	18,00
Sweden	30,6	26,6	25,0	55,3	70,4	70,0	17,79	16,50	16,50
Czech Republic	66,2	60,1	56,2	56,9	63,0	72,0	18,24	16,90	17,50
Hungary	15,8	14,3	15,8	60,6	60,3	60,8	16,00	15,60	16,00
Lithuania	16,2	15,5	15,0	59,0	64,0	65,0	16,60	17,20	17,00
Poland	239,4	241,0	245,0	59,7	57,5	65,0	17,75	16,90	16,40
Slovakia	22,4	22,3	22,3	59,7	56,5	65,0	15,43	15,30	16,20
Romania	25,7	23,0	24,0	38,1	42,0	40,0	16,50	16,50	16,50
Croatia	14,1	14,5	14,0	55,0	60,0	60,0	16,00	16,00	16,00
United Kingdom	109,8	99,9	103,0	66,5	71,1	66,0	17,93	16,85	17,50
Total EU27	1628,1	1547,8	1511.0				•		
United Kingdom	109,8	99,9	103,0						
Total EU27+UK	1737.9	1647.7	1614.0						

Source: FAS/USEU based on data from Foreign Service analysts in EU MS.

Total Sugar Beet Production Including Additional Production for Non-food Industrial Use

EU Beet Sugar Production (raw value)								
in ,000	MT 2018/19	2019/20	2020/2021					
EU Sugar Production	17.7	63 16.980	17.430					
Industrial Use	2.3	20 2.290	2.270					
Total EU Beet Sugar Production	20.0	83 19.270	19.700					

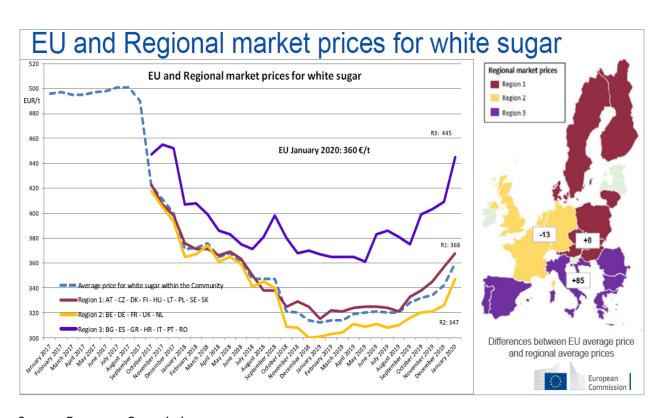
Source: FAS/USEU calculation based FAS EU contributions.

Total EU sugar beet sugar production for MY 2020/21, including for industrial use, is forecast at 19.7 million MT RSE. This is an increase compared to MY 2019/20 despite the lower acreage. The industrial use of raw sugar juice for fermentation and bio-ethanol production is forecast to slightly decrease again in MY 2020/21 as processors favor sugar production over bioethanol production.

Consumption

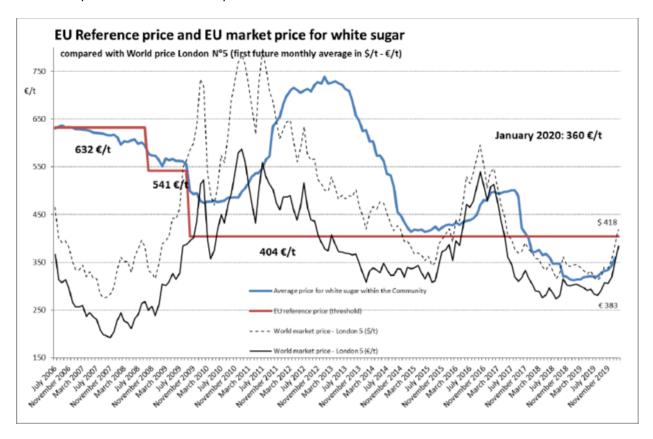
EU sugar consumption has been stable in recent years, with the strengthening trend for lower sugar consumption being offset by the increase in population. Food processors are responding to consumer and health authorities' pressure to reduce sugar content in food through reformulating products. The COVID-19 lockdown measures have an impact on food consumption patterns and hence on sugar consumption. However, consumers are increasingly snacking more as they spend lockdowns at home and this factor may prove to more than offset lost sugar consumption in the catering industry. The decline in use of the EU food industry will depend on the duration of the COVID-19 crisis, even as the food industry is mostly exempted from the COVID-related lockdown.

The difference in sugar availability in the EU market between the core producing MS (Region 2: Belgium, France, Germany, Netherlands and United Kingdom) and EU MS in the periphery (Region 3: Bulgaria, Romania, Greece, Croatia, Italy, Spain and Portugal) leads to price differentiation as evidenced in the below EU price reporting slide by region (see price reporting regions in below price graph). While this price reporting is dominated by contractual sales, including from long-term contracts, and therefore does not reflect spot prices, it still indicates market dynamics. This price difference allows EU sugar refiners, as well as less efficient beet sugar processors in region 3, to generate a larger margin.



Source: European Commission

EU market price and world market prices

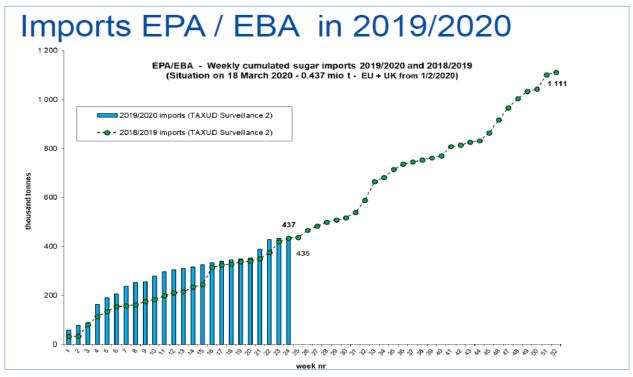


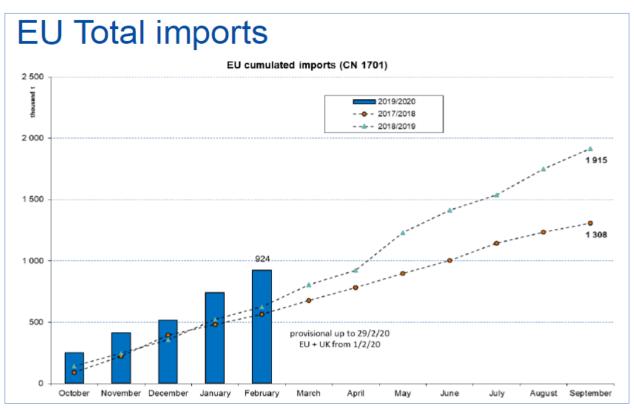
Source: European Commission

Trade

Imports

EU sugar imports in MY 2020/21 are forecast at 2.1 million MT, 200,000 MT, below the MY 2019/20 level, which was revised upwards and partly offsets the expected decrease in domestic production from previous forecasts. When the decline in 2019 beet acreage became clear and the weather in most of the beet growing areas again evolved into a drought, sugar imports in the second half of MY 2018/19 sped up, continuing into MY 2019/20 as the 2020 beet acreage decreases even further. Imports from EPA/EBA countries increased, showing a striking trend in refined sugar imports anticipated for MY 2019/20 before the COVID-19 crisis. Imports into TRQs under FTA's are expected to remain stable, as no new FTAs are expected to come online in 2020. As the COVID-19 crisis stopped global sugar prices in their tracks, the EU's WTO CXL quota is expected to go mostly unused again because of the prohibitive €98/MT in-quota duty.



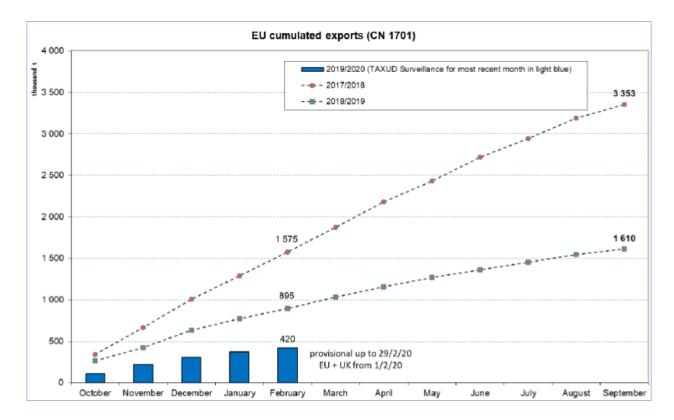




Source: European Commission

Exports

EU sugar exports in MY 2020/21 are forecast to recover to 1.5 million MT RSE from 1.2 million MT in MY 2019/20. This low MY 2019/20 export level is triggered by fierce competition and short domestic supplies, and is forecast down to only 60 percent of the MY 2018/19 level. The final EU sugar export for MY 2018/19 ended higher than previously anticipated in line with the higher final sugar production in MY 2018/19. EU sugar exports are traditionally almost exclusively refined sugar to North-African and Middle Eastern countries. As a result, the EU is forecast to be a net sugar importer again for the third year in a row since the EU quota regime ended in 2017 with a major surge in sugar production, throwing EU beet farmers and processors in a major financial crisis.



Source: European Commission

Stocks

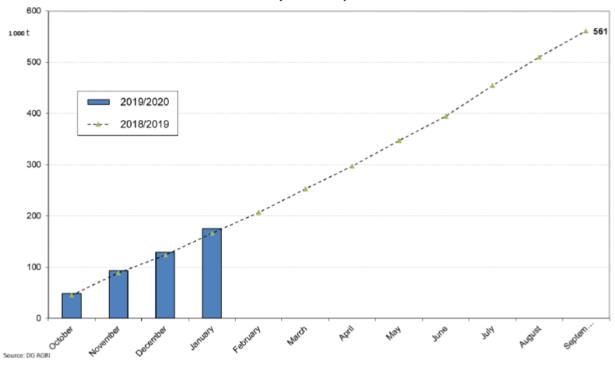
EU sugar stocks at the end of MY 2020/21 are forecast to fall below 1 million MT RSE, down from 1.2 million MT at the end of MY 2019/20. This MY 2019/20 level was revised upwards because of low exports, but is still expected to be lower than the stock level at the end of MY 218/19.

Isoglucose

Isoglucose production in the EU is stagnating after a short-lived increase as starch processors took hope after the end of the EU sugar quota regime, and despite a new Hungarian plant increasing capacity. Despite this new production capacity coming online, isoglucose has difficulty competing with low EU sugar prices.

EU Isoglucose production

ISOGLUCOSE - EU monthly cumulated production for 2019/2020



Source: European Commission

Policy

Update on Discussions for the Next Common Agricultural Policy (CAP) After 2020

On June 1, 2018, Commissioner for Agriculture Hogan presented Commission <u>proposals for the next CAP.</u> The proposals center around nine objectives:

- To ensure a fair income to farmers;
- To increase competitiveness;
- To rebalance the power in the food chain;
- Climate change action;
- Environmental care;
- To preserve landscapes and biodiversity;
- To support generational renewal;
- Vibrant rural areas; and,
- To protect food and health quality.

The EC foresaw a decrease in funding for the new CAP of 5 percent, with an average decrease in direct payments of some 15 percent. The EC set high ambitions on environmental and climate action through the

¹ https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/future-cap

rural development, or second pillar, and intended to increase "subsidiarity" towards MS. On April 9, the EP's Agricultural Committee voted on the draft report prepared by rapporteur Eric Andrieu with amendments on the proposal for the new Common Market Organization (CMO) Regulation. The proposal was submitted to the EP Plenary and the EU Council, but the Council and EP decided to leave the vote to the new EP after elections were held in May 2019.

The new EC, which took office in November of 2019 under the Presidency of Ursula von der Leyen, decided to review the proposals for the new CAP in depth, as it wants agriculture to play a major role in its <u>Green Deal</u>² proposal to make the EU carbon neutral by 2050. The <u>Farm To Fork</u>³ (F2F) strategy will implement measures that EU agriculture will need to implement to reach that goal. However, these proposals depend on the EU's next <u>MFF</u>⁴, which has yet to be set and which will be heavily impacted by Brexit. The new EC and EP are currently discussing an extension of the current CAP with one or two years before being able to finalize the new CAP.

Brexit

After votes in the UK Parliament and the EU in the last week of January 2020, Brexit became a reality on January 31, 2020, with the transition period until December 31, 2020, during which the UK remains a member of the European Customs Union, kicking in for the EU and the UK to clinch an <u>agreement on their future relationship</u>⁵, including an FTA. The end of the transition period nicely coincides with the end of the MFF 2014-2020 and the CAP 2014-2020. Prime Minister (PM) Boris Johnson is adamant that he will not ask for an extension of the transition period as that would mean that the UK would need to contribute financially in the next MFF and CAP.

For an EU-UK agreement to be implemented, the final version of the agreement must reportedly reach the EP for the November 2020 plenary session. If the EU and the UK fail to finalize an agreement before the end of the transition period, the UK will still leave the EU under a 'no deal' scenario. This will see WTO rules apply for the relationship between the former partners. The UK must decide before June 30 to request an eventual extension of the transition for up to two years. Experts in Brussels already believed that finalizing even a bare-bone agreement before the end of 2020 was impossible, but the COVID-19 crisis, with both EU Brexit Commissioner Barnier and PM Johnson having contracted the disease, delays have occurred for more than a month before both negotiating teams worked out a virtual negotiating schedule.

On March 13, 2019 the UK Department of International Trade published the Most Favored Nation (MFN) tariff schedule and import quota that would apply in that scenario. Raw sugar for direct use would face an import duty of €419/MT, while raw sugar for refining would carry a €339/MT duty. However, the UK would provide a duty-free Tariff Rate Quota (TRQ) of 260,000MT annually. Refined sugar would carry a €150/MT duty. The UK published the full list⁶ and details of the TRQs that it would operate as agreed with the EU on splitting EU quotas.

² https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal en

³ https://ec.europa.eu/food/farm2fork en

⁴ https://ec.europa.eu/info/strategy/eu-budget/documents/multiannual-financial-framework en

⁵ https://www.consilium.europa.eu/en/policies/eu-uk-negotiations-on-the-future-relationship/

⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/785571/TRQ - Ref_Doc.pdf

EU-Mercosur Trade "Agreement in Principle" Under Attack

On June 28, 2019, the EU reached a trade "Agreement⁷ in Principle" with the four member countries of Mercosur (Argentina, Brazil, Paraguay and Uruguay). The details of this agreement, that includes a new 10,000 MT duty-free import quota for Paraguay, while Brazil would see the in-quota duty eliminated on 180,000 MT of its WTO quota, still needs greater elaboration and its implementation, on a provisional basis, is years away. Nevertheless, intensifying discussions on climate change mitigations and further environmental restrictions as the EU is discussing its Green Deal and F2F strategies, EU farmers, MS and the EP are all extremely critical of a Mercosur agreement, in light of last summer's fires in the Amazon forest. Several MS have already clearly stated that they will not ratify the EU-Mercosur agreement if it ever gets finalized.

Other EU FTA Updates

Additional EU market access for sugar as part of new FTAs is on the horizon. The EU-Vietnam FTA, in which Vietnam receives a duty-free sugar quota of 20,000 MT RSE, plus 400 MT for specialty sugars⁸, is scheduled for implementation on July 1, 2020, upon ratification by Vietnam. In the spring of 2018, the EU and Mexico agreed to grant a 30,000 MT quota for Mexican sugar imports at a €49/MT duty to be phased in over three years. The provisional implementation of the EU-Mexico agreement is awaiting EP approval. Ongoing negotiations for an FTA between the EU and Australia are also widely expected to include an agreement for sugar.

EU Preferential Sugar Market Access

Despite the removal of all limitations to EU sugar production in 2017, EU farmers remain protected against competition from non-preferential raw cane sugar by high tariffs and import quotas. Preferential duty-free market access for sugar has been available for former European colonies under Economic Partnership Agreements⁹ (EPA) and for least developed countries (LDCs) under the Everything-But-Arms¹⁰ (EBA) agreement. A safeguard on preferential duty-free imports from EPA and EBA countries continues to limit potential imports to 3.5 million MT white sugar equivalents. After the Balkan war, an EU duty-free sugar quota was also part of the Western Balkan Stabilization and Association Agreement.¹¹ In recent years, additional country-specific quotas have been agreed as part of an EU free trade agreement (FTA) with either Peru, Colombia, Panama and Central America, totaling some 260,000 MT. Ukraine was also allocated a 20,000 MT quota, while the Southern African Development Community¹² (SADC) EPA from October 2016 is granting South Africa duty-free quotas for 150,000 MT of sugar.

⁷ https://ec.europa.eu/trade/policy/in-focus/eu-mercosur-association-agreement/

⁸ https://trade.ec.europa.eu/doclib/docs/2018/september/tradoc 157340.pdf

⁹ https://ec.europa.eu/trade/policy/countries-and-regions/development/economic-partnerships/

¹⁰ https://trade.ec.europa.eu/tradehelp/everything-arms

¹¹ https://ec.europa.eu/trade/policy/countries-and-regions/regions/western-balkans/

¹² http://ec.europa.eu/trade/policy/countries-and-regions/regions/sadc/

Related reports from FAS Post in the European Union:

Country	Title	Date
Poland	Poland Invests in Two Sea Terminals for Agricultural Products PL2019-0032	11/13/2019
European Union	Sugar Semi-annual E42019-0003	10/01/2019

The GAIN Reports can be downloaded from the following FAS website:

http://gain.fas.usda.gov/Pages/Default.aspx

EU 2020 Sugar Annual PS&D

Sugar, Centrifugal	2018/2019 Oct 2018		2019/	2020	2020/2021 Oct 2020		
Market Begin Year			Oct 2	019			
European Union	USDA Official	New Post	USDA Official	New Post	USDA Official	New Post	
Beginning Stocks	1997	1997	1228	1417	0	1170	
Beet Sugar Production	17513	17763	17600	16980	0	17430	
Cane Sugar Production	218	219	250	273	0	250	
Total Sugar Production	17731	17982	17850	17253	0	17680	
Raw Imports	1350	1369	1500	1500	0	1500	
Refined Imp.(Raw Val)	550	619	500	800	0	600	
Total Imports	1900	1988	2000	2300	0	2100	
Total Supply	21628	21967	21078	20970	0	20950	
Raw Exports	5	6	5	5	0	5	
Refined Exp.(Raw Val)	1795	1944	1495	1195	0	1495	
Total Exports	1800	1950	1500	1200	0	1500	
Human Dom. Consumption	18600	18600	18600	18600	0	18600	
Other Disappearance	0	0	0	0	0	0	
Total Use	18600	18600	18600	18600	0	18600	
Ending Stocks	1228	1417	978	1170	0	850	
Total Distribution	21628	21967	21078	20970	0	20950	
(1000 MT)							

Attachments:

EU 2020 Sugar Annual PSD.docx