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# Certification of public organic procurement in Denmark, Finland, Italy and Norway as compared to Germany

Carola Strassner, Melanie Lukas, Anne-Kristin Løes



Picture front page (right): Children having an organic lunch (April 2003) ©BLE, Bonn/Photo: Dominic Menzler  
Picture front page (left): Children having an organic lunch (November 2002) ©BLE, Bonn/Photo: Dominic Menzler



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<b>Sammendrag:</b> <p>I prosjektet "Økologisk mat til ungdommen", iPOPY (innovative Public Organic food Procurement for Youth) var et av arbeidsområdene kartlegging av flaskehalsen i forbindelse med selve matforsyningen (supply chains) og i hvilken grad de ulike landene som deltok i prosjektet har utviklet noen form for godkjenning på dette området. Primærproduksjon og foredling av økologiske matvarer er underlagt regler på EU-nivå. Som en del av EØS-avtalen gjelder dette regelverket også i Norge. For catering, restauranter og annen matservering i ikke-privat regi er det imidlertid ingen regler på EU-nivå. Ulike land har derfor utviklet ulike løsninger for å sertifisere for eksempel restauranter som ønsker å markedsføre servering av økologisk mat.</p> <p>Denne rapporten gjennomgår ordningene i Danmark, Finland, Italia, Norge og Tyskland. Tyskland er brukt som referanse siden de har et godt utviklet system som førsteforfatter av rapporten, Dr. Carola Strassner, kjenner godt fra tidligere kartleggingsarbeid. Rapporten er basert på informasjon fra godkjenningsorganisasjoner og eksperter i hvert land innhentet gjennom spørreskjema som ble besvart via e-post, og oppfølgende telefonintervju.</p> <p>Det er stor variasjon mellom de ulike landene. Danmark har et frivillig system med bronse-, sølv- og gullmedaljer avhengig av andel økologiske råvarer. I Finland er det heller ikke noe krav om sertifisering av matservering, men et frivillig trinnsvis system med fem nivå for økende andel økologiske råvarer. Systemet inkluderer rådgivning og et sertifikat som kan brukes i markedsføring. Italia har foreløpig ikke noe krav til sertifisering, men det pågår aktiviteter for å etablere en frivillig eller obligatorisk ordning. I Norge og Tyskland er det krav om sertifisering av virksomheter som vil markedsføre seg med servering av økologisk mat.</p> <p>Italienske aktører ytret ønske om mer standardiserte regler på dette området, mens aktørene i øvrige land sa seg fornøyd med situasjonen slik den var.</p> <p>Sertifisering av økologisk matservering i skoler vil innebære noe ekstra arbeid, men vil samtidig gi serveringen et kvalitetsstempel, øke tilliten hos brukerne og bidra til å synliggjøre en økologisk innsats.</p>			

*Summary:*

In the iPOPY project (innovative Public Organic food Procurement for Youth), one of the tasks was to map the challenges linked to the supply chains of organic food, and to which extent the participating countries have developed any form of certification of out-of-home food serving. For primary production and processing, regulations have been developed on the EU level. Norway, as a member of the EEA, is obliged to follow these EU regulations. However, the EU regulations on organic agriculture do not comprise catering, restaurants and other out-of-home food service. Hence, various countries have developed different systems to certify e.g. restaurants wanting to market their organic menus.

This report describes the systems in Denmark, Finland, Italy, Norway and Germany. Germany has been used as a reference, since this country is especially familiar to the first author of the report, Dr. Carola Strassner, due to former work and analyses. The report is based on information acquired from certification bodies and experts in each country by questionnaires communicated via e-mail, and subsequent telephone interviews.

There is a great variation between the countries with respect to certification of (public) food serving. Denmark has a voluntarily system with a bronze, silver and gold medal assigned to increasing levels of organic food. Finland has no mandatory certification of public organic food serving, but a well developed voluntarily system with five levels assigning increasing shares of organic food. The system includes advice and a certificate to be used in marketing. In Italy, certification is not mandatory, but activities are going on to establish a voluntarily or mandatory system. In Norway and Germany, certification of public organic food serving is mandatory.

The Italian experts interviewed welcomed future common standards in this field, whereas the other countries with better established systems did not see any need for change.

With respect to school food service, certification of the organic food will imply some additional work. However, a certification will contribute to increase people's trust in the food service, and also inform the users and thereby communicate the efforts to increase the consumption of organic food.

<i>Land/Country:</i>	Norway
<i>Fylke/County:</i>	Møre og Romsdal
<i>Kommune/Municipality:</i>	Tingvoll
<i>Sted/Lokalitet:</i>	Tingvoll

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Atle Wibe

Prosjektleder / Project leader,  
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Anne-Kristin Løes

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## 2. Introduction

The Coordination of European Transnational Research in Organic Food and Farming (CORE Organic) partnership in Europe seeks to consider innovative marketing strategies with the goal of identifying successful marketing methods and local markets. Within this topic, the public procurement of food and specifically the provision of organic food to public institutions needs to be better understood. Best practices and constraints are the focal point. The study of innovative Public Organic food Procurement for Youth (iPOPY) is the subject of one of the eight CORE I Organic research projects. Within a selection of European countries, namely Italy, Denmark, Finland and Norway, implementation of relevant strategies and instruments for organic food in food-serving outlets for young people are being studied. This report is part of the third work package, which looks at supply chain management and certification activities. Specifically this report focuses on certification within the out-of-home sector (catering and restaurant services) which is the site for public organic food procurement (POP) and POP for youth (POPY). Germany, while not a fully-fledged member of iPOPY, presents a useful case as it has regulated certification of mass catering on a national level and is thus included in the study as a reference country. Food items and meals served in schools are a prominent example of public catering for youth. Hence, a main focus of iPOPY has been the school food systems in the studied countries, looking at to which extent and how organic food has been integrated in these systems. However, other cases such as organic catering at music festivals and military camps have also been studied.

There are many actors and many factors that have a part in the constellation of school food systems (Nölting et al, 2009a) as is illustrated in Fig. 1. They all need to be taken into account when analysing the issue of organic certification in this specific setting. Factors and actors of special interest for the certification of school food systems, or more generally POP, include the regulation of organic food and farming in the European Union (EU), the bodies important to certification and the caterers who are more or less experienced in certification of the meals they produce and serve. School food systems are highly diverse across Europe (Nielsen et al, 2009). Similarly, different countries are dealing very differently with certification of out-of-home in general and in a POP(Y) context in particular. Furthermore, organic agriculture associations, historically the developers of standards and the inspection system, may have developed own private regulations for the out-of-home market. Finally, the case studies of POPY may also provide information as to current control of the organic produce chain within their framework.

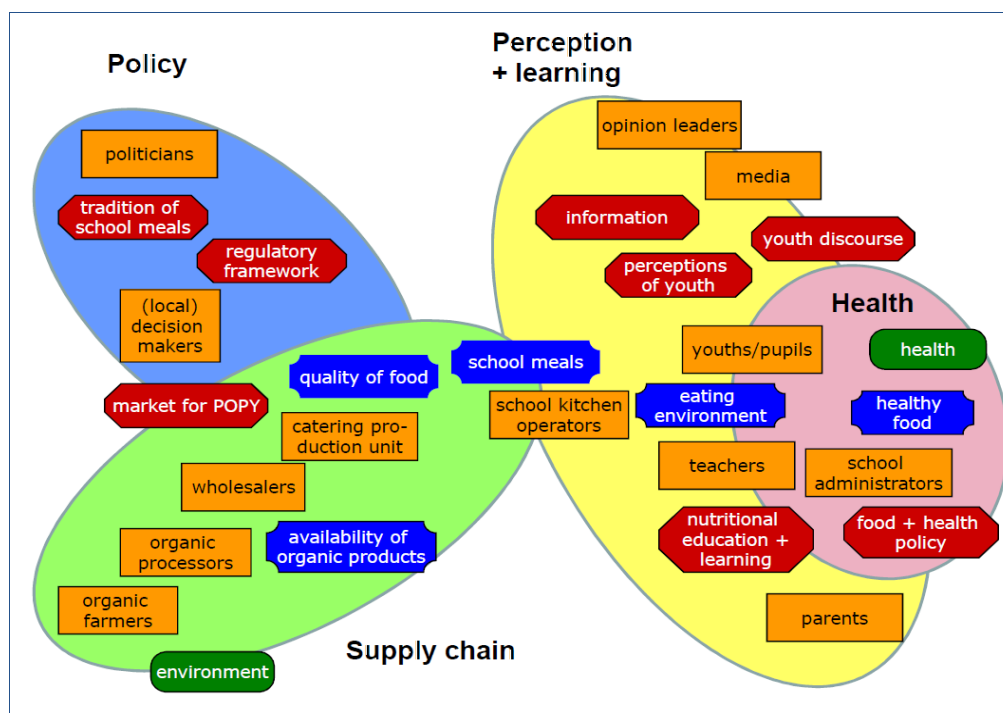


Fig. 1: The main constellations constituting school food systems as a case of POPY

## 3. Methodology

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In this report the procedures for organic certification of serving outlets is examined in the iPOPY countries, Norway, Denmark, Finland and Italy. Additional fieldwork presented in this report is based on interviews with members of certification bodies in iPOPY countries as well as interviews with designated experts of organic certification of mass catering. For Germany the fieldwork was done by Strassner & Roehl (2009). The report compiles the status quo, analyses strengths and weaknesses and provides an outlook on future developments.

### 3.1 Literature research

An extensive literature review has been conducted, especially using the digital archive Organic E-prints (<http://www.orgprints.org>), scholarly journals and proceedings from organic agriculture congresses. Further important sources of information, e.g. on the regulation of organic food and farming in Europe, were the official websites of the EU as well as of Ministries and other public authorities. Websites of organic agriculture associations and certification bodies provided additional information.

### 3.2 Interviews with organic certification bodies

In order to establish the current procedures, if any, used for inspecting and controlling the use of organic produce in foodservice, all certification bodies in the iPOPY countries were contacted for interviews.

The interviews were based on a questionnaire (see Appendix A), which was adapted from the questionnaire used in the German study by Strassner & Roehl (2009) so that data could be compared across countries as far as possible. The original questionnaire contained seven questions, but after modification, one question was added to better adapt for the individual countries. It was necessary to take special care about the interviews and results, because of the sensitive nature of the data in this specific area. A pre-test was not necessary because of the previous use of the questionnaire in Germany. The participation of the certification bodies was voluntary and non-compensated.

The fieldwork was done with the help of the following scheme: First every certification body was contacted by e-mail containing an introductory letter and the country questionnaire. If possible, a direct contact person was established. The introductory letter comprised the invitation for a skype<sup>1</sup> or telephone interview to go through the questionnaire together. This procedure proved advantageous to ask questions if something was not obvious for the interviewee or the questioner. The interviewer called the contact person at the appointed time and arranged the telephone interview. This procedure was necessary for the certification bodies to check their data and maybe to confer with somebody in order to make a clear statement. The interviewer recorded the data in an own questionnaire. This methodology was chosen due to the intercultural communication.

The set of certification bodies contacted (see Appendix B) was based on the LIST OF BODIES OR PUBLIC AUTHORITIES IN CHARGE OF INSPECTION PROVIDED FOR IN ARTICLE 15 OF COUNCIL REGULATION (EEC) No 2092/91 (2008/C 13/03) from 18th January 2008<sup>2</sup>. As can be seen in Table 1 altogether 49 inspection bodies were contacted by email. In Finland the Food Safety Authority Evira provided statements through two inspectors who work in the head office; there was no additional exchange with the other inspection authorities contacted. In Denmark the inspection bodies contacted by email passed on the request to the Ministry of Food, Agriculture and Fisheries, which agreed to be interviewed as representative for the bodies. In Italy the private certification bodies numbered 21 (20 with email addresses), of these four have their offices in Germany and one in Austria. Table 1 also shows the amount of persons who agreed to be interviewed: One in Norway, two in Finland, two in Denmark and in total sixteen persons from Italy gave statements. The persons who were interviewed gave their functions as “general manager” (n=2), “responsible manager for certification” (n=2), “technical or quality manager” (n=3), “inspector” (n=5) or were employees of the Ministries (n=2).

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<sup>1</sup> Skype is a software application that allows users to make voice calls over the Internet. Calls to other users of the service and, in some countries, to free-of-charge numbers, are free, while calls to other landlines and mobile phones can be made for a fee. Additional features include instant messaging, file transfer and video conferencing.

<sup>2</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2007:035:0009:0032:EN:PDF>



Table 1: Contacted persons at the certification bodies in iPOPY countries

	Inspection bodies or authorities (offices) according to <sup>2</sup> contacted by email	Number of persons who participated in the subsequent telephone interviews
Norway	1 central inspection body	1 (from the certification authority)
Finland	18 inspection bodies	2 (from the Food Safety Authority Evira)
Denmark	11 inspection bodies	2 (1 from an inspection body and 1 employee from the Ministry of Food, Agriculture and Fisheries)
Italy	19 inspection bodies	16 (15 from inspection bodies and 1 from the office of the inspection body for certification bodies)

The fieldwork began in May 2009 and was wrapped up in November 2009. One Italian body was finally interviewed in February 2010 but this was the only exception. Limitations to the chosen methodology revolved mainly around language barriers. This proved difficult particularly with some Italian bodies. In these cases interviewees were only asked about their activities in the catering and restaurant sector; often secretaries or general managers provided statements. Results from the interviews are referred to as “*certification bodies, 2009*” in this report.

### 3.3 Interviews with experts on organic certification of mass catering

For each iPOPY country experts were identified with whom interviews could be carried out to gain further insight into the regulation of out-of-home organic use. The identification was achieved by reference to literature, to congress contributions, especially to the annual OOOH! (Organic Out-Of-Home community) -meetings within the BioFach Organic Trade Fair (Strassner, 2009c) and suggestions made by iPOPY team members.

The interviews were designed to focus on the situation of organic certification of out-of-home operations in the iPOPY countries. To achieve comparable results the interviews were accomplished by means of a standardised survey (see Appendix C). This survey contained seven open questions. Over a specific period, from May to July 2009, ten experts were first contacted by email to make an appointment for the interviews. Then they majority was called by telephone or by Skype, and the interviews were carried out in about 20 minutes. If a personal interview was not possible, the survey was sent to the expert by e-mail, then filled in and sent back.

The selected experts are involved in the field of organic certification in their countries. They are at least very familiar with or take part in the process of inspection and organic certification for restaurants and catering. The role of the experts within their organisations was very diverse. With the exception of Irma Kärkkäinen, EkoCentria, Finland, all preferred for their names not to be printed and results from interviews are referred to as “*experts, 2009*” in this report. All names and positions are known to the authors. The experts included persons from Evira, The Finnish Food Safety Authority, Finland, a scientific officer, University of Helsinki, Finland, employees from state authorities in Denmark and from the inspection authorities in Norway as well as an employee, SINCERT, Italy.

## 4. The European Union and Organic Food and Farming

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Organic agriculture is based upon traditional sustainable agriculture, farmers' local knowledge, experience and innovations, as well as the results of scientific research. Farmers' groups led, e.g., by Rudolf Steiner, Eve Balfour and Albert Howard were important pioneers of organic farming in the 1920s and 1930s. Until the 1970s, organic farmers organized themselves step by step in associations in many places throughout the world. They started setting their own private standards, which were binding for the members of the organic farmers' associations and controlled directly by the standard-setting associations. Until the early 1990s organic agriculture was based entirely on private standards that documented trade practices (Vogl et al, 2005).

Parallel to the growing market in the 1990s, organic farming became an issue of public discussion. Justified expectations are protected in most legal systems by laws against fraudulent trade practices. This is the main objective of government regulations on organic agriculture. Another objective is to regulate international trade and certification. The first law on organic food and farming, still a model for many governmental regulations, is the *Council Regulation 2092/91* in Europe (set into force in 1991). The *US Organic Food Production Act 1990* was set into force in 2000, and subsequent legislation in Japan, the *Japan Agricultural Standards for Organic Agricultural Products and Their Processed Foods*, was set into force in 2001.

Since governments started regulating organic agriculture, private regional standards have lost a part of their importance. The same happens on the international level: the international norms of the International Federation of Organic Agriculture Movements (IFOAM) have lost a part of their role since the *International Codex Alimentarius Commission* set transnational standards for organic food production into force. Compared to national regulations, private standards are developed from the bottom up rather than imposed from above. However, since the implementation of national regulations, private standards have been forced to comply, and state authorities are increasingly making decisions on standards as opposed to farmers' associations. In 2002, UNCTAD, the FAO and IFOAM initiated the International Task Force on Harmonization and Equivalence in Organic Agriculture (ITF)<sup>3</sup>. This task force is a partnership between the private organic community and the United Nations to foster the development of a constructive and effective partnership between the private and the public sector concerned with organic food and farming<sup>4</sup>. It has, for example, produced two practical tools for harmonisation and equivalence, the *International Requirements for Organic Certification Bodies*<sup>5</sup> and the *Guide for Assessing Equivalence of Organic Standards and Technical regulations*<sup>6</sup>.

### 4.1 The legal framework of organic certification in the European Union

In 1991 the European Council of Agricultural Ministers adopted Regulation (EEC) No. 2092/91 on organic farming and the corresponding labelling of agricultural products and foods. The introduction of this Regulation was part of the reform of the EU Common Agricultural Policy (CAP) and represented the conclusion of a process through which organic agriculture received the official recognition of the 15 states which were EU members at the time. At first, the organic Regulation only regulated plant products. Additional provisions for the production of animal products were introduced later. At the same time, the import of organic products from third countries whose production criteria and systems of control could be recognised as equivalent to those of the EU was approved. As a result of an ongoing process of supplementation and amendment, the provisions contained in Regulation (EEC) No. 2092/91 and later amendments became very complex and extensive. Since 1991 it has been left up to the member states and private organisations to enact their own additional stricter standards<sup>7</sup>.

This comprehensive legislation covers all aspects of organic food production in the EU community and was influenced by IFOAM standards as well as the lobbying of the IFOAM-EU Group towards regulation revisions. It provides the legal framework for all aspects pertaining to organic food and farming, including the framework for organic inspection and certification of agricultural products and foods both

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<sup>3</sup> [http://www.unctad.org/trade\\_env/itf-organic/welcome1.asp](http://www.unctad.org/trade_env/itf-organic/welcome1.asp) (250610)

<sup>4</sup> [http://www.organic-europe.net/europe\\_eu/standards.asp](http://www.organic-europe.net/europe_eu/standards.asp) (150608)

<sup>5</sup> [http://www.unctad.org/trade\\_env/itf-organic/meetings/itf8/IROCB\\_0809%20.pdf](http://www.unctad.org/trade_env/itf-organic/meetings/itf8/IROCB_0809%20.pdf) (250610)

<sup>6</sup> [http://www.unctad.org/trade\\_env/itf-organic/meetings/itf8/ITF\\_EquiTool\\_finaldraft\\_080915db2.pdf](http://www.unctad.org/trade_env/itf-organic/meetings/itf8/ITF_EquiTool_finaldraft_080915db2.pdf) (250610)

<sup>7</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/legislation\\_en#SCOF](http://ec.europa.eu/agriculture/organic/eu-policy/legislation_en#SCOF) (140310)

from EU and non-EU countries. Just as conventional products, organic products must comply with the requirements generally applicable under food and feed law, and they are inspected in accordance with the control mechanisms provided under these laws. If products are to be presented as organic, the inspection scheme and procedure provided under the EU Organic Farming Regulation must be additionally complied with.

The regulation provides that Member States can decide whether they choose government agencies to carry out the inspection procedure or whether they choose a state-supervised private system. In the majority of the EU countries, the operative inspection tasks are delegated to private certifiers, which can be either domestic certification bodies or foreign ones (Wynen, 2004). Private certification bodies have national approval and/or national accreditation. In fact, since January 1998, accredited inspection bodies in the EU must satisfy the requirements laid down in the conditions of standard EN 45011 and the equivalent ISO 65 (Strassner & Løes, 2009).

#### 4.1.1 Council Regulation 2092/91/EEC and amendments

The Regulation establishes a harmonised framework for the production, labelling and inspection of agricultural products and foodstuffs in order to increase consumer confidence in such products and ensure fair competition between producers. It describes the legal framework for agricultural products and foodstuffs obtained organically.

The Regulation states that organic production may be referred to only where the product in question has been obtained and tested in accordance with the rules established therein, and in particular that it contains only substances listed in the Annexes, has not been subjected to treatments involving the use of ionising radiation and has not been made using genetically modified organisms (GMOs) or products derived from these organisms, as this would be incompatible with organic production. Successive amendments and corrections to Regulation (EEC) No 2092/91 have been incorporated in the basic text (Roehl et al, 2008; <sup>8</sup>; <sup>9</sup>).

#### 4.1.2 Council Regulation 834/2007

All iPOPY countries, including Norway (see later), are now subject to the Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products since it came into effect on January 1st 2009. This regulation repealed the hitherto valid Council Regulation (EEC) No 2092/91 of 24 June 1991 on organic production of agricultural products and indications referring thereto on agricultural products and foodstuffs, and all its amendments<sup>10</sup>. The rules for the implementation of the Council regulation are found in the Commission Regulation (EC) No 889/2008<sup>11</sup>.

## 4.2 The competent authority in the European Union is the European Commission

The European Commission (EC) is one of six institutions of the EU, along with Parliament, Council, Presidency, Court of Justice and Court of Auditors (Fig. 2). The Commission is independent of national governments. Its job is to represent and uphold the interests of the EU as a whole. It drafts proposals for new European laws, which it presents to the European Parliament and the Council<sup>12</sup>. The EC has four main roles:

1. to propose legislation to Parliament and the Council;
2. to manage and implement EU policies and the budget;
3. to enforce European law (jointly with the Court of Justice);

<sup>8</sup> <http://europa.eu/scadplus/leg/en/lvb/l21118.htm> (150608)

<sup>9</sup> <http://useu.usmission.gov/agri/organic.html> Legislation (doc date 150608)

<sup>10</sup> <http://europa.eu/scadplus/leg/en/lvb/l21118.htm> 150608)

<sup>11</sup> COMMISSION REGULATION (EC) No 889/2008 of 5 September 2008 laying down detailed rules for the implementation of Council Regulation (EC) No 834/2007 on organic production and labelling of organic products with regard to organic production, labelling and control

<sup>12</sup> [http://europa.eu/institutions/inst/index\\_en.htm](http://europa.eu/institutions/inst/index_en.htm) (140310)

4. to represent the EU on the international stage, for example by negotiating agreements between the EU and other countries.



Fig. 2: The main players and institutions of the EU, by 2010

The Commission's staff is organised in departments responsible for policy areas and services. The departments are known as Directorates-General (DGs). Each DG is responsible for a particular policy area and is headed by a Director-General who is answerable to one of the commissioners<sup>13</sup>; <sup>14</sup>, e.g. the DG Agriculture and Rural Development (DG AGRI), DG Environment (DG ENV)<sup>15</sup>.

Decision-making at EU level involves various European institutions, in particular the EC, the European Parliament and the Council of the EU. In general, it is the Commission that proposes new legislation, but it is the Council and Parliament that pass the laws. In some cases, the Council can act alone. Other institutions also have roles to play. The main forms of EU law are directives and regulations. The rules and procedures for EU decision-making are laid down in the treaties. Every proposal for a new European law is based on a specific treaty article, referred to as the 'legal basis' of the proposal. This determines which legislative procedure must be followed<sup>16</sup>.

The DG AGRI is based in Brussels under the authority of a Commissioner. With a staff of about 1.000, it is responsible for the implementation of agriculture and rural development policy, the latter being managed in conjunction with the other DGs dealing with structural policies. It is made up of 13 Directorates dealing with all aspects of the CAP including market measures, rural development policy, financial matters as well as international relations relating to agriculture.<sup>17</sup> Organic matters are found in Directorate H, Sustainability and quality of agriculture and rural development, where Organic Farming is one of four subunits.<sup>18</sup>

Decisions such as those pertaining to Regulations on organic farming are made with the participation of different European institutions. The new EU legislation in 2007 was recommended by the Commission via DG AGRI, enacted by the European Council of Agricultural Ministers, and ultimately approved after consultation in Parliament. Only then was it legally valid. Commission Regulation (EC) No. 889/2008 was proposed by the Commission and had to be supported by the Member States in the regulating committee, the Standing Committee on Organic Farming (SCOF)<sup>19</sup>.

To ensure that the EC's responsibility for the implementation of secondary legislation is exercised in close consultation with the governments of the Member States, various committees of government representatives are attached to the Commission, chaired by the Commission's representative. These include management committees, regulatory committees including i.a. SCOF, and other committees.<sup>20</sup>

<sup>13</sup> ([http://europa.eu/institutions/inst/comm/index\\_en.htm](http://europa.eu/institutions/inst/comm/index_en.htm) (140310))

<sup>14</sup> [http://ec.europa.eu/civil\\_service/about/how/index\\_en.htm](http://ec.europa.eu/civil_service/about/how/index_en.htm) (140310)

<sup>15</sup> [http://ec.europa.eu/about/ds\\_en.htm](http://ec.europa.eu/about/ds_en.htm) (140310)

<sup>16</sup> [http://europa.eu/institutions/decision-making/index\\_en.htm](http://europa.eu/institutions/decision-making/index_en.htm) (140310)

<sup>17</sup> [http://ec.europa.eu/dgs/agriculture/index\\_en.htm](http://ec.europa.eu/dgs/agriculture/index_en.htm) (140310)

<sup>18</sup> [http://ec.europa.eu/dgs/agriculture/whoiswho\\_en.htm](http://ec.europa.eu/dgs/agriculture/whoiswho_en.htm)

<sup>19</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/legislation\\_en#SCOF](http://ec.europa.eu/agriculture/organic/eu-policy/legislation_en#SCOF) (140310)

<sup>20</sup> [http://ec.europa.eu/agriculture/minco/index\\_en.htm](http://ec.europa.eu/agriculture/minco/index_en.htm) (140310)

### 4.2.1 The Standing Committee on Organic Farming (SCOF)

The SCOF consists of representatives of the EU Member States. Norway has an observer status. A representative of the EC has the chair. The SCOF was established in order to ensure close cooperation with the authorities responsible for the organic sector and guarantee uniform application of EU organic legislation<sup>21, 22</sup>.

The EC also works with two further bodies that support its decision-making in matters of organic agriculture: the group experts for the promotion of organic farming and the organic farming advisory committee. The Commission can consult the advisory committee and the group of experts on all occasions. Similarly, the chairs of the Commission can submit their proposals and request that the advisory committee or the group of experts be consulted on issues within their area of expertise. Decisions in the advisory committee or in the group of experts are not binding on the Commission, but play an important role and members are informed of all activities undertaken in connection with these decisions<sup>23</sup>.

### 4.2.2 The Group Experts for the Promotion of Organic Farming

The group of experts for the promotion of organic farming advises the Commission in questions concerning information and promotion campaigns for organic agriculture, which are implemented as part of the European Action Plan for Organic Food and Farming (see later)<sup>24</sup>.

### 4.2.3 The Organic Farming Advisory Committee

The advisory committee brings together representatives of different interest groups such as The European Consumers' Association (BEUC), The Committee of Professional Agricultural Organisations (COPA), The General Confederation of Agricultural Cooperatives in the European Union (COCEGA), IFOAM and others. This facilitates an exchange of experiences and opinions on different topics relating to organic production in order to promote the continued development of organic legislation.<sup>25</sup>

BEUC has a membership of 43 independent national consumer organisations from 31 countries from the EU, European Economic Area (EEA) and applicant countries. BEUC acts as the umbrella for these organisations in Brussels. Its main task is to represent its members and defend the interests of all Europe's consumers.<sup>26</sup>

When COPA was created in 1958 it had 13 member organisations from the then six Member States of the EEC. Today COPA is made up of 60 organisations from the countries of the EU and 36 partner organisations from other European countries. According to COPA, the Community authorities recognise it as the organisation speaking on behalf of the European agricultural sector as a whole.<sup>27</sup>

Shortly after the creation of COPA, in 1959, the national agricultural cooperative organisations created the European umbrella organisation COGECA (previously General Committee for Agricultural Cooperation in the European Union) which also includes fisheries cooperatives. It currently represents the general and specific interests of some 40.000 farmers' cooperatives which in turn employ some 660.000 people. COGECA's Secretariat merged with that of COPA in 1962. Overall membership of both organisations has risen to 76 organisations from the EU Member States.<sup>28</sup>

IFOAM is an international umbrella organization of organic agriculture movements worldwide with more than 750 members in over <sup>29</sup>108 countries. Its members include the complete spectrum of all stakeholders. Its main function is coordinating the organic movement around the world, through

<sup>21</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/legislation\\_en#SCOF](http://ec.europa.eu/agriculture/organic/eu-policy/legislation_en#SCOF) (140310)

<sup>22</sup> [http://ec.europa.eu/agriculture/minco/regco/index\\_en.htm](http://ec.europa.eu/agriculture/minco/regco/index_en.htm) (140310)

<sup>23</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/legislation\\_en#SCOF](http://ec.europa.eu/agriculture/organic/eu-policy/legislation_en#SCOF) (140310)

<sup>24</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/legislation\\_en#SCOF](http://ec.europa.eu/agriculture/organic/eu-policy/legislation_en#SCOF) (140310)

<sup>25</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/legislation\\_en#SCOF](http://ec.europa.eu/agriculture/organic/eu-policy/legislation_en#SCOF) (140310)

<sup>26</sup> <http://www.beuc.org/Content/Default.asp> (180310)

<sup>27</sup> <http://www.copa-cogeca.be/Main.aspx?page=CopaHistory&lang=en>

<sup>28</sup> <http://www.copa-cogeca.be/Main.aspx?page=CogecaHistory&lang=en>

<sup>29</sup> <http://www.ifoam.org>

numerous international, continental and regional conferences, through its publications and, especially through the development of a universal standard for organic agriculture (see below).

#### 4.2.4 The European Action Plan for Organic Food and Farming

The current European Action Plan for Organic Food and Farming sets out 21 initiatives to develop the market for organic food by increasing efficacy, transparency and consumer confidence. The plan aims to achieve measures such as improving information about organic farming, streamlining public support via rural development, improving production standards or strengthening research. The plan has been an important tool in the organic development in Europe as shown by the rapid increase in the number of farmers producing organically and strong demand from consumers during the past few years.<sup>30</sup>

The plan was based on extensive consultations with Member States and stakeholders including an online consultation in 2003, a public hearing in January 2004 and meetings with Member States and stakeholder groups.<sup>31</sup>

Contrary to EU regulations, the Action Plan mentions catering. A great deal of the food consumed in the EU is prepared in large-scale kitchens or catering services, i.e. in hospitals, schools and staff cafeterias. The Plan states that operators of such kitchens could be encouraged to offer organically produced food alongside non-organic food. Experience has shown however those, to be successful, the staff concerned need to receive appropriate information and training. (Commission of the European communities, 2004)

#### 4.2.5 The European Union's organic label(s)

In March 2000 the EC introduced a common organic logo (Fig. 3) under Council Regulation 2092/91 to be used on a voluntary basis by producers whose systems and products satisfy EU regulations. By then, most European countries had developed their own organic labels. Hence, if used at all, the organic EU logo was usually an addition to a national label.



Fig.3: English version of the first EU organic logo

The intended implementation of a new organic EU logo on 1st January 2009 was postponed for one year to 2010 due to complaints that the new logo (Fig. 4, left) too closely resembled the private organic logo of Aldi Süd (Fig. 4, right), a German discount supermarket chain. The EC then launched a promotion program during summer 2008 which included a competition, open to all design or art students, to design a new logo. The new EU organic logo (Fig. 5) was chosen in February 2010<sup>32</sup>.

<sup>30</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/data-statistics\\_en](http://ec.europa.eu/agriculture/organic/eu-policy/data-statistics_en)

<sup>31</sup> [http://ec.europa.eu/agriculture/organic/eu-policy/action-plan\\_en](http://ec.europa.eu/agriculture/organic/eu-policy/action-plan_en)

<sup>32</sup> [http://ec.europa.eu/agriculture/organic/logo/voting/voting\\_en.htm](http://ec.europa.eu/agriculture/organic/logo/voting/voting_en.htm)



*Fig. 4: The transitory new EU organic logo (left) and Aldi Süd's organic product label (right)*

The revised organic regulation (2008) addresses labelling, and states that labels may include the compulsory use of the new Community organic production logo, the new code-number format, indication of origin and also asterisk labelling, most of which will come into effect after various transition periods. The regulation does guarantee the option of continued use of private or national logos (Strassner, 2009a). This is a matter of much concern, because significant value is attached to well established private and national organic logos. These issues can equally be applied to organic labelling in or of the hotel, restaurant and catering sector and are addressed further in the following chapters.



*Fig. 5: The organic EU leaf logo chosen in 2010*

### **4.3 Delegation of organic certification to the EU Member States**

Under the EU organic standards, each member state (e.g. Germany, Denmark, Italy) establishes a competent authority to regulate and certify organic food products.

In order to guarantee respect for the rules of production, the Regulation provides for an inspection system to ensure that operators who produce, prepare or store organic products or import them from third countries notify the competent private and public authorities in the Member States of their activities. For the production of meat products, the Regulation states that the Member States must guarantee the traceability of products throughout the production, processing and preparation chain.

According to the official guidelines, the basic structure of the organic certification system is the same in each state. A key feature is that inspections are carried out by independent bodies (third party audit) conforming to standards laid down by external organisations. However, two main types of implementation can be differentiated.

**Polypolistic structure:** In the majority of the countries, the operative inspection tasks are delegated to private certifiers, which can be either domestic certification bodies or foreign ones (Wynen, 2004). In Germany and Italy, several certification bodies are active, and some of them, e.g. IMO, QCI, are active

in several countries. An oligopolistic structure might occur as well, associated with strong national accreditation programmes and/or the public control of the organic certification market. (Jahn et al, 2005)

Completely public driven systems as in Denmark and Finland are rather exceptional. In these countries, both monitoring and certification are carried out by public authorities and the result is a monopolistic structure. Thus, the realisation of organic control is part of a governmental bureaucratic process. The working principle is similar in nations such as the Netherlands and Norway, where the public sector authorises one certification body to do the organic inspections (c.f., SKAL, Debio).

## **4.4 Organic certification of out-of-home (OOH) operations: background, framework and recent developments**

Regulation (EC) No 834/2007 is the first to explicitly mention catering. In this respect it is significantly different from Council Regulation (EC) No 2092/91 and its amendments which do not mention catering at all. However, the Regulation specifically excludes “mass catering operations” in Article 1 § 3. Member States may apply national rules or, in the absence thereof, private standards, on labelling and control of products originating from mass catering operations, insofar as the said rules comply with Community Law. Article 2 § (aa) defines “mass catering operations” to mean “the preparation of organic products in restaurants, hospitals, canteens and other similar food business at the point of sale or delivery to the final consumer”. There is no further mention made of mass catering in the implementing rules (EC) No 889/2008.

On the one hand the situation with respect to catering is now apparently clearer than it was in Council Regulation 2092/91, insofar as the new regulation clearly excludes mass catering and legally allows all members to choose their individual approach. In the past there has been some discussion among member states and various stakeholders as to whether 2092/91 covers catering or not (i.e. the UK’s Department for Environment, Food and Rural Affairs’ enquiry about certification of catering to the EC; Germany’s use of legal expertise on the Council regulation 2092/91 with respect to catering). On the other hand, for the practitioner the situation at ground level has not changed, because a few operations were already to some extent certified by private bodies in several countries before the 2008 EU regulation entered into force. (Strassner, 2009a)

In part the application of the EU Regulation in catering is a grey area. Members of inspection or other authorities voice opinions only, which remain unsubstantiated and unsupported. In order to explore how iPOPY countries deal with out of home operations claiming organic status, inspection bodies have been interviewed as to their practical dealings with such operations. (Strassner & Roehl, 2009)

At the present time there is quite a variety of ways of dealing with organic catering amongst the 27 Community Members. These include national law, national recommendations and private standards. Results of research undertaken here were presented at the BioFach 2010 in Nuremberg, Germany this February (Lukas, 2010) and are currently being prepared for publishing.

## **4.5 Private regulations and other regulations for organic out-of-home (OOOH) in the EU**

At the time of compiling this report (up to March 2010), no private or other regulations specifically focussing on organic produce in the out-of-home setting for Europe overall could be determined. All organic agriculture associations tend to focus their activities in Europe on the national level. However, IFOAM, and especially its European section, the IFOAM-EU-Group, has been sensitive to this issue for some time now (Strassner & Mikkelsen, 2010). The Codex Alimentarius is a second important body to consider in this respect. The Standards of both are mentioned in Action 20 of the European Action Plan on Organic Food and Farming with respect to harmonisation (Action Plan).

### **4.5.1 The International Federation of Organic Agriculture Movements (IFOAM)**

IFOAM’s goals include the development of a universal standard for organic agriculture. The IFOAM Norms, which include the IFOAM Basic Standards for Organic Production and Processing (IBS), along with the IFOAM Accreditation Criteria for Bodies Certifying Organic Production and Processing (IAC),



have served as guidelines for private and governmental agencies in setting regional standards. These are the international guidelines for organic agriculture. Members develop their own standards on the basis of the Norms and they also function as models for setting national and intergovernmental standards. Additionally, the norms form the basis for harmonised inspection and certification of organic products by over 30 internationally recognized IFOAM accredited certification bodies. IFOAM Accreditation Criteria are strictly based upon ISO 65 requirements, adapted to the specific needs of organic agriculture and manufacturing using a process based approach (McEvoy, 2003). The IBS, first published in 1980, and the IAC are the basic pillars of the IFOAM Organic Guarantee System (OGS). The OGS unites the organic world through a common system and it fosters equivalence among participating certifiers<sup>33</sup>. While none of the Norms specifically address the out-of-home setting to date, the IFOAM-EU Group is actively involved in the developments in this sector in Europe (Mikkelsen & Schlüter, 2009; Strassner & Mikkelsen, 2010)

#### 4.5.2 The Codex Alimentarius Commission [Food Code Commission]

The Codex Alimentarius Commission was created in 1963 by the FAO and the WHO to develop food standards, guidelines and related texts such as codes of practice under the Joint FAO/WHO Food Standards Programme. The main purposes of this Programme are protecting the health of consumers, ensuring fair practices in the food trade, and promoting coordination of all food standards work undertaken by international governmental and non-governmental organizations<sup>34</sup>.

The Codex Alimentarius is a collection internationally approved food standards, the so-called ALINORMS, which are published in a uniform form. The chapters of the Codex are compiled by the Codex Alimentarius Commission and are voted on in an extensive consultation procedure worldwide on an intergovernmental level. The Codex is neither internationally nor nationally a valid statutory regulation. Its function is more to serve as a guideline and reference worldwide for the development of national laws worldwide and contribute thus to an international harmonization.

The Codex Committee on Food Labelling developed the Guidelines for the Production, Processing, Labelling and Marketing of Organically Produced Foods (CAC/GL 32-1999) against a background of growing production and international trade in organically produced foods with a view to facilitating trade and preventing misleading claims. The Guidelines are intended to facilitate the harmonization of requirements for organic products at the international level and may also provide assistance to governments wishing to establish national regulations in this area. The Guidelines include general sections describing the organic production concept, definitions, labelling and claims including products in conversion, rules of production and preparation with criteria for substances allowed in organic production, inspection and certification systems as well as import control. There is no mention of mass catering for processing or marketing organic products in the guidelines.

#### 4.6 Anything POP or POPY in the EU?

Public authorities in Europe have a purchasing power equivalent to 16% of the EU's gross domestic product<sup>35</sup>. By using their market leverage to choose goods and services that also take account of the environment, they can have a major influence on suppliers and stimulate the production of more sustainable goods and services. Examples include more energy efficient computers and school buildings, efficient toilets and taps, catering services offering organic food and green electricity<sup>34</sup>.

Public procurement is the process used by governments, public authorities or similar bodies to obtain goods and services with taxpayer money. Detailed rules for public procurement have been established at European and at national level to ensure best value for money, equal treatment of bidders and transparency of specifications and criteria. The term best value can mean best price or best quality, etc.. Ideally they include best environmental value. When environmental issues within the entire life-cycle of procured goods or services are taken into account in tenders, this is termed green public procurement (GPP)<sup>34</sup>.

<sup>33</sup> [http://www.organic-europe.net/europe\\_eu/standards.asp](http://www.organic-europe.net/europe_eu/standards.asp) (150608)

<sup>34</sup> [http://www.codexalimentarius.net/web/index\\_en.jsp](http://www.codexalimentarius.net/web/index_en.jsp) (140310)

<sup>35</sup> [http://ec.europa.eu/environment/gpp/background\\_en.htm](http://ec.europa.eu/environment/gpp/background_en.htm)

The informational website of DG Environment (DG ENV) points out the differences between GPP and sustainable public procurement (SPP). SPP means that contracting authorities or entities take into account all three pillars of sustainable development when procuring goods or services, namely economical, social and environmental. For many years, the single most important indicator in the practice of public purchasing was the economic factor. Environmental and social factors were seldom if ever taken into account. The key milestone for the development of SPP in Europe was the Gothenburg European Council (2001) and the adoption of the EU Sustainable Development Strategy. The foundation of this strategy is that economic, social and environmental objectives could be pursued simultaneously, in this way adding an environmental dimension to the Lisbon Process launched in 2000.<sup>36</sup>

There is a GPP Training Toolkit provided by the DG ENV. It is composed of three modules (an action plan, a legal module and a practical module). In the third module, Food and Catering Services are listed eighth out of eleven categories<sup>37</sup>. Organic produce is recommended therein as an alternative. As such, the foundation for POP is laid in Europe and can be applied to POPY situations.

Focusing more specifically on food for youth at school in Europe two schemes, which turn out to be public procurement for youth, but not organic, deserve mention here. Both lie in the jurisdiction of DG AGRI. In 2008 the Agriculture Council of Ministers agreed on a Commission proposal for an EU-wide scheme to provide fruit and vegetables to school children. Implementing rules have been published as well as the definitive allocation of community aid per Member State. The Scheme started in the school year 2009/2010<sup>38</sup>. Also in 2008 the EC adopted a new version of the EU School Milk Scheme with straightforward, clear implementation rules that provide a larger range of dairy products to children in a school setting<sup>39</sup>. However, on the EU level of the schemes no attention to an organic or other quality of the fruit and vegetables or of the milk and milk products could be found.

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<sup>36</sup> [http://ec.europa.eu/environment/gpp/green\\_vs\\_sustainable.htm](http://ec.europa.eu/environment/gpp/green_vs_sustainable.htm)

<sup>37</sup> [http://ec.europa.eu/environment/gpp/toolkit\\_en.htm](http://ec.europa.eu/environment/gpp/toolkit_en.htm)

<sup>38</sup> [http://ec.europa.eu/agriculture/markets/fruitveg/sfs/index\\_en.htm](http://ec.europa.eu/agriculture/markets/fruitveg/sfs/index_en.htm)

<sup>39</sup> [http://ec.europa.eu/agriculture/markets/milk/schoolmilk/index\\_en.htm](http://ec.europa.eu/agriculture/markets/milk/schoolmilk/index_en.htm)

## 5. Germany: a reference case for out-of-home certification

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As one of the founding members of the EU, The Federal Republic of Germany follows the CAP and the regulations for organic food and farming, The German terms for labelling food as organic include 'bio' and 'öko'. In Germany food preparation in the out of home sector is considered as processing. This means that companies of the foodservice sector communicating organic use are also subject to inspections according to the EU Regulation on Organic Farming, just as any processing company (Richter, 2005; Roehl et al, 2008). This situation is different to most other EU countries, which do not have mandatory certification of mass catering operations. However, mandatory certification is only relevant if the operation advocates that organic products are utilised (see 5.1.3).

### 5.1 Organic certification: organisation and structure in Germany

Besides the EU Regulation on Organic Farming there are a number of German regulations relevant to its organic market.

#### 5.1.1 Organic Food Labelling Act

Since December 2001 the so-called Organic Food Labelling Act also known as Eco Labelling Act (Act relating to the introduction and application of a label for goods produced in organic farming [German: Öko-Kennzeichengesetz (ÖkokennzG)]) has defined legal rules for a standardized label for products of organic farming in Germany. This Act sets out the legislative framework for a national label for organic products in accordance with the EU rules (<sup>40</sup>; Roehl et al, 2008) The German national label is known as the BioSiegel (see 5.4).

#### 5.1.2 Eco Labelling Regulation

In February 2002 the German Eco Labelling Regulation (Ordinance about design and application of the Eco label [German: Öko-Kennzeichnungsverordnung (Öko-KennzV)]) added details regarding design and application of the organic label and impositions of sanctions to the Organic Food Labelling Act. The Regulation also deals with the advertising of the organic logo as well as with the registration of logo users at the organic logo information centre. The compulsory registration makes it possible to control the application of the organic logo. The organic logo is protected as a legal trade mark. (Roehl et al, 2008; <sup>41</sup>)

#### 5.1.3 Organic Farming Act

In April 2003 the Organic Farming Act (*Act about the execution of EU legal instruments concerning organic farming*) [German: Öko-Landbaugesetz (ÖLG)] came into force in Germany. This law unites certain executive tasks in the organic farming sector and improves the implementation of the EU Regulation on Organic Farming. Therefore the Federal Agency for Agriculture and Food [German: Bundesanstalt für Landwirtschaft und Ernährung (BLE)] was given corresponding tasks. The Organic Farming Act was adapted to the new EC legislation governing organic farming by means of new wording that took effect in January 2009. It contains a number of measures of which a few are mentioned here. With respect to reporting duties each inspection body must make the list of its checked businesses available on the internet for the authorities, the operators and the consumers; and it is obliged to inform other inspection bodies. The Länder (federal states) governments may delegate specific inspection tasks wholly or in part to the private inspection bodies operating in the respective state. A number of executive functions have been pooled at the BLE which include approval of the private

<sup>40</sup> <http://www.bio-siegel.de/english/basics/acts-and-regulations/>

<sup>41</sup> <http://www.bio-siegel.de/english/basics/acts-and-regulations/>

inspection bodies operating in Germany. The Organic Farming Act stipulates compulsory checks for out-of-home consumption. Mass catering operators such as restaurants, staff canteens and large-scale catering establishments are, if they commercially market organic products, subject to the inspection and labelling provisions of the EC legislation governing organic farming by this German law. (Roehl et al, 2008; <sup>42</sup>)

## 5.2 The competent German authority: The Federal Ministry of Food, Agriculture and Consumer Protection [German: Bundesministerium für Ernährung, Landwirtschaft und Verbraucherschutz (BMELV)]

The BMELV states its main aims to include promoting a balanced, healthy diet and safe foods, ensuring that everyday goods are safe, assisting in the development of clear consumer rights and helping to ensure that the agricultural sector is strong and able to perform the duties required of it. Its offices in Bonn and Berlin have 83 divisions with a total of over 900 staff. In Germany, the BMELV is the authority with the responsibility for the EU Organic Farming Regulation. Organic farming is part of the thematic area of Agriculture & Rural Areas.

Table 2: Regulatory authorities of the 16 German states (Länder)<sup>43</sup>

Name of Bundesland (German)	Name of Bundesland (English)	Regulatory Authority
Baden-Württemberg	Baden-Württemberg	Regierungspräsidium Karlsruhe
Bayern	The Free State of Bavaria	Bayerische Landesanstalt für Landwirtschaft (LfL)
Berlin	Berlin	Ministerium für Ländliche Entwicklung, Umwelt und Verbraucherschutz des Landes Brandenburg (MLUV)
Brandenburg	Brandenburg	Ministerium für Ländliche Entwicklung, Umwelt und Verbraucherschutz des Landes Brandenburg (MLUV)
Bremen	The Free Hanseatic City of Bremen	Senator für Wirtschaft und Häfen
Hamburg	The Free Hanseatic City of Hamburg	Behörde für Wirtschaft und Arbeit
Hessen	Hesse	Regierungspräsidium Gießen
Mecklenburg-Vorpommern	Mecklenburg-Western Pomerania	Landesamt für Landwirtschaft, Lebensmittelsicherheit und Fischerei (LALLF) Mecklenburg-Vorpommern
Niedersachsen	Lower Saxony	Landesamt für Verbraucherschutz und Lebensmittelsicherheit (LAVES)
Nordrhein-Westfalen	North Rhine-Westphalia	Landesamt für Natur, Umwelt und Verbraucherschutz (LANUV) Nordrhein-Westfalen
Rheinland-Pfalz	Rhineland Palatinate	Aufsichts- und Dienstleistungsdirektion
Saarland	Saarland	Landwirtschaftskammer für das Saarland
Sachsen	The Free State of Saxony	Sächsische Landesamt für Umwelt, Landwirtschaft und Geologie (LfULG)
Sachsen-Anhalt	Saxony-Anhalt	Landesanstalt für Landwirtschaft, Forsten und Gartenbau (LLFG) Sachsen-Anhalt
Schleswig-Holstein	Schleswig-Holstein	Ministerium für Landwirtschaft, Umwelt und ländliche Räume (MLUR) des Landes Schleswig-Holstein
Thüringen	The Free State of Thuringia	Thüringer Landesanstalt für Landwirtschaft (TLL)

<sup>42</sup> [http://www.bmelv.de/cln\\_182/SharedDocs/Standardartikel/EN/Agriculture/OrganicFarming/OrganicFarmingInGermany.html?nn=530260](http://www.bmelv.de/cln_182/SharedDocs/Standardartikel/EN/Agriculture/OrganicFarming/OrganicFarmingInGermany.html?nn=530260) (200310)

<sup>43</sup> Letzte Aktualisierung: 27012010 (<http://www.oekolandbau.de/service/adressen/kontrollbehoerden/>)

The ministry supervises the independent BLE which is empowered to conduct business on its behalf. The implementation of inspections falls within the competence of the Länder. (Strassner & Løes, 2009; <sup>44</sup>) Due to its federal structure, 16 supervisory authorities in the Länder (Table 2) are responsible for 23 accredited inspection bodies operating in the market.

The Länderarbeitsgemeinschaft Ökologischer Landbau (LÖK) is a working group consisting of members of the regulatory authorities in the federal states responsible for the execution and the supervision of the EU Organic Farming Regulation. The representatives of the boards of control also regularly take part. The LÖK meets regularly around questions which have arisen from the application of the EC regulations for organic agriculture. The minutes of the meetings are available on the central internet portal on organic food and farming of the BLE (<http://www.oekolandbau.de>) and show that issues concerning out-of-home were the topic of deliberation five times between January 1998 and March 2009.<sup>45</sup>

### 5.3 The delegation of organic certification in Germany is to private bodies

The number of authorised organic inspection bodies in Germany has remained fairly constant at around 22-23 for several years. These are private service providers which are thus in normal free-market competition with one another. They are largely active on a nationwide scale and conduct control procedures according to the EU Regulation on Organic Farming.

The BLE is responsible for the registration of any inspection body. After registration the organic inspection body receives a code number which in Germany has the format DE-XXX-Öko-Kontrollstelle. Inspection bodies normally have a head office in one federal state as well as units in other federal states. Organic inspection bodies are officially supervised by responsible agencies in their respective federal state (see Table 1). The organic inspection bodies inform the responsible agency about all inspected businesses as well as potential violations. (Roehl et al, 2008) Certification bodies are authorised by the Regulatory Authorities to inspect and certify according to areas commonly designated by the first letters of the alphabet as follows:

- A - Plant and plant production, livestock and livestock production
- B - Preparation of products
- C - Imports
- D - Units using contracts to third parties
- E - Units preparing feed.

There is also an additional field of control activities termed "H - units of trade that exclusively store or market organic goods". In Germany out-of-home units with organic products are inspected and certified along with the B area for processors.

### 5.4 The German national label: BioSiegel [English: Eco Label]

In May 2001 an official organic logo, the Bio-Siegel, was created in Germany and launched in September 2001. It was initiated by the then Federal Minister of Consumer Protection Renate Künast and agreed upon by an alliance of trade, organisations and politics. Both the retail trade and the processing industry strongly support the national label since organic products can be easily recognised by consumers, and this label does not distinguish between imported and domestic products. It may be used on a voluntary basis. The Bio-Siegel Information Centre was founded to help market participants with a fast and non-bureaucratic market launch of the organic logo. The Centre is now part of the BLE.

The Bio-Siegel is registered as a trademark at the German Patent and Brand Office. Any resulting injunction and claims under private law would be prosecuted by the owner of the brand, the BMELV.

<sup>44</sup> [http://www.bmelv.de/cln\\_182/EN/Ministry/ministry\\_node.html](http://www.bmelv.de/cln_182/EN/Ministry/ministry_node.html) (200310)

<sup>45</sup> [http://www.oekolandbau.de/fileadmin/pah/loek\\_protokolle/index.php](http://www.oekolandbau.de/fileadmin/pah/loek_protokolle/index.php) (140310)

Since the launch of the Eco-label more than 3.400 users have notified the information centre of the labelling of more than 56.000 products<sup>46</sup>; <sup>47</sup>. The Eco-labelling Ordinance also expressly permits the option of affixing national or regional indications of origin in the immediate environment of the Eco-label (e.g. the Eco-Label of Baden-Württemberg, Hesse, Mecklenburg-Vorpommern, see Fig. 6).

Restaurants, staff canteens, etc. which are certified pursuant to the EU Organic Farming Regulation can also use the Bio-Siegel to label menus and single items on the menu. The organic logo can also be used by the out of home sector to label dishes, dish components or complete meals. The business is obliged to inform the Bio-Siegel Information Centre in Bonn about the application of the logo and then receives the logo design guide. Application of the organic logo is free, there are no licence fees. (Roehl et al, 2008; Richter, 2005; <sup>48</sup>)



Fig. 6: The German organic logo 2010, 3 Länder versions and 1 regional version<sup>49</sup>

## 5.5 Organic certification of out-of-home operations: framework and recent developments in Germany

Some of the rationale behind organic inspection and certification includes consumer protection from fraud and deception, equal market opportunities and transparency from farm to fork and beyond. These underlying principles contributed to the development of a standard organic certification programme for foodservice enterprises in Germany (Strassner, 2003; Strassner, 2004) with guidelines for operators (Roehl et al., 2008). Much of this work was done within the Federal Organic Farming Scheme [German: Bundesprogramm Ökologischer Landbau (BÖL)] (see below).

Germany is the first Member State to adopt a standard organic certification programme for the out of home sector at the national level and to anchor this in its laws. The Organic Farming Act is used to provide the rules for organic catering. There are also private concepts, rules and labels for catering such as those of the Organic Agriculture Associations Biokreis, Bioland and Naturland (see below).

The BÖL is a temporary funding source since 2002 that supplements existing support measures with the aim of improving the basic conditions necessary for expanding organic farming. The measures tackle all levels of organic farming, from the production to the consumption of organic products (Lange et al, 2006; <sup>50</sup>). Bulk consumers are recognised as playing a role in a sustainable growth of the organic sector and several projects have been realised within the Scheme giving attention to restraints, success factors and development opportunities for the use of organic goods, questions concerning certification and control of organic products in the food service sector.

Large amounts of food are purchased and processed by catering firms and hotels, canteens, schools, hospitals and other public institutions. They also represent a stable market outlet. Furthermore, they have high requirements of the delivered goods concerning health issues, because of their partly sensitive clientel. Hence, the sales opportunities for organically produced goods are very clear.

<sup>46</sup> <http://www.bio-siegel.de/english/basics/acts-and-regulations/>

<sup>47</sup> [http://www.bmelv.de/cln\\_182/SharedDocs/Standardartikel/EN/Agriculture/OrganicFarming/OrganicFarmingInGermany.html?nn=530260](http://www.bmelv.de/cln_182/SharedDocs/Standardartikel/EN/Agriculture/OrganicFarming/OrganicFarmingInGermany.html?nn=530260) (200310)

<sup>48</sup> <http://www.bio-siegel.de/english/users-products/frequently-asked-questions/which-products-can-be-labelled/> (200310)

<sup>49</sup> Source: <http://www.bio-siegel.de/infos-fuer-verbraucher/regionale-bio-siegel/>

<sup>50</sup> <http://orgprints.org/view/projects/BOEL.html>

Nevertheless, even the partial conversion of public catering to organic products is connected to great challenges: suppliers have to guarantee a homogenous and sufficiently large amount. Furthermore, freshness and quality of the raw materials have to be assured from the producer up to the processing in the canteen kitchen. Even the kitchen staff needs to adapt to changes, such as purchase, storage, seasonal availability, menu composition and price calculations, as these deviate from conventional processes. Additionally, a precise communication strategy is necessary for the introduction phase of organic products.

Labelling and certification requirements for such products are seen as a challenge for companies in the out of home sector that want to process and offer organic goods. According to the legal requirements, states the German position, all companies in the food service sector need to go through the control system of the EU Regulation on organic agriculture, if they want to use organic products and label them as such. Many companies in this sector that were using organic products, were not certified, as they were unaware of the inspection requirements. The inspection bodies also have large gaps: many do not have specially trained personnel and suitable forms for the out of home sector. The inspection bodies, which have experience with the food service sector, possess standardised forms for processing companies. According to them, there are four core differences between companies in the out-of-home sector compared to other processing companies:

- ⇒ Companies in the food service sector generally do not work with fixed recipes
- ⇒ Labelling cannot be done directly on the product
- ⇒ There is a large problem with the delivery of the goods
- ⇒ There is often a lack of documentation, which hampers the control of the flow of goods

In the past, the bureaucracy associated with certification frightened off many responsible persons in this sector, who were generally willing to partially or fully convert to organic products. The results of a survey from 2003, conducted by the BÖL, showed that two thirds of the managers of establishments rejected the additional effort related to labelling and inspection. At the same time, 60% of the interviewees signalled a willingness to buy, process and offer organic goods without organic labelling, as they could market them well with the term “organic” in their menus (Lange et al, 2006). There is a growing demand for organic food in the German catering sector. Many public and private operators provide at least individual combinations or menus in organic quality.

Other activities in the context of Organic Food Management in the Scheme include extensive information in printed format as well as on the internet for bulk consumers from hotels, restaurants and catering. These publications cover particulars for the introduction of organic foods (economics, convenience in canteen kitchens, basics in hygiene and storage, personnel training), as well as precise help in daily planning and work with organic products in mass catering (e.g. shopping schedule, assortment list, recipe finder, costing calculator, seasonal calendar). (Lange et al, 2006)

There has been monitoring of organic produce and its distribution via various sales channels for some years now. However, these data always exclude out-of-home as a channel so that, unfortunately there is little or no information available on the volume or character of organic produce entering the food market via catering and restaurants.

How organic produce is used in food service operations is highly relevant to how it can be controlled effectively. However, this differs almost as widely as the operations themselves. Operations range from being fully (100%) organic to having single organic items such as coffee, covering organic menu lines, single dishes, meal components and ingredients. The level of use of organic produce depends on a number of factors, some of the most important being continuity of supply and commercial availability. It may also depend on the impulse for using organic produce in the first place, which may have come from any of the stakeholders within the food service operation (see below). (Strassner, 2003)

There has been some attempt to monitor the development of the amount of foodservice units being inspected and certified. This was started by the campaign “1000 BioKüchen mit Zertifikat” [English: 1000 Organic Kitchens with a Certificate] which was set up and run solely by commercial partners. The companies involved developed a help-website to support hotels, restaurants and caterers with the process of certification. Since monitoring certification of out of home operations began in Germany in 2004 there has been a steady increase in the amount of certified operations over the years. In the

press release archive of the campaign website the development proceeds from 450 operations after the first campaign year late 2004 to 1.850 certified kitchen operations in late 2009 (Roehl, 2010).

Labelling in the foodservice context in all federal states provide three variants: (i) organic ingredients, e.g. all potatoes used are organic only, (ii) an organic component, e.g. a side salad, (iii) an organic dish, e.g. organic pizza. Any combination of these may be used by an operation. Some operators would like to see asterisk labelling of organic ingredients introduced, but this variant requires educated consumers and also may get out of hand. (Strassner, 2004). In order to claim the status of an organic restaurant, all produce used needs to be certified organic. In the study on German certification bodies Strassner & Roehl (2009) interviewees were asked to voice an opinion as to which type of organic food inclusion was most often employed. The labelling least used (i.e. the lowest rank given by most bodies) was “fully organic”. The most used labels (i.e. the highest rank given by most bodies) were “organic menu”, followed by “organic components”.

The same survey, somewhat surprisingly revealed that it was not a matter of size whether the certification bodies had individuals responsible for the out of home sector. Some explained that there were no specially allocated inspectors because out of home operators belonged to the category “B” i.e. processors”. All certifiers interviewed inspect across the full spectrum of foodservice operations, though most operations can be categorized as caterers. Furthermore, most certification bodies had operators with more than one unit.

While the growth in this market is distinctive, the amount of certified operations is still a very small proportion of the total foodservice market. It is also a small market for most of the inspection bodies, as it makes up less than 5% of audited operations for 13 of the 16 bodies surveyed. According to the majority of the interviewees, this share is not increasing (Strassner & Roehl, 2009).

## **5.6 Private regulations of organic agriculture associations pertaining to out-of-home operations in Germany**

Most German organic farmers and many processors are members of one of several organic farming associations which have developed their own organic standards; these are partly stricter than the EU Organic Farming Regulation. Members can advertise their products using the label of their association. They are then inspected according to both EU and association regulations. While some associations operate nationwide or even worldwide, other associations have an exclusively regional focus. Of the eight associations (Biokreis, Bioland, Biopark, Demeter, Ecoland, Ecovin, Gäa, Naturland) three (see below) currently have own private regulations for the use of organic produce in mass catering. Restaurants or other food service outlets can enter into a contractual agreement with these associations and by complying with their requirements, use the association's logo.

Biokreis was founded by farmers and consumers in 1979 in Bavaria under the name Biokreis Ostbayern (see logo in Fig. 7). The association states its objectives as supporting cooperation between farmers, consumers and processors, preserving regional value chains and protecting small-scale agriculture based on the principles of organic farming. Although Biokreis initially operated only in Bavaria, the association now operates nationwide. For quite some time now it has also had binding guidelines especially for restaurants and hotels. These stipulate that a foodservice operator must enter into a contract with a certification body and that it then has five years to comply with all Biokreis rules. Concepts concerning supplies are developed individually for operators and a number of complementary services are made available<sup>51</sup> (public relations, support in choice of supplier(s), staff training).

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<sup>51</sup> <http://www.biokreis.de/faqs.html#5.1> & RiLis!!!





*Fig. 7: Logo of the German organic agriculture association Biokreis*

Bioland was founded in 1971 in Baden-Württemberg, but took its name in 1998. The association acts nationwide and worldwide and is sub-divided into regional associations. Similarly to Biokreis, Bioland has also for many years offered restaurants, hotels, clinics and canteens the opportunity to become Bioland-partners. Over and above the certification contract with an inspection body, Bioland requires a contract between the operator and itself. This allows operators the use of the Bioland logo (Fig. 8 below) and provides access to a number of services designed to assist and promote the organic activities of the operator (e.g. press and public relations, training). The cost is dependent on the size of the operations. Bioland specifies a minimum of 70% organic by value and only makes allowance for less in exceptional cases. In business canteens the minimum must be 20% organic.<sup>52</sup>



*Fig. 8: Logo of the German organic agriculture association Bioland*

Naturland was founded in 1982 by farmers and researchers. The association is also one of the leading certification bodies for organic products worldwide. Its self-stated aims include to protect the natural environment and human beings using naturally based farming practices. Naturland (see logo in Fig. 9) is also organized into regional sub-groups. This association has a Gastro-Concept and private regulations<sup>53</sup> which have only recently been launched at BioFach 2010<sup>54</sup>.

<sup>52</sup> <http://www.bioland.de/hersteller/gastronomiekonzept.html>

<sup>53</sup> <http://www.naturland.de/richtlinien.html>

<sup>54</sup> [http://www.naturland.de/biofach\\_detail.html](http://www.naturland.de/biofach_detail.html)

?&no\_cache=1&tx\_ttnews[tt\_news]=257&tx\_ttnews[backPid]=13584



Fig. 9: Logo of the German organic agriculture association Naturland

## 5.7 Anything POP or POPY in Germany?

Children and youth receive special attention within the out of home projects of the BÖL. Three issues are given priority: healthy nourishment for adolescents, the influence of children on the purchasing habit within their families and the fact that youth are the clients of tomorrow. Within the Scheme there is a method to introduce organic products for meals in schools and day-care centres. Currently, there is a network of several projects located in rural areas, as well as in large cities like Berlin or Hamburg. The BÖL office organises an exchange of experiences between the different stakeholders of the projects concerning successes and restraints. In order to make opportunities and requirements regarding the implementation of organic goods in schools and day-care centres available to a large public, information is made available (Lange et al, 2006).

However, the school meal situation in Germany is undergoing wide-ranging changes (Nölting et al, 2009b). Historically, at least in western Germany, it was of the supplementary food provision type. Now, with the development of the all-day school model, longer school days and nationwide focus on healthy meals for children and youth, there is a move to warm meal provision. This situation provides a good opportunity for the inclusion of organic produce, even for public organic food procurement, but school matters are the jurisdiction of each federal state government and school meal provision that of individual schools. There are national guidelines for school meal quality which even include a recommendation for organic produce: 10% of procured food<sup>55</sup> but these have no binding character. So some states have their own criteria, such as Berlin, which has the Berlin Quality Criteria [German: Berliner Qualitätskriterien] which also recommends 10% organic by value<sup>56</sup>. Though these are also not legally binding they have been used by the city state when putting out calls to tender for school meal provision services, ensuring that not only price is the deciding factor. (Nölting et al, 2009b; Strassner et al, 2010)

Overall, public procurement of "green" products and services by the German state is recognised as having great potential to further sustainable economic development and mitigate negative environmental consequences<sup>57</sup>. So far, though, this is linked largely to communications technology, energy-related products or services and paper i.e. typical office hardware. Few stakeholders link this to organic produce and (school) meal provision.

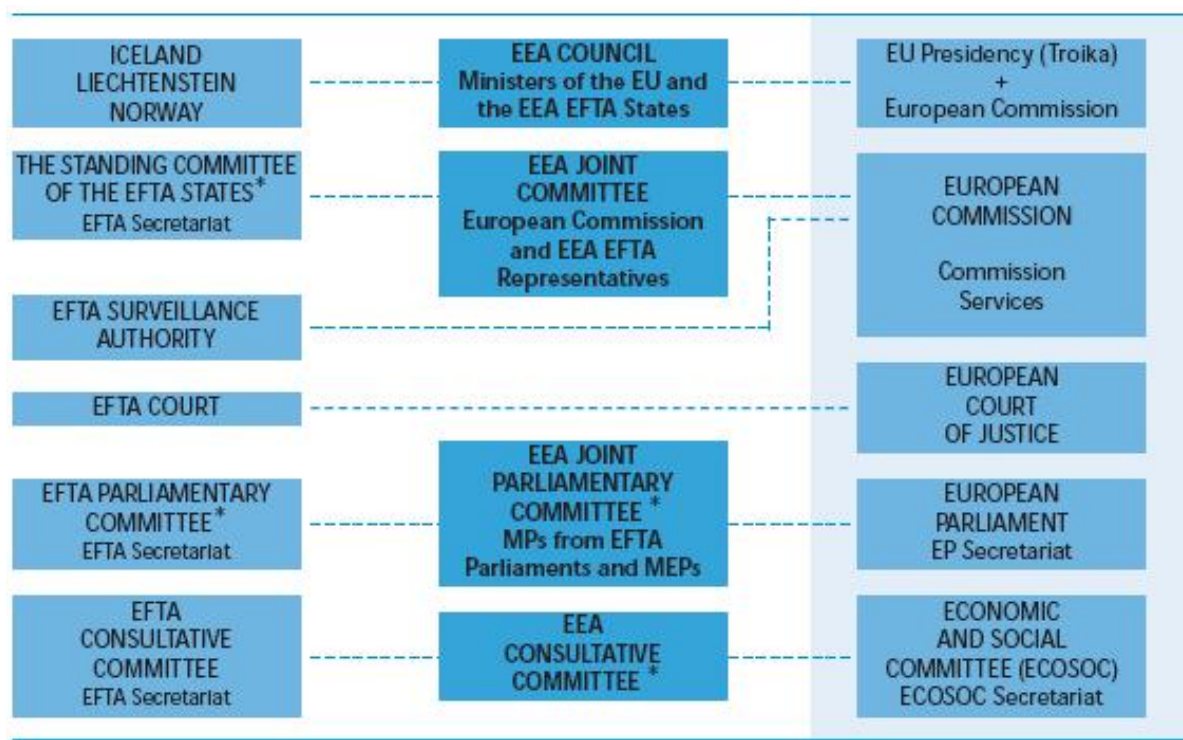
<sup>55</sup> [http://www.schuleplusessen.de/cms/upload/pdf/Qualitaetsstandards/Neuaufgabe\\_Qualitätsstandards\\_Schule.pdf](http://www.schuleplusessen.de/cms/upload/pdf/Qualitaetsstandards/Neuaufgabe_Qualitätsstandards_Schule.pdf) (page 28)

<sup>56</sup> [http://www.ganztagsschulen.org/\\_downloads/BerlinSchulverpflegung.pdf](http://www.ganztagsschulen.org/_downloads/BerlinSchulverpflegung.pdf) (page 6)

<sup>57</sup> [http://www.tu-dresden.de/wwbwlbu/forschung/abgeschlossene\\_projekte/nachhaltig\\_beschaffen/frame.htm/](http://www.tu-dresden.de/wwbwlbu/forschung/abgeschlossene_projekte/nachhaltig_beschaffen/frame.htm/) (19.05.08)

## 6. Norway, EEA member, with an out-of-home certification system most similar to Germany

The EEA unites the 27 EU Member States and the three EEA European Free Trade Agreement (EFTA) States (Iceland, Liechtenstein and Norway) into an Internal Market governed by the same basic rules. These rules aim to enable goods, services, capital, and persons to move freely about the EEA in an open and competitive environment, a concept referred to as the four freedoms (goods, services, persons, capital)<sup>58</sup>. An overview of EFTA policy areas, sorted by the four freedoms show that Agriculture/Food/Fisheries are allocated to goods<sup>59</sup>. The CAP and the Common Fisheries Policy of the EU are not part of the EEA Agreement. However, the Agreement does provide provisions on various related aspects including organic production<sup>60</sup>. An Expert Group on Organic Production deals with the incorporation into the EEA Agreement of legislation regarding organic food and farming. The revised Regulation on organic food and farming which entered into force in the EU on January 2009 is being considered by the Expert Group. Organic Production is covered by Chapter XII of Annex II of the EEA Agreement (Bjerkebo, 2009<sup>61</sup>). The EEA EFTA States have not transferred any legislative competencies to EEA organs and they are constitutionally unable to accept direct decisions by the Commission (or the European Court of Justice). To cater for this situation, the EEA Agreement set up EEA EFTA bodies to match those on the EU side (see Fig. 10). The EEA EFTA States take all decisions by consensus as opposed to the usual majority voting on the EU side<sup>62</sup>.



\* Switzerland is an observer

Fig. 10: The relationship between the EEA and the EFTA countries, including Norway

<sup>58</sup> <http://www.efta.int/eea.aspx>

<sup>59</sup> <http://www.efta.int/eea/policy-areas.aspx>

<sup>60</sup> <http://www.efta.int/eea/policy-areas/goods/agrculture-fish-food.aspx>

<sup>61</sup> <http://www.efta.int/eea/policy-areas/goods/agrculture-fish-food./organic-production.aspx>

<sup>62</sup> <http://www.efta.int/eea/eea-institutions.aspx>

## 6.1 Organic certification: organisation and structure in Norway

Although Norway, with its political system of a monarchy; is not a member of the EU, the Norwegian standards for organic agriculture and for processing, trading and importing organic products conform with *Council Regulation (EEC) 2092/91 and accompanying regulations*. The CR2092/91 was adopted as a part of the EEA agreement in 1994, and Norway participates as an observer in the SCOF. The EU organic regulation (Reg. 834/2007 and 889/2008) will be implemented by Norway. The term "organic" (Norwegian: "økologisk") is legally protected, and in order to market or label agricultural products as organic, they must be inspected and certified.

## 6.2 The competent Norwegian state authority: The Ministry of Agriculture and Food [Norwegian: Landbruks- og matdepartementet]

The Ministry of Agriculture and Food is responsible for food and agricultural policymaking, which, according to their own statements, aims to provide consumers with wholesome, high quality food products, and to ensure that the food production process is carried out with environmental, public health and animal welfare concerns in mind. The Ministry of Agriculture shares responsibility for shaping the food policy and for management of foodstuffs from production through delivery to the consumer with the Ministries of Fisheries and of Health<sup>63</sup>.

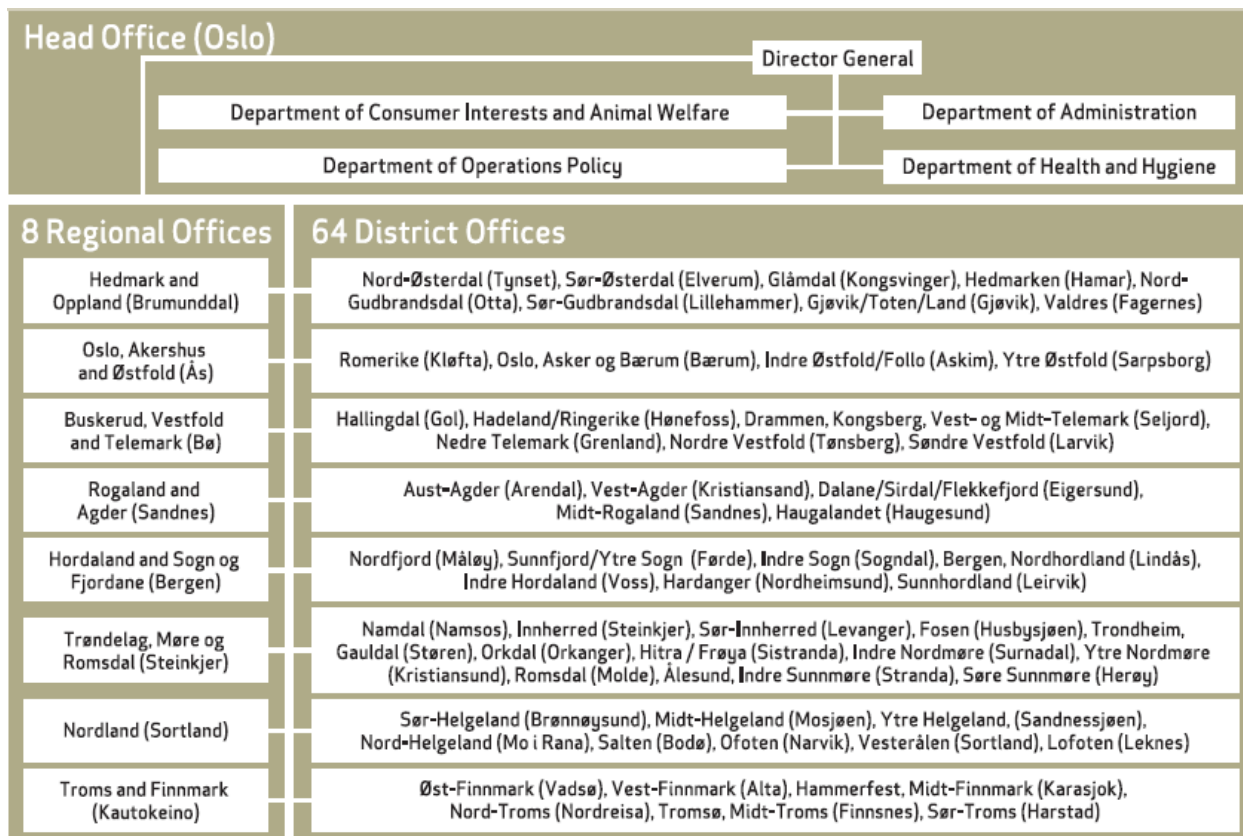


Fig. 11: Organisation map of the Norwegian Food Safety Authority (NFSA), in Norwegian "Mattilsynet"

A staff of approximately 160 work in the main agricultural administration sited at Regjeringskvartalet in Oslo. The Ministry of Agriculture and Food is divided into five departments: (1) Department of Administrative and Economic Affairs, (2) Department of Forest- and Natural Resource Policy, (3) Department of Food Policy, (4) Department of Agricultural Policy, (5) Department of Research, Innovation and Regional Policy<sup>64</sup>. Under the ministry there are a number of subsidiaries i.e. four administrative agencies and two state-owned companies. The four administrative agencies include the

<sup>63</sup> <http://www.regjeringen.no/en/dep/lmd/the-ministry-of-agriculture-and-food.html?id=632> (190310)

<sup>64</sup> <http://www.regjeringen.no/en/dep/lmd/The-Ministry-of-Agriculture-and-Food/The-Ministrys-departments.html?id=651> (190310)

Norwegian Food Safety Authority “Mattilsynet” which controls all aspects of food safety, including agriculture, import and trade.

The State authority charged with the responsibility for the CR2092/91 is thus the Ministry of Food and Agriculture. Its subsidiary agency, NFSA (Mattilsynet), is responsible for the certification of production, processing and distribution of organic food. It in turn has delegated the certification of organic food and farming to the private organisation Debio.

Mattilsynet comprises three administrative levels, and has some 1.300 employees. The head office is in Oslo, whilst there are eight regional and at least 50 district offices (see Fig. 11). The district offices carry out most of the practical food law enforcement work. Overall, it advises and reports to three different governmental ministries: (1) The Ministry of Agriculture and Food (2) The Ministry of Health and Care Services (3) The Ministry of Fisheries and Coastal Affairs (NFSA <sup>65</sup>).

### 6.3 Delegation of certification in Norway to a private body: Debio

The Norwegian organic certification system has a monopolistic structure and is a public-driven system. Both monitoring and certification are carried out by public authorities. However, the realisation of organic control is not quite part of the governmental bureaucratic process. In Norway, Mattilsynet has delegated the task of certification to Debio, which is the Norwegian inspection and certification body for organic agricultural production.

Debio is an independent, membership-based association with members from all three categories (production, processing/marketing and import) (Marley, 2008). It is a private, non-profit organisation accredited by Norwegian Accreditation according to the quality standard ISO 65/EN 45011 and by IFOAM. Debio's main office is located in Bjørkelangen, about 60 km east of Oslo. The staff consists of a total of 45 employees, of which about 23 work at the main office. The remaining 17 are inspectors who usually are based in the region in which inspections are performed (Løes et al, 2008; Stubberud, 2010 personal communication).

Similar to the German situation, operators wishing to market organic ingredients and/or processed foods need to be certified by Debio. This applies to all operations within the food industry, including out-of-home operations - for now (see below). Debio also administers the Norwegian “Ø”-label, which is the property of Debio and as such a private label, but so far in practice the official and only organic label in Norway (Birkeland et al, 2007). At the end of 2009, a total of 2.851 farms and 763 other operators (to which foodservice operators belong) were registered in Debio's inspection scheme. In addition to the public-law regulations for organic production, Debio has developed standards and has separate private-law regulations for organic aquaculture, forestry and wild products.

### 6.4 The Norwegian national label Ø

Debio is the owner of the Ø label (Fig. 12) and other registered labels for production and marketing certified by Debio. Similar to the Danish Ø label, the letter Ø symbolises the Norwegian word Økologisk. Debio's minimum requirements for organic production and marketing, including the Ø-label certification, agree with the minimum requirements in the statutory provisions for organic production and marketing. The Ø-label can also be applied to imported products that are certified by an accredited body in the country of origin, in accordance with regulations that correspond to Norwegian rules and regulations (Løes et al, 2008).

<sup>65</sup> <http://www.mattilsynet.no/english/about> (250610)



### ↓ Debíogodkjent

Fig. 12: The Norwegian organic label, owned and administrated by Debio. In Norwegian (and Danish), organic is “økologisk” which explains the use of the letter Ø.

## 6.5 Organic certification of out-of-home operations: background, framework, scale and outlook in Norway

### 6.5.1 Background

In the interviews, the Norwegian experts were asked to describe the historical development of certification in their country which they did as follows: The private inspection body established their first private standards for mass catering in 1997. In the same year, thirteen Scandic hotels started using organic food. In 2005, their standards became the official interpretation of regulation supported by the government. The national public action plan for increasing organic food production and consumption aims at 15% organic by 2020. This historical development underlines the early awareness in Norway about this important area of organic certification. Considering the historical development, the organisation prefers the model based on registration. An analysis about the most efficient certification scheme was carried out, which indicated that the model which requires a registration for all involved businesses is the most efficient one for Norway.

Certification is a prerequisite to use the term "organic" for sale and marketing (exception is products which are packed and labelled) in Norway also. In public catering there is packaging, processing including serving outlets and also storing for further sale. Canteens serving organic food have some foods organic and/or whole dishes organic. Providing clear information to guests/consumers is necessary (Koesling, 2009). The experts' interviews revealed that Debio carries out the certification for the organic products in the field of mass catering in all sectors i.e. in hotels, restaurants, public catering and all other similar operations.

Up to now even catering operators wishing to market organic ingredients and/or processed foods need to be certified by Debio. This includes business, care and education operators, catering companies, as well as hotels, restaurants and systemised restaurant concepts. The agreement with Mattilsynet authorizes Debio to make individual decisions on the certification and invalidation of operators (Strassner, 2009a; Løes et al, 2008; Strassner & Løes, 2009). However, what happens in Norway after implementation of the revised EU organic regulation is not decided yet, and this is also a political process. Thus the description of practice to date in this report might be invalid in about a year. Two options are mostly discussed in Norway: Option one is no special organic regulation for mass catering, and option two is a registration system and a risk-based supervision. If Norway decides to have national rules on mass catering in the future, there will most likely be a more simplified system than today.

### 6.5.2 Framework

Serving outlets may apply to be inspected by the Debio certification system, and thereby utilise the Ø label in the marketing of their service and products. They can choose between a permanent affiliation period and a temporary affiliation (e.g. for music festivals). If organic products are not available, meals may be offered as partly organic, e.g. “Meatballs with organic potatoes”, or the menu may show that “this canteen uses organic milk and potatoes”. Relevant information about the certification of serving outlets is available online at the Debio website (<http://www.debio.no> [Norwegian]) and advice is also given to kitchens (see Fig. 13) (Birkeland et al, 2007).

If a canteen, an institution, a restaurant or other professional kitchen operation wants to market an organic offer, a Debio certification is necessary to date, though this may change shortly. Possibly it is not possible nor desirable to transform the entire kitchen to organic production. This is no obstacle to get the Debio certificate. Debio can award two different certifications: (1) offer of organic menus, (2) use of organic ingredients. If organic menus are offered, one can use Ø in connection with one or several menus on the menu card (Birkeland et al, 2007:44-45). The inspectors control all processing steps and for the greater part, they certify in two ways, either 100% organic components of one meal, like potatoes or pasta, or complete organic menu lines. Moreover it should be mentioned that this certification scheme supports the practice of 100% organic quality. If this is not feasible, it is possible to begin with several ingredients in organic quality or with several meals, which are 100% organic. All certified units are able to label their products with the well-known label (*experts, 2009*).

For this it is a pre-condition that all ingredients are organic. All recipes must be certified by Debio. The kitchen can advertise or announce with the certification of the use of organic ingredients, which ingredients are organic in a certain period, for example, with a special list. No non-organic ingredients of the same kind may be used in this period without specially given permission by Debio ahead of time (Birkeland et al, 2007).

1. Have a look at the Ø-label: Organic products should be marked with Ø and the controlling authority. Take up contact with the supplier if the product is not marked well enough.
2. Make a note of the products which you accept: Every time you accept products you should confirm in writing that it is organic and note the controlling authority, e.g. Debio. This can be written on the documents or in an own overview.
3. Organic and other ingredients should be kept apart in storage: Organic ingredients should be clearly and recognizably marked and separated from where non-organic ingredients are kept, e.g. in own, well marked shelves.
4. Organic food should be prepared separately: If you prepare organic food, this should happen apart from other food preparation. Organic food can be prepared at other times or in other parts of the kitchen.
5. Make yourselves familiar with your certification: Debio can carry through 2 different certifications. Make sure you know what your certification signifies:
  - a) Organic menus gives the possibility to offer whole menus as organic ones. The recipes must be authorised by Debio and all ingredients must be certified organic.
  - b) Use of organic ingredients makes labelling of individual organic ingredients possible. You must log which ingredients were used in which period. Organic and non-organic ingredients of the same kind may not be present in the kitchen if prior approval was not issued by Debio.
6. Make a note of labelling and sales: You should note which ingredients were labelled when as organic ones. With the certification of organic menus, you should note which and how many menus were sold. (Page 47)
7. Use that Ø label with respect: A menu can only be marked with Ø if all ingredients are organic. If only some ingredients are organic, you can advertise with which these are. For example, you can hang up a list stating which organic ingredients are used in the kitchen during a certain period. A laminated poster can be ordered from Debio.

Fig. 13: Debio's advice to operators on organic know-how in the kitchen

For both kinds of certification the company must be able to document which organic products and amounts were bought and were sold. A written supply-receival- protocol must be regularly updated, to confirm that all organic bought goods were distinguished/ labelled as organic. Debio also has the possibility to award for a single event a certification, a so-called arrangement-certification if a kitchen wants to offer organic food only in a short period. This can be, for example, in connection with a seminar, a festival or gourmet event. (Birkeland et al, 2007)

Even if it concerns only one single arrangement, a written contract with Debio must be signed - again - till now. Therefore, it is important to take up contact with Debio in time. The contract is a pre-condition for the fact that ingredients or menus are organic. It costs 940 NOK (approx. 120 EUR) to be Debio member. For canteens the annual contribution is 4080 NOK (approx. 512 EUR). The food inspection authorities settle the height of the fees. The kitchen must pay attention to the fact that it is obliged, from the moment from which ingredients or menus are marketed as organic, to document that the ingredients are organic (Birkeland et al, 2007).

Therefore, it is important that the kitchen provides a strategy how the marketing should be carried out. In this connection it is important to discuss this with Debio. If the kitchen has no certification of Debio, it is illegal to market food as organic, even if organic ingredients were used. Reason is to prevent speculations and wrongful use of the concept and term organic. The Debio inspector comes annually to the kitchen to see that the production occurs according to the guidelines. Debio can also come unannounced to the inspection. (Birkeland et al, 2007)

### 6.5.3 Scale

Since 2003 this system was created and the number of kitchens which have been certified, is growing continuously. In 2006, 31 enterprises were certified for serving organic food. Mostly these enterprises were hotels serving some organic products at their breakfast and lunch buffets, but there was also one school and some catering companies, i.a. Eurest and ISS (Løes et al, 2008). The Norwegian inspection body certifies all in all 3.614 undertakings, of which 636 are operators and 127 are kitchen outlets (experts, 2009; Stubberud, 2010). According to the interviews, 13% of the kitchens are in institutional catering, 11% are allocated to the restaurant sector, 67% of the kitchens are in the hotel sector and 4% are kitchens in systemised or branded foodservice systems. 5% are allocated in other segments. According to the interviews, it is not possible to estimate the organic percentage of the operations due to the fact that there is not such an exact documentation. (certification bodies, 2009) However, there is information available on the most frequently used organic concepts (Table 2).

Table 3: Ranking the organic concepts by most frequent use (1=most frequent/ 5= least frequent)

Rank	NORWAY
1	100% organic for individual ingredients, e.g. pasta, potatoes
2	One complete organic dish or complete menu line
3	Combination of the concepts
4	Several organic components in organic quality, e.g. side-dishes, soups
5	Full organic quality (100% organic in total)

### 6.5.4 Outlook for certification of mass catering in Norway

In the interviews with the experts they were asked to describe what they perceive as strengths and weaknesses in their country-own systems. The Norwegian experts revealed the binding character of the Norwegian system as one of its strengths. If a canteen is going to serve organic meals a certification is necessary. That is a mandatory rule, hence the situation is clear to every kitchen and every consumer. On the other hand, the system is flexible because it is also possible to declare a temporary certification if, for example, a special event takes place. In addition, the experts revealed one of the main strengths of this system to be that all work is managed by one organisation that economises all sub-steps. Although the experts described the system as a valid one with more strengths than weaknesses, one negative leading aspect was mentioned in the interview: The system can be only valid if the documentation is reliable and complete. The main problem is often the incomplete documentation of all sub- steps by the operators, documents are missing or something goes wrong, but efforts are underway to improve this situation (experts, 2009). A SWOT-analysis based on the Norwegian interviews is given in Table 4.

Table 4: SWOT-analysis based on Norwegian interviews

Strengths	Opportunities
Certification is managed by one institution.	The Ø-Label is a well-known label in which the consumers trust, so an intensive promotion for the new organic label is essential, especially to induce confidence.
Weaknesses	Threats
The strict documentation, which is essential to create a valid system, has to be improved to make it easier for operators.	The kitchens eventually shy away from the certification procedure and do not use organic food at all for this reason.

When asked if the number of certified organisations is growing, in comparison to other segments such as food processing, a higher growth than in other segments is assumed by the Norwegian certification body. It is estimated that the hotel sector will grow the most. (certification bodies, 2009)



Finally interviewees were asked to estimate the future development. The system in Norway is completely supported by all stakeholders, therefore the experts declared that they will be well prepared for the future. It will be interesting to see the outcome of the present political deliberation process on the future of certification of organic food in mass catering. (*experts, 2009*)

## **6.6 Private regulations of organic agriculture associations pertaining to out-of-home operations in Norway**

At the time of writing this report, no information could be found on private regulations for the use of organic produce in foodservice operations by Norwegian organic associations.

## **6.7 Anything POP or POPY in Norway?**

Today's guidelines do not hinder the purchase of organic products. The legislation in the EU and Norway are unequivocal in this relation. To guarantee that the producer and supplier are conversant with the fact that an operation wants to buy organic food, the organic quality must be defined in the tender. In addition, in the description of the demand it must be clearly emphasized that the operator wants organic products. Public operators and/or buyers can influence the offers by giving a guarantee to buy certain amounts over a certain period. Birkeland et al (2007) go so far as to make suggestions for various formulations.

However, these guidelines for public organic procurement are of a general nature and not specifically aimed at operations providing organic fare for children or youth. Meal provision is currently only offered at a few primary schools in Norway while the usual school meal is a packed lunch brought from home. In some regions there are subscription schemes for milk and/or fruit and these are even organic in a few regions. Three cases are described by Løes et al (2008), namely the municipality of Trondheim, the Øya music festival in Oslo and the Air Force Academy but the exact nature of the public organic procurement is not clear.

## 7. Denmark, the most recent state-linked model of the countries compared

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In 1973 Denmark, a constitutional monarchy became a Member State of the EU. With this entry it is subject to EU legislation, including the EU Organic Farming Regulations.

### 7.1 Organic certification: organisation and structure in Denmark

Denmark is unusual amongst the European member states in having an official set of regulations, a single unique symbol for organic products and in that the State undertakes inspections itself. In general Danes, contrary to other neighbouring countries, have great confidence in the State as a serious and neutral body of inspection and labelling (Norfelt, 2005).

Various non-governmental organizations (NGO's) in Denmark have been very active in developing organic production for many years. Thus Denmark became one of the first countries in the world to introduce legislation on organic production. The first act was passed in 1987. Shortly afterwards, the state inspection logo (see 7.4) was introduced. Denmark makes use of the right to have more stringent national requirements in a number of fields, one aspect being stricter inspection rules<sup>66</sup>.

In 2008 there were 2.751 certified organic farmers, 127 certified farm suppliers and 916 processors, packing departments and wholesalers. Retailers are not certified under the governmental organic scheme. The production and processing of organic products is regulated by means of national regulations and guidelines, and the certification and inspection system is also governmental<sup>67</sup>.

### 7.2 The competent Danish state authority: The Danish Ministry of Food, Agriculture and Fisheries [Danish: Ministeriet for Fødevarer, Landbrug og Fiskeri]

The Danish Ministry of Food, Agriculture and Fisheries is the highest authority in Denmark responsible for the EU Organic Farming Regulations. Only authorities under the Ministry of Food, Agriculture and Fisheries carry out inspections under the government rules for organic production. The Danish Plant Directorate inspects the primary production, while the Danish Veterinary and Food Administration inspects processing.

Since November 2007 the Danish Ministry of Food, Agriculture and Fisheries includes the Veterinary and Food Administration. Its structure can be seen in the organisation chart in Fig. 14. The main tasks of the Ministry are agricultural policy, fisheries policy, nutrition, food and veterinary inspection as well as animal health and animal welfare<sup>68</sup>.

The state authorities authorise organic operations such as farms, market gardens, forestry cultivators, suppliers to and partners of agriculture, food processors; they carry out the control at all authorised businesses and suppliers to agriculture at a minimum of one annual control visit, supplemented by a number of spot checks at selected operators and businesses; and they carry out the control at all authorised food producing businesses as an integrated part of the general food control activities. The inspectors are employed by the state. The central authorities co-ordinate the controls to ensure a consistent procedure throughout the country<sup>69</sup>.

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<sup>66</sup> [http://www.uk.foedevarestyrelsen.dk/Food\\_Safety/Organic\\_food/forside.htm](http://www.uk.foedevarestyrelsen.dk/Food_Safety/Organic_food/forside.htm)

<sup>67</sup> [http://www.uk.foedevarestyrelsen.dk/Food\\_Safety/Organic\\_food/forside.htm](http://www.uk.foedevarestyrelsen.dk/Food_Safety/Organic_food/forside.htm) ?? 2009

<sup>68</sup> [http://www.fvm.dk/The\\_Ministry.aspx?ID=15227](http://www.fvm.dk/The_Ministry.aspx?ID=15227) (190310)

<sup>69</sup> <http://www.fd.fvm.dk/Control.aspx?ID=36901>

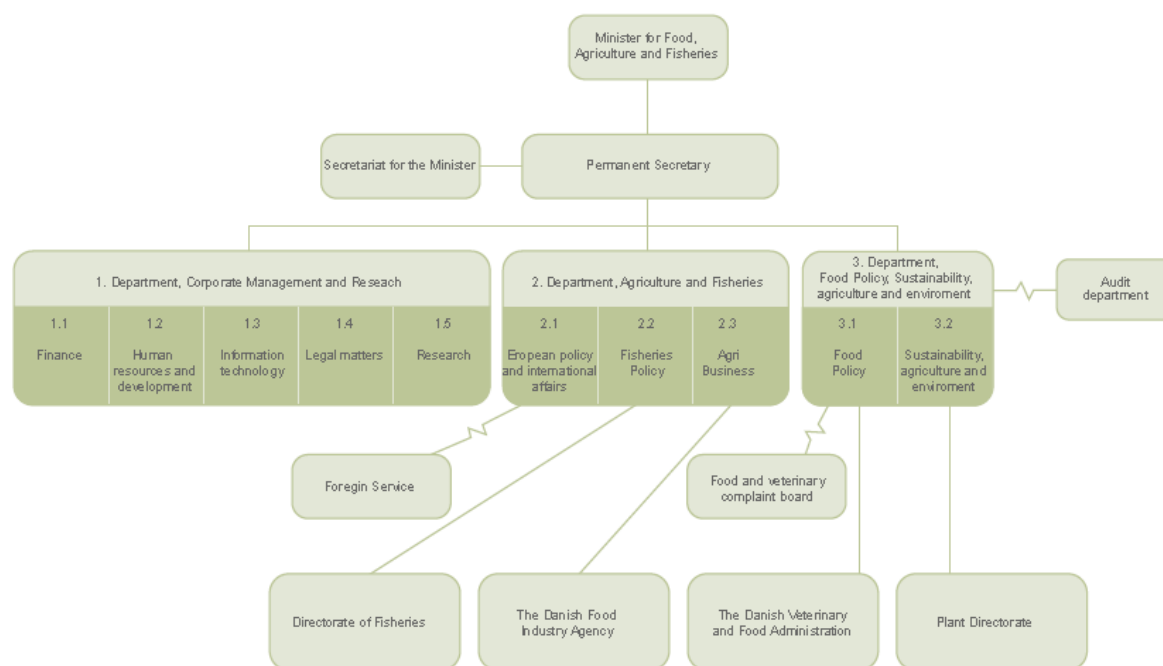


Fig. 14: Organisation of the Danish Ministry of Food, Agriculture and Fisheries

## 7.3 Delegation of certification to: The Danish Plant Directorate and The Danish Veterinary and Food Administration

The competent authorities responsible for the Danish organic certification and inspection system are the Plant Directorate and the Danish Veterinary and Food Administration. The Plant Directorate<sup>70</sup> is responsible for the registration and inspection of the organic farms and farm supplying companies producing organic feed, seeds, fertilizers, soil improvers and other non-food products. The certification and control of organic farmers, farm suppliers, processors, packaging and labelling enterprises is paid by the government as part of the annual Finance Act. However, certification and control of Danish producers and/or wholesalers exporting to other countries has to be paid by the exporter. The subsidizing system for support of the organic farmers is administrated by the Danish Food Industry Agency, which administers all the agricultural subsidy programmes in Denmark.

### 7.3.1 The Danish Plant Directorate

The Danish Plant Directorate is responsible for the first part of the food chain, i.e. for the quality and health of agricultural produce and for the control of EU agricultural subsidy schemes. It manages its tasks with about 580 employees. Inspections are central to the activities of the Danish Plant Directorate. They are carried out to ensure compliance with applicable rules and regulations. These include legislation on the safety of feeds and foods, the Danish Ø symbol, the aquatic environment, the disbursement of EU subsidies and the certificates necessary for exports.

Inspections are carried out by the staff of six district offices in the cities Aalborg, Odense, Roskilde, Vejlen, Viborg and Aarhus, which all carry the control code DK-Ø-50. The Directorate regularly publishes the results of inspections and analyses. The Department of Organic Farming (see Fig. 15) has approximately 25 employees administering and developing the Danish rules on organic farming in collaboration with the Danish Veterinary and Food Administration and the Danish Food Industry Agency<sup>71; 72; 73; 74</sup>.

<sup>70</sup> <http://pdir.fvm.dk/Økologi.aspx?ID=2128>

<sup>71</sup> [http://www.fvm.dk/Danish\\_Plant\\_Directorate.aspx?ID=14935](http://www.fvm.dk/Danish_Plant_Directorate.aspx?ID=14935) (190310)

<sup>72</sup> <http://www.pdir.fvm.dk/Inspections.aspx?ID=6716> (190310)

<sup>73</sup> [http://www.pdir.fvm.dk/Organic\\_farming.aspx?ID=6635](http://www.pdir.fvm.dk/Organic_farming.aspx?ID=6635)

Board of Directors	
Executive secretariat Finance IT	Human resources Office of legal affairs Technical department Service department
Departments	Inspections
Department of feeding stuffs and fertilizer Department of seed Department of plants and plant health Department of environment Department of EU-control Department of organic farming	Control coordination unit Inspections

Fig. 15: Organisational structure of the Danish Plant Directorate<sup>75</sup>

### 7.3.2 The Danish Veterinary and Food Administration

The Danish Veterinary and Food Administration, with about 2.145 employees, is responsible for food safety and health along the food chain, specifically food processing, packaging and labelling operations. The head office is situated just north of Copenhagen and deals with development, co-ordination and the formation of rules and regulations. Inspections are carried out by its 10 regional control and enforcement offices situated in the 3 regions of Denmark (North, South, East). These regional offices carry the control codes DK-Ø-1 to DK-Ø-10. Food control and veterinary inspections are conducted by three regional veterinary and food control centres<sup>76; 77</sup>.

The inspection of organic food production is usually carried out as a part of the ordinary control according to the food legislation. Public authorities and their inspectors are regarded as independent and impartial and are subject to parliamentary control. Inspection of organic foods in Denmark applies to all stages from farm to fork. Even operations that are exclusively wholesalers or store organic foods at the wholesale level are covered by the organic food inspection. This means enhanced conditions for carrying out cross checks to which Danish authorities attach great importance as a means of complementing the ordinary inspection of internal accounts<sup>78</sup>.

Like all Danish authorities, inspectors are subject to the Danish Public Access Act and the Danish Public Administration Act. Essentially, the Public Access Act secures that any Danish citizen or enterprise can request access to the files of the public administration with a few exemptions such as strictly confidential or personal information. The purpose of The Public Access Act is transparency; that everybody should have access to the reasons for the decisions made by public authorities<sup>79</sup>. All inspectors have relevant education in agriculture, food or veterinary science etc., and they are full-time employees of local inspection units. Their competence in organic farming is ensured through attendance at regular courses, through working groups and detailed inspection manuals<sup>80</sup>.

## 7.4 The Danish national label: red Ø

The red Ø-label (see Fig. 16) is an inspection label launched in 1990. The regulations associated with the Ø-label are based on EU organic food and farming legislation. Fundamentally the red Ø-label signifies that the Danish authorities have carried out a control on the farms and operations that produce, process, package or label goods in Denmark. The red Ø-label shows that the latest preparation of the organic product has taken place in a Danish company under inspection of the public authorities. Therefore, the label can be seen both on foods of Danish origin and on imported foods processed or packaged and labelled in Denmark (Norfelt, 2005). The red Ø-label symbolises the organic origin; the crown in the middle symbolises the Danish Ministry of Food, Agriculture and Fisheries. The red colour symbolises that the inspection is Danish (the Danish flag is red and white) (Norfelt, 2005; <sup>81</sup>).

<sup>74</sup> [http://www.pdir.fvm.dk/About\\_Us.aspx?ID=6552](http://www.pdir.fvm.dk/About_Us.aspx?ID=6552)[http://www.pdir.fvm.dk/About\\_Us.aspx?ID=6552](http://www.pdir.fvm.dk/About_Us.aspx?ID=6552)

<sup>75</sup> <http://www.pdir.fvm.dk/Organisation.aspx?ID=6553>

<sup>76</sup> [http://www.fvm.dk/Danish\\_Veterinary\\_and\\_Food\\_Administration.aspx?ID=24326](http://www.fvm.dk/Danish_Veterinary_and_Food_Administration.aspx?ID=24326) (190310)

<sup>77</sup> <http://www.foedevarestyrelsen.dk/Maerkning/Okologi/Kontrol/forside.htm>

<sup>78</sup> [http://www.uk.foedevarestyrelsen.dk/Food\\_Safety/Organic\\_food/forside.htm](http://www.uk.foedevarestyrelsen.dk/Food_Safety/Organic_food/forside.htm)

<sup>79</sup> [http://www.uk.foedevarestyrelsen.dk/Food\\_Safety/Organic\\_food/forside.htm](http://www.uk.foedevarestyrelsen.dk/Food_Safety/Organic_food/forside.htm)

<sup>80</sup> [http://www.uk.foedevarestyrelsen.dk/Food\\_Safety/Organic\\_food/forside.htm](http://www.uk.foedevarestyrelsen.dk/Food_Safety/Organic_food/forside.htm)

<sup>81</sup> [http://www.uk.foedevarestyrelsen.dk/Food\\_Safety/Organic\\_food/forside.htm](http://www.uk.foedevarestyrelsen.dk/Food_Safety/Organic_food/forside.htm)

The Danish red “Ø”-label is well known by almost all Danish consumers. It is known by 98% of all Danish consumers and 90% of all Danish consumers feel confident that the products carrying this logo actually are organic<sup>32, 33</sup>. This is up from the 94% of the Danish consumers found to be familiar with the “Ø”-label, and 81% indicating confidence in the label in a study published in 2005. This study showed that 85% of the consumers did not trust foreign organic products without the Ø-label. The more far-away and exotic the product is, the less confidence the consumers had (Norfelt, 2005).



Fig. 16: The Danish national red Ø-label

## 7.5 Organic certification of out-of-home operations: background, framework, scale and outlook in Denmark

### 7.5.1 Background

Until recently, Danish restaurants and caterers have been subject to CR2092/91, and have been considered as processor. However, the Danes have found that the food processing rules do not work very well for restaurants. The recently revised EU Regulation allows caterers to be treated differently. The Danish Food Authority thus decided to establish its own system of organic certification because it recognized the growing demand for labeling organic food in the restaurant and catering sector more and more in the past years. It was deemed necessary to give the kitchens a chance to label their organic ingredients. This was supported by the fact that some kitchens already used organic ingredients without labeling and that the so-called Smiley System (see below) gives a good orientation to the customer (*experts, 2009; Anon 2008*).

According to the experts interviewed, until the beginning of 2009, kitchens used organic food, but did not label it. The consumer did not ask for it intensively; the opinion was that there is no market and thereby no advantage in labelling organic ingredients. Now all labelling options can be chosen if the kitchens fulfil the relevant requirements. If a kitchen wants to label organic ingredients, it has to apply for a certificate. In Denmark the certification bodies were thus not active in the field until the beginning of 2009. (*certification bodies, 2009*)

### 7.5.2 Framework

Both certification bodies and experts interviewed in Denmark corroborated that there are two systems in place for organic out-of-home use. The new “Bronze-Silver-Gold” model was launched at the beginning of 2009 and focuses on organic certification. It exists in parallel to the proven control method “The Smiley System”. This relates to food legislation in general and not primarily to regulations on organic food (*certification bodies, 2009; experts, 2009*).

#### 7.5.2.1 The Organic Cuisine label (Bronze, Silver, Gold,)

The Danish experience found that food processing rules as applied to processors did not work very well for restaurants, especially regarding the documentary requirements. This led to the Danish Veterinary and Food Administration introducing a new label for those out-of-home operations sourcing more than 30% of their foodstuffs organically. The Organic Cuisine label is seen as the consumer’s guarantee that the records of the restaurant or catering unit for the sourcing of foodstuffs are scrutinised by the Danish Veterinary and Food Administration. In terms of control requirements, proponents maintain that the large-scale kitchens have only a minimum of paperwork, without compromising the authorities’ possibility of conducting an effective control.




The relatively young system is designed for all types of foodservice operations including restaurants, cafés, canteens, catering units, hospitals, schools and colleges. The Organic Cuisine label is managed by the Danish Veterinary and Food Administration. Økologisk Landsforening (Organic Denmark), which is the Danish national association for organic food and farming, works to market the label. (leaflet part of project "Information for catering units and consumers about the new Organic Cuisine label") (also Foodprint 2009) The rules entered into force on 1<sup>st</sup> January 2009, the same day as mass catering was exempted from the EU regulations.



Fig. 17: Logos of the bronze, silver, gold labelling scheme

According to the new Danish rules, large-scale kitchens can use one of three organic labels that show how large the amount of raw materials used is organic (Fig. 17). The share is measured by cost (in DKK) or by weight (in kg) and is given in percentage intervals (30-60%, 60-90% or 90-100%). The label does not guarantee the percentage of organically sourced food in each individual dish. Instead, the Organic Cuisine label indicates what percentage of the restaurant's total food sourcing is organic. The restaurant is free to choose whether its organic percentage is measured by weight or by value. Consumers are advised to ask if they want to know more about the individual dish. Furthermore, the fees on the label have recently been removed (Kloppenborg, 2010 personal communication).

Table 5: The three classes of the organic cuisine label system in Denmark

Bronze	Silver	Gold
 <p><b>30-60% økologi</b></p>	 <p><b>60-90% økologi</b></p>	 <p><b>90-100% økologi</b></p>
The bronze label is obtained if 30 to 60% of all food purchases are organically sourced.	The silver label is awarded to kitchens with a proven percentage of organic food within the range of 60 to 90%.	To obtain the gold label, between 90 to 100% of all raw materials have to be organic.
The operation must document that over a three month period purchases of organically sourced foodstuffs comply with the minimum percentage of 30%.	The operation must document that over a three month period purchases of organically sourced foodstuffs comply with the minimum percentage of 60%.	The operation must document that over a three month period purchases of organically sourced foodstuffs comply with the minimum percentage of 90%.
-	-	A written food policy visible to the guests is required.
-	-	The enterprise can call itself an organic enterprise, e.g. an organic restaurant

Before large-scale kitchens are registered as users of one of these labels, they must send a summary showing that their organic share of the raw materials used over the previous three months has been within the relevant percentage interval. The kitchen is then registered as user of the appropriate label and the authorities subsequently carry out inspections in order to ensure that the conditions for using that label are complied with (Table 4). Experts interviewed revealed this as a special requirement linked to the system: Operators have to prove their own resolve by using organic ingredients in advance and without labelling. Restaurants or catering units which have been awarded any of the Organic Cuisine labels must continue to document that their purchases of organically sourced foodstuffs comply with the terms. If over the most recent three months period the percentage of organically sourced raw produce falls below the stipulated minimum percentage for the category in question, the dining establishment is no longer allowed to display the label. The Danish Veterinary and Food Administration

checks those establishments that have been awarded the Organic Cuisine label by inspecting and auditing their records at least once a year (*experts, 2009*; Organic Denmark; <sup>82</sup>).

Apart from the bronze, silver or gold labels, foodservice enterprises can claim their use of certain organic raw produce. An example of such a claim is "This kitchen uses only organic potatoes and carrots". The implication is that the large-scale kitchen exclusively uses the organic products mentioned in the claim. Furthermore, enterprises can claim that certain dishes are organic, e.g. "organic spinach lasagne". This is permissible if every single ingredient in the dish is organic and if these ingredients are not used in the restaurant in their non-organic forms at all. (Organic Denmark; <sup>83</sup>)





### 7.5.2.2 The Smiley System

In Denmark, as in the other examined countries, shops and restaurants are responsible for complying with the food regulations. At unannounced inspections, the public food inspectors check how good the operations are at this, especially HACCP. All shops, bakeries, restaurants and other businesses selling foods and beverages to the public are inspected on a regular basis. How often such inspections take place is decided on a risk evaluation of all lines of food enterprises, typically one to three times a year.

The Danish Food and Veterinary Administration introduced the so-called Smiley System in 2001 to keep food safety high in Denmark. The smileys appear at the top of food inspection reports which must be displayed for consumers to read before they decide to enter a shop or a restaurant. In addition, the reports must be easily available on the operations' own websites and all reports of the last four inspections are available online at the findsmiley website (<http://www.findsmiley.dk/>).

There are four different smileys that signal how well an operation is complying with food regulations (Table 5) but operations with hazardous health conditions are closed down until problems are fixed.

Table 6: Smileys and their allocation conditions

Smiley	Meaning
	The inspector had no remarks.
	The inspector has emphasised that certain rules must be obeyed.
	The inspector issued an injunction order or a prohibition.
	The inspector issued an administrative fine, reported the enterprise to the police or withdrew an approval.

In 2008 the elite-smiley (Fig. 18) was introduced as a fifth category. It is awarded to operations with the best inspection history: Enterprises with only happy smileys on their last four inspection reports and no negative remarks during the last twelve months. Elite-status is, however, only applicable to operations inspected at least once a year.



Fig. 18: The so-called elite-smiley

Inspections are carried out on a need-oriented basis. Thus, the areas controlled may vary from inspection to inspection, and from shop to shop. The elite smiley is part of the risk-based inspection

<sup>82</sup> [http://www.oekologisk-spisemaerke.dk/information\\_in\\_english\\_s33.html](http://www.oekologisk-spisemaerke.dk/information_in_english_s33.html)

<sup>83</sup> [http://www.oekologisk-spisemaerke.dk/information\\_in\\_english\\_s33.html](http://www.oekologisk-spisemaerke.dk/information_in_english_s33.html)

philosophy. Businesses with elite status get fewer inspections, thus freeing up resources for more frequent inspections in businesses with lower compliance-rates<sup>84</sup>; <sup>85</sup>.

The idea behind this system is to make the inspection results public and the content easily understood by the smiley symbols. Its designers want to provide consumers with the possibility to make use of the results to make more informed choices where to shop. Similarly they want businesses to have a further incentive to secure a high food safety. An example of a restaurant's track record published on the internet website is shown in Fig. 19.

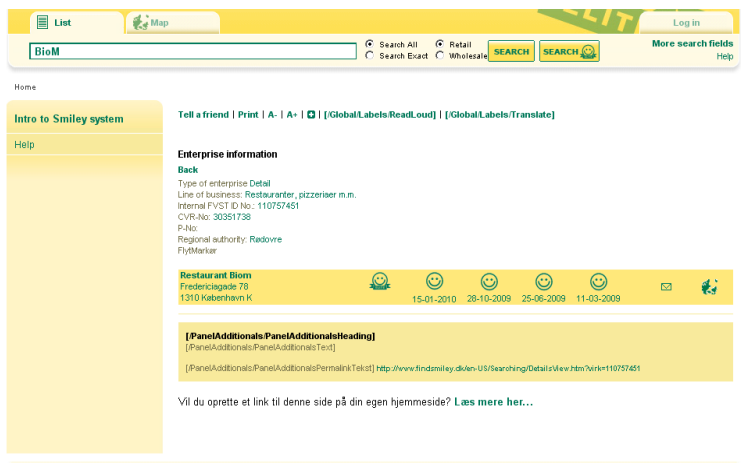


Fig. 19: Screenshot with result for a restaurant using organic produce

### 7.5.3 Scale

The public sector, with a volume of three billion DKK, especially has been the target for initiatives in organic catering whereas looking at the use of organic products in the kitchen, kindergartens have been especially in focus in Denmark. Nielsen (2002) attributes this development to more municipalities converting the public institutions to organic productions. In the private sector there have been only a few initiatives with regard to organic foods. Continued focus of attention on the public sector is borne out by the various projects described in the next subsection below.

The interviewed Danish certification body inspects 3.000 undertakings, of which about 500 are kitchens. With reference to figures received from the Ministry of Food, Agriculture and Fisheries, from 1<sup>st</sup> January 2009 until 31<sup>st</sup> of July 2009, two certification bodies are active, each with one kitchen, with the new Bronze-Silver-Gold system. (*certification bodies, 2009*) Interviewees asked to give a statement regarding the percentage in which kind of the restaurant and catering sector the kitchens are allocated in, gave non-specific statements, because the figures are not quantified in general. However, in the experts' opinion the restaurant and the hotel sector represents just more than 50% of the businesses (smiley system). The most used organic concept is that of individual organic ingredients (Table 6).

Table 7: Ranking the organic concepts by most frequent use (1=most frequent / 5= less frequent)

Rank	DENMARK
1	100% organic for individual ingredients, e.g. pasta, potatoes
2	One complete organic dish or complete menu line
3	
4	
5	

### 7.5.4 Outlook for certification of mass catering in Denmark

The experts from Denmark reported the strengths of the new system mainly in the possibility to increase the consumers' understanding for organic certification. Uncertainty was expressed about the co-existence and the consumer's acceptance of both systems in parallel, because the people trust in the Smiley system. Hence the new organic model has to be promoted in an intensive way. The results

<sup>84</sup> [http://www.fvm.dk/News\\_display.aspx?ID=18488&PID=169628&year=2009&NewsID=5570](http://www.fvm.dk/News_display.aspx?ID=18488&PID=169628&year=2009&NewsID=5570)

<sup>85</sup> <http://www.findsmiley.dk/en-US/Forside.htm> (190310) Last modified date: 08-01-2010



will not be assessable until the few years have passed. Currently it is not possible to determine which ingredients in the meal are entirely in organic quality, only if the restaurant labels their offer in a detailed way (*experts, 2009*). Since both systems will exist at the same time, the inspectors could do both certifications in one working step, suggest certification body interviewees. Strengths, weaknesses, opportunities and threats according to the interviews with the certification bodies are tabled below (Table 7).

Table 8: SWOT-analysis based on Danish interviews

Strengths	Opportunities
The Gold-Silver-Bronze model covers the "non-regulation", kitchens have to prove their own will to get a certificate	The restaurants and kitchens have to apply for an organic certification and have to prove their own will to use organic ingredients. They have to use organic raw material for the last three months and after this period, they are able to get a certificate.
Weaknesses	Threats
The new Gold-Silver-Bronze model is not familiar to the consumer and not that easy to communicate, if you compare it with the other control system (Smileys)	If the promotion of the Gold-Silver-Bronze model is not that intensive, the consumer will still have more trust in the Smiley system

When asked if the number of controlled organisations is growing, in comparison to other segments, the Danish certification body interviewed gave a similar answer to the Finnish one: the institutional and communal catering sector will grow the most. Hopefully, in Denmark the new organic model will become established in the sector. Denmark is well prepared for the future by the use of this model and its dissemination. The development of the system will depend on consumers' behaviour, especially with both control system in parallel use. The experts also declared that they do not see such a great demand for a harmonisation of the regulation. Overall, the experts deem a growth in the consumption of organic food in Denmark likely and the amount of certified organic kitchens will increase in the next years.

## 7.6 Private regulations of organic agriculture associations pertaining to out-of-home in Denmark

Private bodies include the Danish Association of Organic Agriculture, the Biodynamic and Demeter Associations. At the time of drawing up this report there were no private regulations from Danish organic bodies specifically for mass catering.

## 7.7 Anything POP or POPY in Denmark?

In 1997 the Danish Parliament decided to allocate a fund to projects that could support an organic transition in the catering sector. This was to be achieved by an organic procurement policy and as such considered as a part of the overall green procurement policy (GPP). Initially 5 million EUR and later a further 1.5 million EUR was put aside towards the reorientation of local municipal authorities to organic products, titled "*Grønne Indkøb*" (green procurements) (Hansen et al, 2008). Overall, there is an increased focus on GPP in Denmark<sup>86</sup>.

A comparison between large and small municipalities by Hansen et al (2008) showed a clear difference in their use of organic foods, which range from introducing organic foods in all their schools to only introducing organic milk in one organisation. 71% of the municipalities larger than 20.000 citizens were found to have experience with organic foods, while only 36% of the municipalities with less than 10.000 citizens had organic experience. In general it was much more common that municipalities chose to use organic ingredients in institutions for children 0-6 years (nurseries and day-care centres) than in schools.

<sup>86</sup> [http://www.mst.dk/English/Focus\\_areas/SustainableConsumption/GreenProcurement](http://www.mst.dk/English/Focus_areas/SustainableConsumption/GreenProcurement)

The degree to which municipalities emphasise the use of organic food products was found by Hansen et al (2008) to vary considerably. The two most comprehensive municipally organised organic meal systems are situated in large cities, namely Copenhagen and Ishøj while Albertslund has the highest percentage. Six large cities, including Copenhagen, are part of a project called *Green Cities*<sup>87</sup> (previously *Dogme 2000*), which requires the municipalities to act as champions of ensuring more sustainable communities. This includes ensuring that 75% of the public food consumption is organic by 2012. The municipality of Copenhagen has the largest, partly organic meal system for public schools, known as *EAT* (previously *Køss*). In a Danish context it is generally considered the best example of a local initiative. According to Organic Denmark, the best system for organic school food is the one with a kitchen, canteen and chef. This means that locally produced food is the way that organic foodstuff works optimally when considering price, quality, meaningfulness, freshness and the involvement of schoolchildren in preparing the food (Ruge, 2010 personal communication). From a wider perspective, this works very well together with the Organic Cuisine Label, if municipalities intend to make their policy and investments according to this recommendation.

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<sup>87</sup> <http://www.miljokommunerne.dk/>

## 8. Finland uses an alternative model: step-by-step

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The Republic of Finland's date of entry to the EU is 1995, the youngest Member State of those discussed in this report. As a Member State it has to implement the EU Regulations on organic food and farming.

### 8.1 Organic certification: organisation and structure in Finland

A nationwide inspection system for organic production was first established by The Finnish Association for Organic Farming Luomuliitto ry. In 1986 production standards for plant production were adopted and a first certification committee founded. Standards for animal production were adopted in 1988 and standards for food processing in 1989. In 1994 the responsibility for organising the inspection of organic plant production was given to the Ministry of Agriculture and Forestry (Heinonen, n.d.) in preparation of the country's entry into the EU.

### 8.2 The competent authority: The Ministry of Agriculture and Forestry [Finnish: Maa- ja Metsätalous Ministriö (MMM)]

The Ministry of Agriculture and Forestry steers the policy on sustainable use of natural resources. Legislative work is carried out as part of the Finnish Government and the EU institutions. The administrative sector of the Ministry comprises agriculture and horticulture, rural development, forestry, veterinary services, control of foodstuffs of animal origin, fisheries, game and reindeer husbandry, use of water resources and land surveying.<sup>88</sup>

In Finland organic production is inspected and certified under the supervision of the Ministry of Agriculture and Forestry (MMI, n.d.). Completely public-driven certification systems and therewith monopolistic as in Finland are rather exceptional. Both monitoring and certification are carried out by public authorities.

### 8.3 Delegation of certification in Finland to Evira, The Food Safety Authority

The state authority in charge of the implementation of the inspection system laid down in the EU Regulation on organic food and farming is the The Finnish Food Safety Authority Evira (Heinonen, n.d.;<sup>89</sup>). Evira started its operation in May 2006 after the authorities responsible for food safety issues were united into this single body.

The operation of Evira focuses on ensuring the safety of food (see Fig. 20). It controls and inspects the quality and safety of food products as well as of the production input of agriculture and forestry, the health and well-being of animals as well as plant health. Evira employs about 760 people, almost 500 of them stationed in Viikki. The rest of the employees work in 32 different localities, in the Authority's regional offices and in slaughterhouses as meat inspectors<sup>90</sup>.

The Import and Marketing Control section of the Control Department plans, directs and monitors organic production control. Evira provides regular training, coordination and auditing for inspectors. Organic operators are registered in a centralised database kept by Evira. Certificates and other documents are issued by Evira and by the Rural Departments (Centres for Economic Development, Transport and the Environment). The municipal authorities control the marketing of organic products. All operators dealing with organic food, with the exception of wholesalers dealing only with the pre-packaged products and retailers selling to the final consumer or user, are subject to verifications of

<sup>88</sup> <http://www.mmm.fi/en/index/ministry.html> (200310)

<sup>89</sup> [http://www.evira.fi/portal/en/evira/organisation/evira\\_in\\_a\\_nutshell/](http://www.evira.fi/portal/en/evira/organisation/evira_in_a_nutshell/) (200310)

<sup>90</sup> [http://www.evira.fi/portal/en/evira/organisation/evira\\_in\\_a\\_nutshell/](http://www.evira.fi/portal/en/evira/organisation/evira_in_a_nutshell/) (200310)

compliance at least once a year. The inspected farms and companies bear the costs of the inspection system in full (MMI, n.d.; Heinonen, n.d.; <sup>91</sup>).

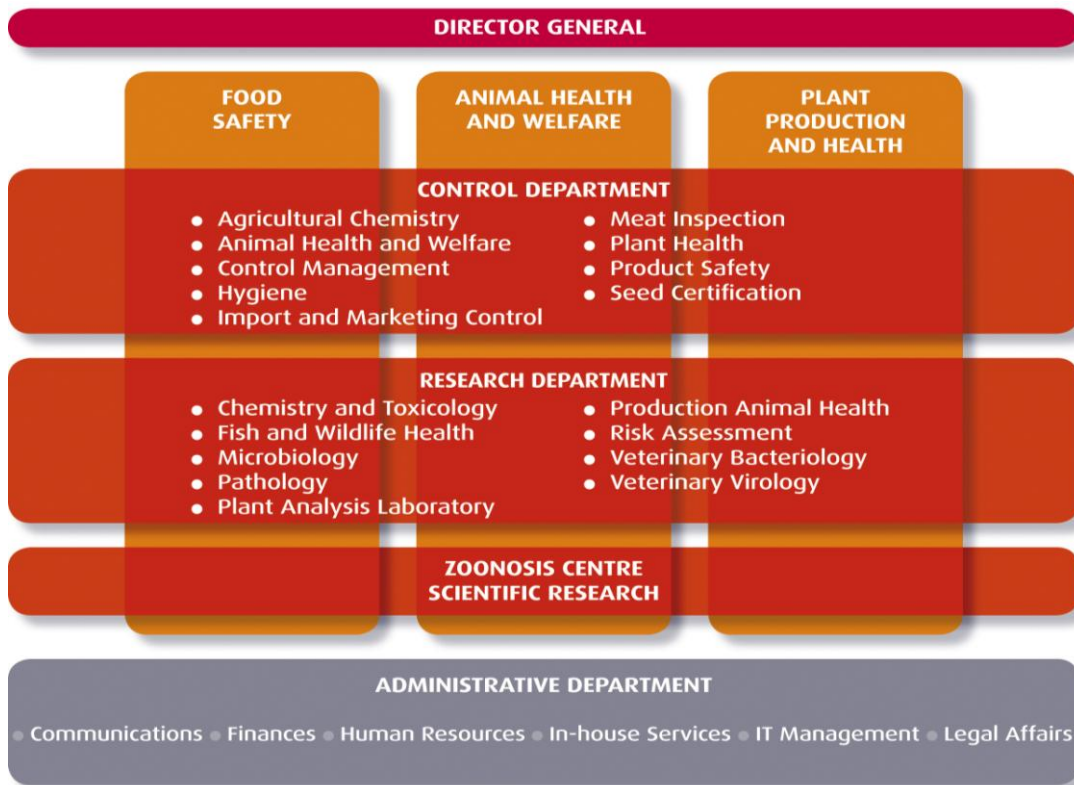


Fig. 20: Organisation of the Finnish Food Safety Authority Evira

The EU inspection bodies in Finland are the fifteen Rural Departments of the Employment and Economic Development Centres (FI-A), the Finnish Food Safety Authority Evira (FI-B), the National Product Control Agency for Welfare and Health (Tuotevalvontakeskus) (FI-C) and the Provincial Government of Åland (Ålands landskapsstyrelse) (FI-D). Due to the unique autonomy of the Åland Islands, it is the Provincial Government of the Åland Islands which organises the inspection board and the register of organic farming. The control of processing and marketing of organic alcoholic beverages is the task of the National Product Control Agency for Welfare and Health.

## 8.4 The Finnish national label Luomu

The state label *Luomu* is also known as the *sun* label (see Fig. 21) and carries the text ‘Luomu’ [(English: organic) and the bilingual text Valvottua tuotantoa (Finnish) / Kontrollerad ekoproduktion (Swedish) for certified organic production. The Luomu logo used on certified organically produced foodstuffs, indicates that products originate from organic operators and that their production, processing and/or packaging have been controlled by the Finnish authorities. It is owned by the Ministry of Agriculture and Forestry while Evira grants the right to use the logo in the labelling and marketing of organic products, foodstuffs, feedstuffs and alcoholic beverages. (MMI, n.d; Kärkkäinen & Heinonen, 2002)

<sup>91</sup> [http://www.evira.fi/portal/en/plant\\_production\\_and\\_feeds/organic\\_production/](http://www.evira.fi/portal/en/plant_production_and_feeds/organic_production/) (200310)



Fig. 21: The Luomu (sun) label

## 8.5 Organic certification of out-of-home operations: background, framework, scale and outlook in Finland

### 8.5.1 Background

Possibly thanks to Nordic networking, many of the Scandinavian or Nordic countries have concepts for organic catering. In Finland, if a kitchen informs about the use of organic ingredients, and does not present literal claims about organic meals, it is not obliged to be included in Evira's register for organic businesses. Previously, this information gap was filled by the semi-official introductory scheme for organic food, Step-by-Step-towards-Organic, organised by The Finnish Organic Catering Centre, EkoCentria. EkoCentria (formerly Luomukeittiökeskus) is a promotional body funded by several sources.

In 2001 the major portion of organic products were distributed via conventional food chains and made up only 1% of the food market. Those responsible realised that new marketing channels such as restaurants were needed, but there were no certified organic catering establishments. Kitchens had difficulties in finding suitable organic products and reliable suppliers and there was a great need for information and education. Hence the above-mentioned programme was developed. (*experts, 2009*) The step-by-step-towards-organic programme is financed by the Ministry of Agriculture and Forestry. It specialized in Horeca organic training, research and advisory services.

With the development of supply, demand and pricing of organic products, catering establishments are interested in organic produce in Finland. Catering establishments do not receive direct economic subsidies for producing organic food. With the support of the Ministry of Agriculture and Forestry as well as European organic projects, the food processing businesses have developed organic products for catering in national and provincial projects. Also organic training, consultation and research for catering establishments has been supported to some degree since the mid-1990s.

### 8.5.2 Framework

Finnish interviewees explained their current situation in a number of diverging ways. One employee of the Ministry specified that there are no activities in the field of organic certification by any official body in Finland. "We don't have national regulation in Finland but we have prepared for a change of a regulation in the field of mass catering, because it will be in future in EU regulation". Hence, no inspections are made in Finland in catering organisations or restaurants in terms of use of organic ingredients. The information about the use of organic food remains to be given by the organisation to the customers, and the authorities expect this to be done objectively and truthfully, without further claims or exaggerations. The green sun label may not be used, but if it is visible on packaging that is considered acceptable (e.g. on milk cartons). Another Ministry employee similarly explained "The EU legislation does not concern the catering sector, therefore we do not have any certification authorities or system based control by the law on organic food".

The certification bodies have a clear position: In Finland no organic certification in this field is done by the official control authorities. Some inspectors are responsible for catering and restaurants but not focused on organic issues. No organic certification is required by the EU-regulation, therefore no

official standard is mandatory. However, Finland created an additional voluntary program (Step-By-Step), which all kitchens can join.

From another point of view, a scientific officer from the University of Helsinki described the situation in Finland as somewhat different to other European countries: In her opinion, Finnish people have great trust in their food, much more than in other countries in Europe, that is why costumers are not very focused on the use of organic food and the demand is maybe less than in other iPOPY countries. At the moment there are a few catering organisations officially licensed as users of organic food. Hence, from the expert's point of view, they do not benefit from their organic status and therefore do not use it visibly. These organisations are generally not willing to pay for the inspection and keep the documents and kitchen processes separate if the government does initialise an official control system which will be compulsory. Another aspect entails the authorities themselves doing the audits and certification. Hence there is no market for private certification companies currently compared to other Nordic or middle-European countries.

Instead of such official labelling, the other option in wider use was specified by the fourth interviewed person: Kitchens can join the voluntary step-by-step-towards-organic programme. It provides information and practical tools for kitchens to move step by step from using only a few organic ingredients to preparation of entire organic meals a certification, tendering, and is designed for personnel as well as farmers. It is the main tool for the work in the national sector and the main goal is to encourage and guide catering services in the use of organic ingredients. The program is mainly intended for counselling the catering sector personnel on self-monitoring, procurement, planning menus and meals as well as on eco marketing. The focus lies not on controlling the activities but in helping the kitchen to adopt organic food with strategic counselling. Kitchens create a plan of action and commit to follow the guidelines of the program. This plan has to be renewed every year, but since 2010 the plan and diploma is valid for the time being. Participating catering services complete a training session and apply for one of the three steps in the program that reflect the usage of organic ingredients respectively. After joining this programme, kitchens inform their customers about the use of organic ingredients with help of a diploma. However, the generated statistics by the program also provide vital information for the producer sector - farmers, manufacturers, wholesalers - enabling it to effectively observe the market and react to changes in demand. Since the beginning 2009, the program started focusing on the public sector. A this time step-by-step-towards-organic had nearly 300 registered participants, including all IKEA-kitchens in Finland. The "growing demand will force an action by the government even if there is no interest in changes in national legislation in Finland at the moment", said the experts.

The experts described the actual daily situation as a very difficult one, especially to handle in a valid way, because the missing mandatory guidelines do not make the situation clear nor indicate the programme and the position of the state. Furthermore it became clear that a need for harmonization is important especially for the marketing of organic food.



Fig. 22 The logo of the old (on the left) and new (on the right) *Portaat Luomuun* [English: organic step-by-step] programme run by EkoCentria

EkoCentria's programme (Fig. 22) offers free education and a diploma (a semi-formal certificate) communicating the use of organic food in catering operations. The daily use of at least two ingredients comprised the first step, four ingredients the second step and plenty of organic ingredients the third step. Roughly 200 catering establishments were awarded the diploma in 2007 according to Luomukeittiökeskus. This labelling scheme had been considered by caterers as a more feasible option than the official organic catering certification by Evira, since the programme education is free and auditing procedures are less formal (Mikkola, 2008).

Since the revised EU legislation came into operation in 2009, professional kitchens serving organic meals or portions or claiming that meal ingredients are organic, are not obliged any more to register with Evira. This change caused a renewal of the step-by-step-towards-organic programme by EkoCentria in 2010. While the old version had three steps the renewed programme includes five steps. Accordingly, the prerequisites for each step have changed and become easier to meet. Furthermore, the programme emphasises the sustainable development more clearly than the previous version. The renewed programme aims to encourage especially the public sector to join the programme. Simultaneously, EkoCentria has established a website for the programme that includes training material (<http://www.portaatluomuun.fi>).

### 8.5.3 Scale

Evira supervises the certification of 470 organic companies and 2 officially certified kitchens according to previous EU legislation. 294 kitchens had joined the step-by-step-towards-organic programme by the end of 2008. Those kitchens using organic products are spread throughout the institutional catering sector, restaurants and catering sector, as well as the systemised foodservice sector by about one third each. The hotel sector has 8 operators in the programme. How much organic produce is used per enterprise cannot be ascertained as there is no exact documentation of this. (*certification bodies, 2009*)

Since there is no official certification by the national certification bodies in Finland, technically no certification bodies are active in this field. However, kitchens can label their organic food, if they join EkoCentria's programme. The concept followed most frequently is that of individual organic ingredients (Table 8).

Table 9: Ranking the organic concepts by most frequent use (1=most frequent/5= less frequent)

Rank	FINLAND
1	100% organic for individual ingredients, e.g. potatoes, pasta
2	One complete organic dish or a complete menu line
3	
4	
5	

The public sector has started to use organic products in the catering services of about 50 municipalities. Helsinki Catering and the City of Mikkeli are the only institutional caterers whose meal production is under organic control. They produce 80.000 meals per day but serve organic food only on theme days or by special order. The catering services of polytechnics and universities produce organic meals regularly to the wishes of environmentally conscious customers and to those favouring ethical alternatives. Staff restaurants, which offer organic meals, wish to create an image of supporting environmentally friendly and local food production. The customers who select an organic alternative, pay 10-15% more for their meals. Restaurant chains and private restaurants perceive organic food as being trendy and see in it an opportunity to stand apart from their competitors. Hotels start to offer organic ingredients in their breakfasts. Also, the customers' special orders make chefs aware of organic products. Finland has no gourmet restaurant serving only organic food. Restaurant kitchens select organic materials because they are tastier, have better structural qualities and their origin can be traced from the field to the table. Those taking meals in prisons and in the armed forces were served organic food for the first time in some areas in autumn 2001.

Various research has been carried out by EkoCentria, including a study on consumer habits of organic Horeca products (2000, follow-up 2001). In February 2000, EkoCentria carried out research on the use of organic products in Finnish catering. In the study, 200 heads of catering establishments from the regions of Eastern and Southern Finland were interviewed. The sample was selected from AC Nielsen's catering register. The interviewed establishments included day nurseries, schools, old people's homes, hospitals, staff restaurants, restaurants and cafés. Around 41% of those interviewed stated healthiness to be the reason for serving organic foods, the most frequently stated reason to serve organic products in catering establishments. The next most commonly stated reasons were the safety of organic products (19%), taste (12,5%), locality / domestic (Finnish) (12%) and the customers' wishes (12%). Environmental factors were seldom mentioned (Tuikkanen & Kärkkäinen, 2000).

### 8.5.4 Outlook for certification of mass catering in Finland

Kärkkäinen & Heinonen (2002) argued for a Nordic cooperation amongst professional kitchens using organic produce. Staff working in professional kitchens continuously needs new trends and ideas for their work so that they are able to respond to the consumers' needs, i.e. changing food habits. The clientele is dividing into smaller and smaller segments and the demand for organic food increases in line with ethical and ecological crises in agricultural production. By becoming acquainted with practical work and by listening to more experienced organic colleagues, new ways and a more wide understanding of the organic catering concept are learnt. The marketing of organic food services requires new ways of communication and new research evidence on which to base arguments. The EU directives for the preparation and marketing of organic products were considered not suited for use by professional kitchens in 2001 while at the same time the need for control increases continuously so that the official pressure to update the matter requires joint deliberation.

The step-by-step-towards-organic programme is described as the whole strength of the system in Finland because it closes the gap of non-regulation. Especially one expert underlined that one of the main weaknesses is less support by the government, even if the initiative of programme is officially supported by the government. If the legislation changes and Evira change their rules as well, the further course of action is unclear. During this interview, as a purely personal opinion it was suggested to adopt guidelines from the program into the official guidelines of Evira. On the basis of the interviews, a SWOT-analysis is given in Table 9.

Table 10: SWOT-analysis based on the Finnish interviews

Strengths	Opportunities
The "non-regulation" is covered by the voluntary program as semi-official program covers this and the kitchens prefer this free program	Finland will be prepared for an EU regulation of mass catering.
Weaknesses	Threats
Evira as official authority has no interest in changing the situation at the moment, because it's very likely that it will be part of organic legislation on the EU-level.	The Step-By-Step program is voluntary and free, there are no compulsory regulations. Control is by municipal authorities.

The experts surveyed in Finland were sure about the integration of a mandatory organic certification in the sector of public and private mass catering, claiming that Finland will be well prepared for the future, not least with the tried-and-tested step-by-step-towards-organic programme. Possibly, the official authority will enter a compromise about the implementation and the procedure of organic certification in mass catering. The need for new ideas, new visions, new work structures hand in hand with Evira and the programme is necessary, is how one expert describes future progress. The Step-by-Step program is still under development, the responsible persons see a lot of possibilities and a lot of work to be done. However, less money is spent on the program, only the half amount from the previous year. Overall support is seen in the National Organic Strategy 2008 which tries to implement organic meals or ingredients in every public kitchen and an increase in the private sector of 15% organic contingent per year. Furthermore, the contents of the program will be adjusted to prepare the participants for the changes brought about by the new national Public Sector Purchasing Action Plan that defines clear minimum quotas of servings of sustainable character by 2010 and 2015. Current growing interest in sustainable development and environment friendly products is expected to help the number of kitchens rise to 500 before the end of year 2010 (Kärkkäinen, 2009)

The wish for guidelines and a harmonisation is increasing in the opinion of the interviewee. Society seems to be interested in dealing with this theme and there is a wide media coverage. This interest in the growth of the kitchen contingent which serve organic food is increasing, hence the customer might support this process by choosing organic certified restaurants (Kärkkäinen, 2009) One Finnish respondent assumes the same growth in both restaurant and catering sectors in the near future. Nearly all interviewed persons assume the institutional and communal catering sector will grow the most.



## 8.6 Private regulations of organic agriculture associations pertaining to out-of-home operations in Finland

The Finnish Association for Organic Farming (Luomuliitto ry) is an umbrella body under which a number of Finnish organic agriculture associations and other stakeholders are gathered together, including the Finnish Biodynamic Association. Between 1995-1997 the union established co-ordination between fifteen regional producer-owned marketing organizations in order to create functioning marketing channels for organic produce. Luomuliitto ry owns and administers its own logo, the Ladybird (Fig. 23) , which is based on compliance with the EU organic food and farming regulations and amended with specific requirements. It is granted to farmers, food processors and farm input manufacturers producing organic products according to the standards of Luomuliitto. The standards require that at least 75 percent of the ingredients of the labelled products be of Finnish origin. (Kärkkäinen & Heinonen, 2002; Heinonen n.d.; <sup>92</sup>) No application to out-of-home enterprises or situations could be ascertained.

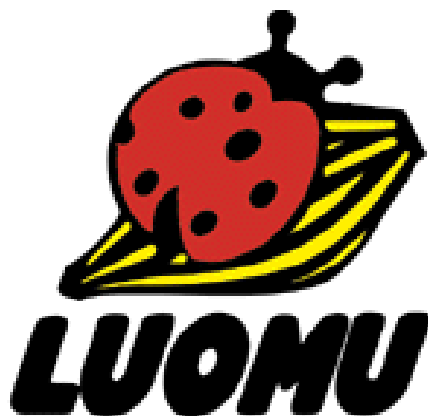


Fig. 23: The Ladybird logo of Luomuliitto ry

According to Mikkola (2008) there are at least three different more or less formal certification schemes involved in the communication of organic and/or local food to consumers: the Finnish Food Information Centre (Ruokatieto, previously Finfood) certificate for the use of domestic food, the Nordic Swan labelling scheme for restaurants and the step-by-step-towards-organic educational and promotional program described above. Only the last of these specifically indicates organic products.

## 8.7 Anything POP or POPY in Finland?

In the experts' interviews it was pointed out that public catering plays an important role in Finnish nutrition, eating habits and cultural heritage. School and day care meal services in Finland are unique in and well appreciated around the world. Nearly a million children eat a free warm meal daily, served by public catering. The public sector has started to use organic products in their kitchens either through political decision-making or through their own partiality. There is considerable interest in joining the Step-By-Step-towards-organic program, though the situation appears to be a very complicated one. The openness to getting certified and labelling organic food is growing but the official side contests all activities in certifying kitchens. Currently the main concept supporting the offer of organic food is the Step-By-Step-towards-organic program which supports the model of 100% organic for individual ingredients, e.g. potatoes, flakes or vegetables. More than 300 kitchens that had joined the program by the end of 2009 are engaged to serve organic products daily e.g. potatoes, carrots, onion, sour milk. Also, the kitchens will organise an organic food day or similar activities. Often kitchens inform their customers about the use of organic ingredients. Selection criteria for organic food in school and daycare kitchens are a lack of additives, safety, locality and regional aspects. Organic products are used daily in ten and weekly in eight municipalities. The total number of kitchens varies considerably between the municipalities, e.g. in one municipality there are 15 kitchens. The products that are often used in organic quality are flour, flakes, potatoes, onions, root crops and products such as sour milk, milk and yoghurt. (Kärkkäinen, 2009)

<sup>92</sup> <http://www.luomu-liitto.fi/>

## 9. Italy as the most different situation amongst the iPOP countries

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Italy, as also Germany, is a founding member of the EU. This Republic ranks first in Europe in both number of organic farms -49.564- and organic cultivated land area -1.002.414 hectares- (SINAB 2008).

### 9.1 Organic certification: organisation and structure in Italy

As a Member State Italy is similarly subject to the EU's regulations on organic food and farming as are Denmark, Finland and Germany. There are further a number of Italian regulations that are relevant to organic inspection and certification. These include the following:

#### 9.1.1 Decreto legislativo 220 del 1995 - organic certification

This is the Italian regulation for the control and certification of organic products. The regulation is out of date and various attempts have been made to discuss it in Parliament. (Rosa, 2008)

#### 9.1.2 Regional Laws

Dec 1999: National financial law for 2000 (Extract of Article 59) "To ensure the promotion of organic agriculture and of quality agriculture, public institutions managing the school and hospital canteens, will include in the daily diets the use of organic, typical and traditional products. Public contracts will give pre-eminent value to the elements related to the quality of the supplied products". Article 59 requires municipalities and hospitals to use organic food in their catering services. There are several organic school cafeterias, where an organic menu is served to more than 380.000 children in nursery and middle schools. These are located mostly in metropolitan areas such as Rome, Bologna, Turin and Padua, but also in smaller towns. Though the law is compulsory, there is no penalty for failure to comply. In light of the 2000 Italian Finance Law it is of interest to note that 26% of organic wholesale purchases were made by domestic communal caterers and schools. (Rosa, 2008)

Aug 2000: Regional law 15/2000 of Friuli-Venezia Giulia "Rules for the supplying of organic, typical and traditional products in the public canteens and for food educational programs"

Mar 2002: Regional law 6/2002 of Veneto "Rules about the consumption of food in pre-school and school canteens, in the hospital and in day-care institutions" - which states that organic products must be provided for all young consumers

Apr 2002: Regional law 3/2002 of Marche "Amendments to the Regional law 76/2007 - Rules for organic agriculture" - which introduces the supplying of organic foods in school

May 2002: Regional law 18/2002 of Basilicata "Dispositions about caution in food management, cultivation, breeding and trading of GMOs. Rules for the production and the supplying of organic, typical and traditional products in the public canteens"

May 2002: Regional law 18/2002 of Tuscany "Rules for the supplying of organic, typical and traditional products in the public canteens and for food educational programs in Tuscany region"

Nov 2002: Regional law 29/2002 of Emilia-Romagna "Rules for consumption orientation and food education for the qualification of the services of public catering"

Apr 2009, Regional Law 9/2009 of Lazio "Provisions on aware and quality feeding in catering services for children". (Bocchi et al, 2008)

#### 9.1.3 UNI CEI EN 45011 - General requirements for assessment and accreditation of certification bodies and registration bodies

This regulation dictates how organic certifiers are accredited in the EU. It is the revised European standard EN 45011 for the assessment and accreditation of certification and registration bodies in general, not just organic. UNI CEI EN 45011 is identical to the international ISO/IEC Guide 64 (1996). In

Italy, ACCREDIA is the Italian National Accreditation Body appointed by the State to perform accreditation activity. It is a non-profit organization created by the merger of Sistema nazionale per l'accreditamento dei laboratori di prova (SINAL) and Sistema Nazionale per l'Accreditamento degli Organismi di Certificazione e Ispezione (SINCERT).

## 9.2 The competent Italian authority: The Ministry of Agriculture, Food and Forestry [Italian: Ministero delle Politiche Agricole Alimentari e Forestali (MiPAAF)]

In Italy the authorities of the State carrying the responsibility for the EU organic regulations is the Ministry of Agriculture with its regional administrations. A division of the Ministry is the Office for Organic Agriculture (Saq X: Agricoltura biologica) within the Administrative Office for the Agri-food Development and Quality (Direzione generale dello sviluppo agroalimentare e della qualità) which is authorised to undertake certain business with respect to organic certification. The structure can be seen in Fig. 24. In addition, the Ministry of Agriculture set up two committees, one to advise the Ministry on organic and eco-compatible agriculture and the other to evaluate the organic control bodies.

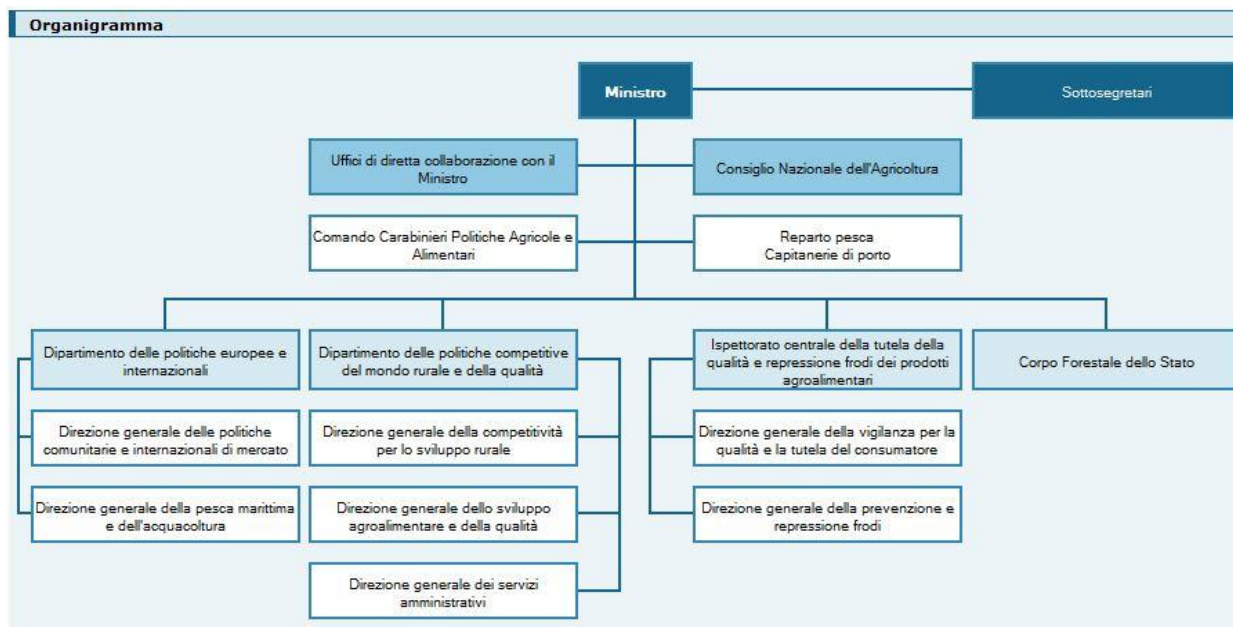


Fig. 24: Organisation of the Italian ministry of Agriculture, Food and Forestry, MiPAAF

MiPAAF authorizes certification bodies by ministerial decree, on the basis of advice from a national authorization committee. This committee consists of officials from MiPAAF, officials from other national ministries (Health, Industry, Trade and Foreign Trade), and representatives of the regions. The committee studies the quality manuals of the bodies, their status, and their resources. The committee is obliged to advise the Ministry but its advice is not binding.

The certification bodies inspect the organic operators and either grant or deny certification. The regional administrations are responsible for inspecting the control bodies and checking organic operators that are authorised by the Ministry.

Sistema d'Informazione Nazionale sull'Agricoltura Biologica (SINAB) is the Italian information system on organic farming created by the Italian Ministry in cooperation with the Italian regional authorities (<http://www.sinab.it>). It provides information and services to the organic farming stakeholders with the aim to develop and to improve Italian organic agriculture<sup>93</sup>.

<sup>93</sup> <http://www.sinab.it/index.php?L=en> (200310)

## 9.3 Delegation of certification in Italy to private bodies

Applying Jahn et al's (2005) differentiation in the types of organic certification implementation, Italy clearly follows a polypolisitic structure, as does Germany. Here the operative inspection tasks are delegated to private certifiers, which in the case of Italy are both domestic certification bodies and also foreign ones (see below).

During the mid 1980s, the first local coordination agencies established the *Commissione Nazionale Cos'è Biologico* (National Commission for Organic Agriculture). This commission had representatives from different consumers' associations from each Italian region and established the first nation-wide self-regulatory standards for organic farming. In 1988 the commission changed its name to *Associazione Italiana per l'Agricoltura Biologica* (AIAB) [English: Italian Association for Organic Agriculture]. AIAB is a private non-profit organization that advocates for environmentally conscious stewardship of rural areas. With over 14.000 members, it is the largest organic farming association in Italy. In 1992, AIAB received official recognition from the Italian Ministry of Agriculture as a certifying body for organic production.

In 1990 there were only four certifying-bodies/producers' associations in Italy. Today there are seventeen officially recognised inspection agencies (of which 2 are under revocation pending accreditation EN 45011) and three German-speaking bodies are authorized to operate only in South Tyrol<sup>94</sup>.

In August 2005, a consortium of Italian certification bodies developed the Italian Organic Standards, a set of regional organic standards that are consistent with the IFOAM Basic Standards and Council Regulation 2092/91. Organizations that follow the Italian Organic Standards include AIAB, CCPB, ICEA and IMC. (Rosa, 2008) Most of the Italian certification bodies take part in the *Federazione Italiana Agricoltura biologica e biodinamica* (Federbio).

## 9.4 The Italian national label

In Italy there is no national (State) label for organic agricultural products and foodstuffs. However, there are a number of private labels from the Certification Bodies of Organic Agriculture and from the large-scale retail trade.

## 9.5 Organic certification of out-of-home operations: background, framework, scale and outlook in Italy

### 9.5.1 Background

Interviewees sketched the historical development of organic food in the out-of-home sector in Italy with a clear association to the provision of food for youth. The long tradition in Italy in public, especially in school catering was mentioned and seen to play an important role for the promotion of sustainable development and public health as well as in food education. It was also pointed out that in particular the Northern region has been serving warm meals for over 120 years. In the last ten years there was a great increase of the use of organic food in schools, 50% per year, but now the situation has changed and it is only an annual growth of 3-4%. Years ago a guideline about organic food in schools was provided by the government, but it was not compulsory. The experts are not sure if it still exists. Hence, there was no mandatory regulation in the past, only statements of goodwill, to support organic food in schools. These guidelines for schools should increase the use of organic food and build up a more mandatory character. Besides, guidelines and general rules about the procurement of organic foods (and other quality and typical products) in school catering are provided by the Regional laws (see section 8.1.2).

The umbrella organisation Federbio, which was established in 1992, was given an important role. It is a Federation of Associations of farmers and operators involved in all stages of organic and biodynamic agriculture of national importance and is a structured membership according to various categories (see Fig. 25).

Federbio is a member of IFOAM, of the European Organic Certifiers Council (EOCC) and member of ACCREDIA. It operates both nationally and internationally. It was launched as an initiative of the major Italian organisations in the organic and biodynamic sector with the purpose of setting up a

<sup>94</sup> [http://www.sinab.it/index.php?mod=regioni&smod=organismi\\_controllo&m2id=190&navId=205](http://www.sinab.it/index.php?mod=regioni&smod=organismi_controllo&m2id=190&navId=205)

representative unitary body. Its main tasks are the protection and promotion of organic and biodynamic farming. Federbio intends to guarantee the precision and correctness of the behaviour of its members, to verify the exact application of the common standards and the systems of certification. Furthermore, Federbio promotes research and development as well as engaging in dissemination of the knowledge and culture of the organic farming products in Italy to consumers for the promotion, exploitation and support of the sector in Italy. (*experts, 2009*)

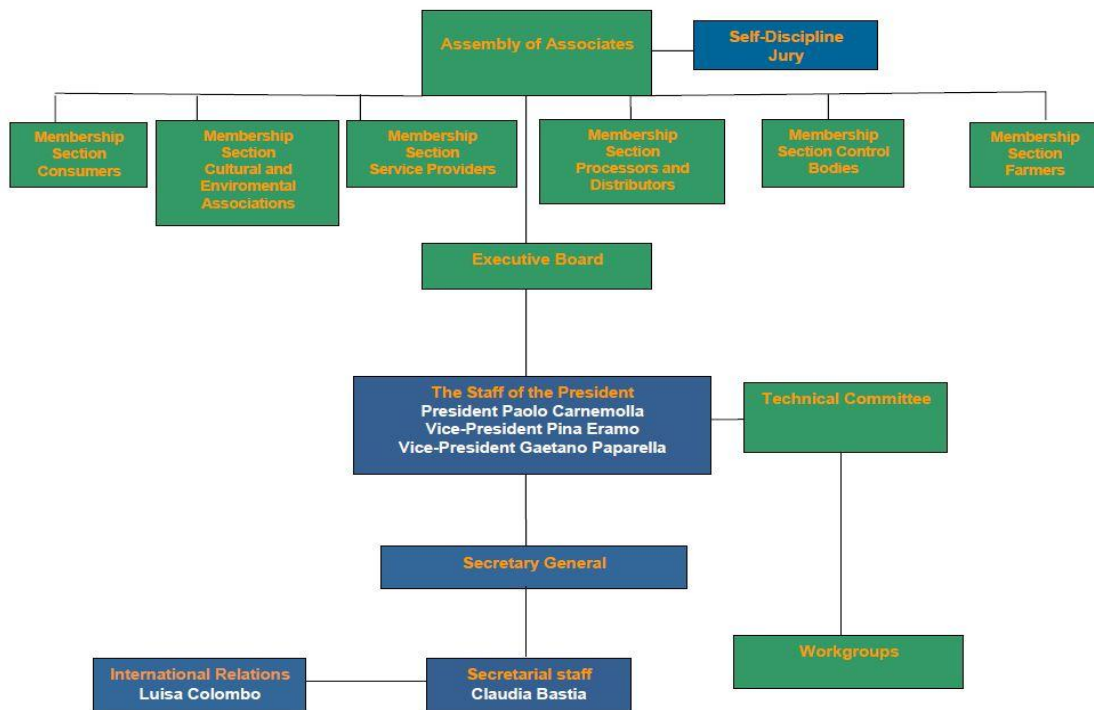


Fig. 25: Organigramm of Federbio

## 9.5.2 Framework

Italian restaurants buy certified ingredients, but they are not allowed to label organic food if they are not certified. This will not change until the government enacts guidelines or the EU regulates the situation, according to experts interviewed. However, the Federbio is working hard at guidelines concerning this field of organic certification.

Considering the actual state of affairs, Italian experts gave altogether analogous statements. The biggest contingent of components which is used, especially in public catering, is organic (more than 95% of the ingredients), but there is no common communication and no corporate labelling. Everybody interested in organic food knows about this. They all see Italy as a forerunner in consumption of organic food, but they are all not satisfied with the actual state of affairs in Italy. All experts face the present problem that there are no compulsory guidelines for school catering and certification as well as for other public facilities. The experts describe this lack of regulation as confusing and inappropriate. Some guidelines are defined by regional laws and are not compulsory for all municipalities. Most regions, especially in Northern Italy, have produced specific laws and/or guidelines to drive and encourage the development of a quality school catering system, focussed in particular to the procurement of organic and typical products. As a result, the municipalities (in particular in the northern and central Italy) frequently introduce organic and typical products in their menu and ask companies managing catering services to procure them (Bocchi et al, 2008).

In addition, the majority of the experts explained that there were some guidelines for organic food in school and nursery schools, but all are not sure if they still exist. The private inspection bodies have inspectors responsible for catering and restaurants as well, even if they do no organic certification.

None of the questioned bodies employs someone who is particularly responsible for the coordination of organic certification.

The non-regulated state creates problems. The restaurants would like to campaign for organic food with the official organic EU-label, but they are not able to do so. Additionally, growth is not what it could be because of the lack of administration and the insecurity that occurs as a consequence (*experts, 2009*). Another expert relates how organic food is used everywhere, especially in schools and public catering, but it is not labelled in a special way. Accordingly, the kitchens are not certified due to the issue that an organic certification and its labelling is not conform with the EU regulation. Some restaurants are pioneers and offer 100% organic food, but they are not certified and it is an amount of less than 10 restaurants in the whole of Italy, but around 300 restaurants exist which use at least 70% organic ingredients. Another statement focuses on a further aspect which is not satisfactory at the time of the interviews. Even if there is no regulation for restaurants and catering, small shops which wish to label organic food have to be certified, even if they only sell and not process organic food e.g. fruits or vegetables.

### 9.5.3 Scale

The out-of-home sector and its use of organic produce is fairly well developed in Italy, seen on a comparative scale in Europe.

There are 404 organic restaurants which use at least 70% organic ingredients: 228 are restaurants and 176 are holiday-farms which cater as restaurants too. Vegetarian cuisine prevails; holiday-farm restaurants, thanks to the strong bond with the local territory, cater for more typical and traditional dishes (Mingozzi & Bertino, 2009).

A very interesting and still growing phenomenon is that of organic school cafeterias. Originating from a 1986 pilot project in the Cesena area, there are over 837 organic canteens in schools in Italy (Mingozzi & Bertino, 2009). As a consequence, over 1.030.243 estimated organic dishes, or dishes containing some organic ingredients, are served every day, especially in nursery, primary and lower secondary schools (Mingozzi & Bertino, 2009). The main focus is in metropolitan areas (Rome, Bologna, Padua) and in 5 regions in Northern Italy (see Fig. 26). There are various approaches and degrees of commitment. Some schools offer a complete organic menu, others a few organic products and again others just one organic dish. These are very important choices, both from a sales point of view for the development of this sector and from an educational point of view, as this choice teaches small children and sets an example for adults and the community.

Region/Regione	n.	%
PIEMONTE	95.562	9,3
VALLE D'AOSTA	900	0,1
LIGURIA	44.622	4,3
LOMBARDIA	232.932	22,6
TRENTINO-ALTO ADIGE	13.233	1,3
VENETO	68.089	6,6
FRIULI-VENEZIA GIULIA	29.753	2,9
EMILIA-ROMAGNA	130.494	12,7
<b>NORTH/NORD</b>	<b>615.585</b>	<b>59,8</b>
TOSCANA	123.294	12,0
MARCHE	26.495	2,6
UMBRIA	5.285	0,5
LAZIO	175.212	17,0
<b>CENTRE/CENTRO</b>	<b>330.286</b>	<b>32,1</b>
ABRUZZO	13.085	1,3
MOLISE	500	0,0
CAMPANIA	36.630	3,6
PUGLIA	14.605	1,4
BASILICATA	6.732	0,7
CALABRIA	2.770	0,3
<b>SOUTH/SUD</b>	<b>74.322</b>	<b>7,2</b>
SICILIA	5.900	0,6
SARDEGNA	4.150	0,4
<b>ISLANDS/ISOLE</b>	<b>10.050</b>	<b>1,0</b>
<b>ITALY/ITALIA</b>	<b>1.030.243</b>	<b>100,0</b>

Source/Fonte: Bio Bank www.biobank.it

Fig. 26: Organic school meals daily in Italy in 2009

Since 2000 there have been laws compelling municipalities and hospitals daily to use some organic, typical and traditional food in their catering services. The region Friuli Venezia Giulia supports municipalities which adopt organic catering with a considerable grant (30% of the total cost). Tuscany and the Marche also give contributions to municipalities so that prices can be lowered.

The regional law no. 29/2002 of Emilia Romagna imposes a 100% organic diet for nursery and primary schools from 3 months to 10 years, and at least 35% in advanced schools, universities and hospitals. Other products have to be traditional, typical or coming from certified integrated pest management (IPM). As contracts expire, school meals are put out to the new contract, and gradually, in every school of the region all 350.000 children as well as 35.000 teachers and attendants, will eat organic food. Prober, the regional association of organic growers, processing companies and traders carried out a study about regional production and supplying capacity. It compiled a table with the main caterers and now is commissioned by the Regional Government to run an information bureau about organics in school meals. The internet site (<http://www.sportellomensebio.it>) is targeted at municipalities, parents, food service and catering companies.

In 2008 the so-called Bio Bank Report (Mingozzi & Bertino, 2009) provided province-by-province data, with the five top provinces and ten leading provinces ranked according to categories of operators (Fig. 27).

Gorizia was named top province for school canteens (8 per 100.000 inhabitants).

Its primacy lies in following in 2000 the first regional law regarding organic school canteens, promoting the introduction of organic products in the schools of the whole region.

The five leading organic regions, Emilia-Romagna, Lombardy, Tuscany, Veneto and Friuli Venezia Giulia proved to be top for two consecutive years for the absolute value in the number of operators in the eight categories considered. Indeed, Emilia-Romagna is the only region holding the top five ranking for all the categories, holding first place for the number of school canteens, restaurants and farmers' markets and second place for farm gate sales, holiday farms and e-commerce websites. Lombardy enters in the list with five categories, holding a leadership for purchasing groups and specialised shops, while Tuscany is in the top five for seven categories with a lead-role for farm gate sales and holiday farms.

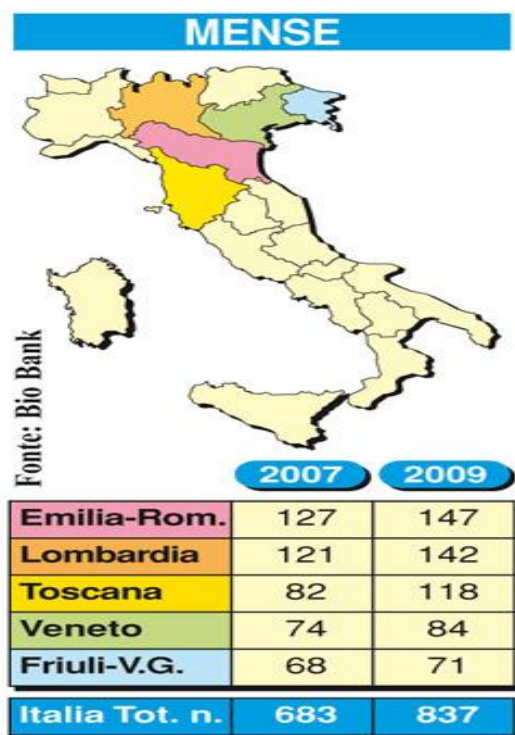


Fig. 27: Organic school canteens in five regions in Northern Italy

The 2005-2007 period confirms the positive trend in the number of organic operators in each category, for the first time listed in order of growth. Short supply chain holds first place, with consumers

organising themselves to buy in groups and farms opening their stores and offering hospitality. School canteens rose by 6% from 647 to 683. Considering the period 1996-2009 school canteens serving organic fare rose from 69 to 837 (see Fig. 28).

On the scale from the perspective of the Italian inspection authorities, which were not asked about these figures or not able to give exact figures, some (n=3) declared to certify from 650 to 3.700 organisations. One of the interviewed certification bodies, the biggest one in Italy, has 16 certification outlets spread around the country and controls all in all 12.000 organisations. Out-of-home operations made up mostly only 0-5% of the common certification activities, only one Italian certification authority quotes that the part is 5-10% of all activities.

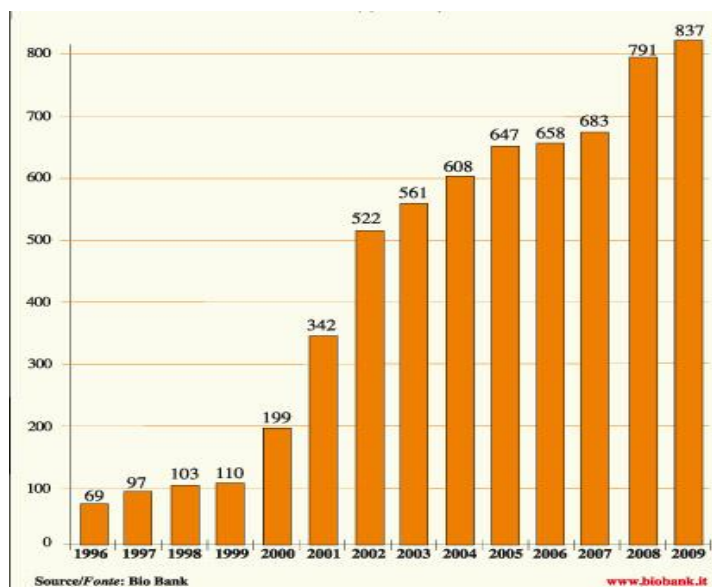


Fig. 28: Organic school canteens in Italy

The certification body interviewees were asked to indicate to which type of the operation the organic kitchens are allocated. One person estimates 50% of the kitchens in the institutional catering sector, 25% in the sector of restaurants and 25% in the systemised foodservice sector. Another indicated that nearly 100% of the kitchens certified by them belong to the institutional sector. One certification body in South Tyrol stated that 33% of the kitchens were allocated in the restaurants and catering sector and 66% in the hotel sector.

Table 11: Ranking the organic concepts by most frequent use (1=most frequent/5= less frequent) by four bodies

Rank	ITALY (1st)	ITALY (2nd)	ITALY (3rd)	ITALY (4th)
1	100% organic for individual ingredients, e.g. pasta, potatoes	<b>In public catering:</b> 100% organic for individual ingredients, e.g. pasta, potatoes <b>In private catering:</b> One complete organic dish or complete menu line	100% organic for individual ingredients, e.g. pasta, potatoes	Several organic components in organic quality, e.g. side-dishes, soups
2	Several organic components in organic quality, e.g. side-dishes, soups	<b>In public catering:</b> Several organic components in organic quality, e.g. side-dishes, soups		100% organic for individual ingredients, e.g. pasta, potatoes
3		<b>In private catering:</b> Full organic quality (100% organic in total)		One complete organic dish or complete menu
4				Combination of the concepts
5	Full organic quality (100% organic in total)			Full organic quality (100% organic in total)



Two certification bodies of all interviewed gave an outline on the use of organic food per operation: one estimates a use of 26-50% organic foods in the restaurants. The other suggests a use of more than 50% organic ingredients. These ingredients are often divided into many final products with non-organic products, hence the final products are not 100% organic. In addition, there is no labelling option, because of the non-certified kitchens and the mix of non-organic and organic products. The ranking of organic concepts is shown in Table 10 for four bodies.

Interviewed persons at certification bodies revealed that there is no official, organised certification scheme which all certification bodies follow, but some of them report that there are activities in this field. They plan to start certification in this field and maybe also autonomously from the Federbio guidelines that will be developed and launched in the near future, i.e. actually more their own private standards, but no specific statements could be elicited.

#### **9.5.4 Outlook for certification of mass catering in Italy**

Experts were invited to describe what they perceived as strengths and weaknesses in their country-own systems (see also Table 12). “The Italian people are the strength in the system” reveals one expert. Organic consumption is spread around the whole country and it is common to use it but without an exact certification system. A change of the situation and a labelling of organic food in this sector is not possible, that is suggested as the main weakness. It is important to create more transparency and the only way to do this is to regulate the system by a mandatory EU-regulation for all member states. Without this there will be no unique situation, especially not in Italy where the municipalities are able to enact their individual laws and guidelines, say the interviewees (*experts, 2009*).

In addition, one expert underlined a further problem: Stakeholders search for reasons not to use organic food, like storage problems or transport or shortage of goods. Often the kitchens complain about supply bottlenecks and providers complain about the non-existing demand for organic food, apparently an antagonism. The situation is very difficult to summarise and to assess. Moreover one interviewee mentioned as a problem “procurement” of organic food. A considerable North-South divide is identified by one interviewee, in the South the production is increasing and in the North the consumption. In the special case of South Tyrol, the region may develop an individual guideline, although the government will not develop a guideline, but not in the nearer future. Statements on strengths and weaknesses, etc., from interviews with the certification bodies are compiled in Table 12 below.

Table 12: SWOT-analyses on the basis of the Italian interviews with certification bodies

Strengths	Opportunities
<p>The umbrella organisation Federbio develops the first guidelines for mass catering in the next few months. A draft version of the standard for the certification of organic catering services was submitted to the ministry at the end of last year by Federbio's working group "mass catering".</p> <p>ICEA tries to develop guidelines for certification in restaurants and gastronomy hand in hand with the government, but this process will take some time.</p>	<p>Even if it is not labelled, the educational value of organic food procurement and use is very high and the use of organic food in schools especially should be promoted in a more intensive way.</p> <p>Development of an own regional law for out of home certification in South Tyrol based on the German model or mandatory guidelines from Federbio.</p>
Weaknesses	Threats
<p>A wide spread catering system with the use of organic food in schools is increasing in the north of Italy. There is a big need for an exact certification system, co-ordinated by the government. The consumption of organic food is increasing, so the need for a valid system is growing.</p> <p>The "non-regulation" creates trouble. The restaurants would like to campaign for organic food with the official EU-label, but there are not able to do so. A certification should get compulsory. Additionally the growth is not that big as it could be because of the lack of administration and the insecurity, which occurs.</p>	<p>The use of organic ingredients is normal, but the labelling is not possible. The canteens and restaurants would like to label organic food, but they are not able because of no possibility to get certified.</p>

Views expressed on the future developments in this sector were again quite similar in Italy. Experts hope that the EU will develop guidelines that include the whole catering sector in a better way. The organic consumption is expected to increase due to the consumer asking for organic food. In this way it will become necessary to label and declare it. They presume an annual growth of organic consumption of 3-4% in Italy. Interviewees also declare that there will be no change in the Italian regulations if there is no change in EU regulation. Furthermore, one interviewee expresses the desire for a modulatory regulation for all Member States. Until an obligatory guideline comes into force, the organisation Federbio is the one to prepare such guidelines, preferably hand in hand with the Ministry. In the special case of South Tyrol a change will probably occur. This municipality has a more independent status and is able to enact own guidelines and laws. Prospectively in the next year a law will be enacted which covers the certification for kitchens and restaurants, inclined to the German model. There is an official control like all food and feed offered in Italy, but not specifically for the organic food because the service is not included into the application field of the EEC Reg 834/2007.

When asked if the number of controlled organisations is growing, in comparison to other segments, the Italian contact persons were not of the same opinion and all answered the question differently. Two assume a higher growth, one estimates the same growth and one person thinks one sector is going to grow more than the other sector. All interviewed expect growth of the systemised/branded foodservice sector and in the institutional and communal catering arena.

## 9.6 Private regulations of organic agriculture associations pertaining to out-of-home in Italy

There appears to be no single private regulation with application to restaurants and catering from the Italian organic agriculture associations. However, Federbio, as the umbrella organisation, is working on one as this report is being drawn up.

Two private seals offered by certification bodies themselves could be ascertained in Italy. One of these is ICEA that offers certification in organic catering. The other is IMC that inspects for a scheme called "Conosci il tuo pasto", Know Your Meal.

### 9.6.1 ICEA certification in organic catering

Control covers the whole activity of collective catering, from the preparation of dishes, to the services of providers, in order to give a guarantee to customers. It is not limited only to making sure that the ingredients used in meals comes from organic farming. ICEA offers two levels of control and certification for organic catering enterprises:

1. certification according to the EU regulations on organic food and farming, as processing operators,
2. voluntary system and product, process or service certification issued based on technical regulations.

There are only a few catering enterprises that undergo compulsory control and certification by a certification body recognized by the Ministry of Agriculture as prescribed by the EU organic regulations for all operators in the organic production chain. In their categorisation of catering services as operators, ICEA takes a similar position to the authorities in Germany.

The first level of control corresponds to the compulsory control system applied to all operators that produce, process, and preserve products from organic farming. It is a prerequisite step to access the next level of voluntary certification. The control and certification activities intend to guarantee the conformity and the integrity of final mono- and multi-ingredient products. In the case of catering the object of certification is gastronomic preparation, usually multi-ingredients. Certification must cover specific production sites and gastronomic preparations that are judged as conforming by the control body. The company interested in obtaining certification according to the EU regulations must undergo control by notifying ICEA of its activity as a Processor/Preparation Unit. All such units must guarantee a separation of the production cycles both temporally and spatially; identification of the ingredients and of the finished product; registration of the incoming raw materials and the resulting finished product; a quality control plan for the correct management of the whole production cycle<sup>95</sup>.

### 9.6.2 IMC certification on Know Your Meal

Some experts from Italy introduced a new project from their certification body. This certification scheme, called “Conosci il tuo pasto” [English: Know your meal] targets organic food but also many more food categories. *Know your meal* is a project to promote the restaurant chain which enhances the quality of food in the preparation of its dishes and its own menu. The scheme also wants to improve and support the integration of food which is produced in the region. Furthermore it includes slow food and fair trade. The certification guarantees quality restaurants which prefer the use of agricultural products according to the local and Mediterranean food tradition. It allows communication to own guests on the quality and safety of offered meals and the background of menu ingredients and recipes from the territory, from organic agriculture.

The firms that want to obtain the certification in compliance with this specification must provide certain aspects to clients such as hygienic safety of the premises, a minimum supply of certified quality food and / or identified as coming from quality food chains.

IMC clarifies that by certified quality products those products falling within the following categories are meant: Protected Designations of Origin (PDO), Protected Geographical Indication (PGI), Traditional Specialty Guaranteed (TSG), Organic Agriculture and/or Biodynamic Agriculture. It further clarifies that certified quality products are those products that fall into the categories:

- protected Slow Food
- traditional products found in the official lists of regional products that are part of the lists of the territory traditional products
- food with quality characteristics defined by voluntary public or private bodies
- food of the area and / or marine products with quality specifications (of product, process and/or origin) defined by a statement from the producer
- products from supportive and Fair Trade

<sup>95</sup> <http://www.icea.info/Aree/CertificazioniFood/Ristorazionecollettivabio/tabid/83/Default.aspx?PageContentMode=1> (200310)

Considering all these categories, it is evident that this label includes not only organic food because of the cultural dimension of food in Italy, which often concerns more than the origin (*experts, 2009*).

The process of certification entails the whole restaurant getting certified, not only one meal or individual ingredients as in other schemes e.g. in Germany or Austria. The focus lies on the quality of the food and not on the percentage of organic food. Based on the number and type of quality products used in each operation, a score and a corresponding class of certification is assigned as per the table 12 below. Altogether 25 restaurants have been certified, 22 of them are using around 20% of certified organic ingredients. They all have the quality standard of one cockerel, the minimum level. The other three certified restaurants, which have three cockerels, the highest certification standard, use at least 95% organic ingredients. Hence they are fully organic restaurants. For a restaurant to be certified, many criteria have to be achieved in advance. The certificate is valid one year. (*experts, 2009*)

Table 13: Number of cockerels awarded according to score

<u>Score</u>	<u>Assigned category</u>
<u>Between 10 and 15 points</u>	<u>1 Cockerel</u>
<u>Between 16 and 26 points</u>	<u>2 Cockerels</u>
<u>Over 26 points</u>	<u>3 Cockerels</u>

Know Your Meal certification can be demanded by restaurants and by different categories of food distribution activities that offer complete meals or any kind of food and drinks (e.g. bars, pizzerias, vinoteques). Enterprises must have a minimum number of references of certified good quality products and/or products with identified quality; a good management system and a system that prevents sanitary risks as well as a services list for customers. The certificate is awarded to those enterprises that pass the evaluation process. The final result is an annual certificate and an attached document wherein are stated the good quality products offered by the food distribution activity and the food traceability to their production company. The establishment is allowed to use the appropriate amount of cockerels (see Fig. 29)<sup>96</sup>.



Fig. 29: The cockerel logo awarded within the Know Your Meal scheme in Italy

## 9.7 Anything POP or POPY in Italy?

The number of school canteens that prepare food with ingredients originating from organic farming has been shown to be greatly increasing in Italy. At the end of 2009 there were 837 organic canteens in Italy, with a total of about 1.030.000 meals per day. The Regions that show a high number of organic canteens are Emilia Romagna (147), Lombardy (142), Tuscany (118), Veneto (84) and Friuli Venezia Giulia (71). An Emilia Romagna regional law even made compulsory (though without penalties for non-compliance) the serving of 100% organic foods for nurseries and for children up to the age of three. Following precise national guidelines, programs providing financial incentives to favour the diffusion of

<sup>96</sup> <http://lnx.imcert.it/v3/index.php?dir=restaurant> (200310)

organic foods in schools were activated in different regions. A novel tender was recently offered to all the school caterers of the entire Roman area, as an incentive for them to serve organic food<sup>97</sup>.

Considered the unequivocal leader in Europe with respect to organic school meals, Italy presents less of a clear picture when it comes to inspection and certification of these operations. The national and regional laws about catering systems, promotion, quality and organic foods are more of a patchwork of general rules and principles, generally without a sanction system (Bocchi et al, 2008). However, the Federbio guidelines may close this gap soon enough.

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<sup>97</sup> <http://www.icea.info/Aree/CertificazioniFood/Ristorazionecollettivabio/tabid/83/Default.aspx?PageContentMode=1> (200310)

## 10. Concluding remarks

Before the revised EU regulation on organic food and farming took effect in January 2009, the iPOP countries Norway, Denmark, Finland, Italy and also Germany had diverging ways of dealing with the certification of out-of-home operations using organic ingredients. With the changes through the new regulation the countries have to concede that mass catering is not included in the EU regulation and individual solutions are possible and necessary. Since the regulation took effect, there have been further developments which may be summarised as follows (see also Fig. 30):

- ⇒ Germany has continued with its officially sanctioned system, adapted it to the revised regulation and supported its enforcement by means of an updated law.
- ⇒ Norway has kept to its system till now, but it seems to be in the middle of an open-ended political process on how to deal with this area in the near future.
- ⇒ Denmark has developed a new system with defined categories of organic use. The percentage classes available for labelling differ markedly to regulation-conform organic labelling.
- ⇒ Finland now has no official system, but a tolerated system of defined steps available to operators.
- ⇒ Italy currently has no officially sanctioned inspection and certification system for out-of-home operators. However, a suggestion seems to be forthcoming with a broad support base.

Given this situation, it is not surprising that the professionals interviewed tend not to see a need for EU regulation of mass catering when they have an own solution, but do see a need where they have no own solution (see Table 14). Irrespective of the type of system used, for each country the systems are relatively young and they are in the important phase of gathering experience with their chosen models.

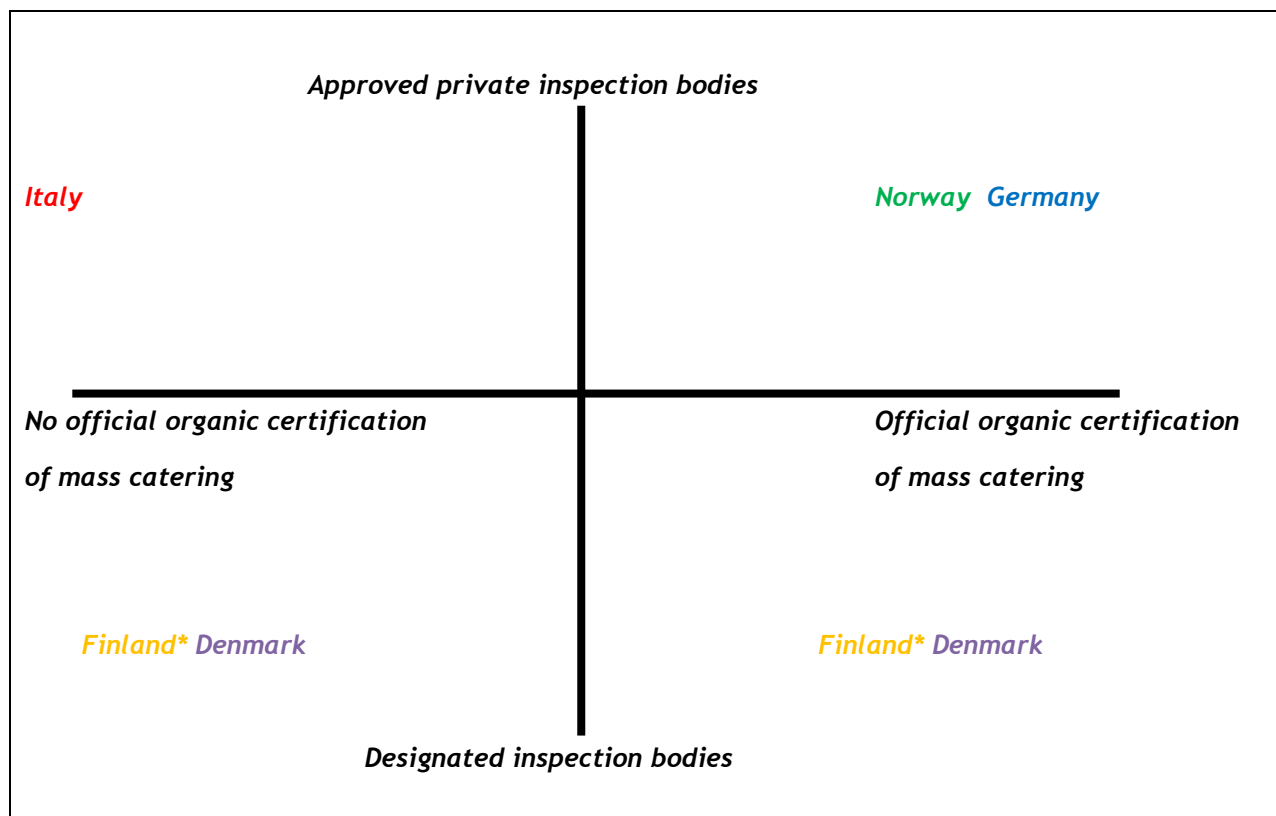


Fig. 30: The regulation scheme in Italy, Norway, Germany, Finland and Denmark. The latter two do not require an official organic certification, but have established programs with several categories in using organic food.

Table 14: State of affairs in the countries according to the professionals interviewed

	Organic certification system for mass catering	Strengths	Need for EU-regulation
Germany*	yes (by private certification bodies)	definite system, approved for years	(no conclusion)
Norway	yes (by a private inspection body)	flexible system, approved for years	no
Denmark	yes (by public inspection bodies)	new regulation, new support for consumer	no
Finland	officially: no unofficially: yes, not mandatory (by joining the program)	step-by-step-towards-organic program: flexible and for free	tends to no
Italy	no (by private certification bodies)	/	yes

\*carried over from Strassner & Roehl (2009)

A particularly prominent result concerns the ranking of organic concepts used by out-of-home operators. For almost all certification bodies interviewed, the most frequently used concept is “100 % organic for individual ingredients, e.g. pasta, potatoes”. This is unique to the structure and functioning of catering services and provides a crucial opportunity to use (and communicate) organic ingredients.

There are also similar perspectives on the strengths within the countries, i.e. that they have a system in place (or almost in the case of Italy) and provide some sort of solution to the players.

Some questions were developed within this research: How do other countries in the EU deal with this lack of regulation and simultaneous opportunity for individual solutions? Which aspects of current systems can be assumed by other countries that aim to develop such a certification system? Is there a real need for harmonisation of the regulation of organic certification in mass catering within the EU? Moreover, a need to develop comparable systems seems apparent, even if nearly all countries studied have developed their own systems or are in the process of developing them.

The growing interest in sustainable development and environmentally friendly (low impact) production methods are considered by nearly all experts to be some of the most important factors contributing to an increased demand for organic products. This is one of the main activators to label more organic food in restaurants and mass catering. Regional laws and/or guidelines for the promotion of the use of organic food in POP for schools and universities, such as in Italy, underline the increasing need for a trustworthy control and certification system. All persons interviewed see a need for further activities in this area.

## 11. Acknowledgements

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## 14. List of abbreviations

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AIAB	Associazione Italiana per l'Agricoltura Biologica
BEUC	The European Consumers' Association (Bureau Européen des Unions de Consommateurs)
BLE	Bundesanstalt für Landwirtschaft und Ernährung
BMELV	Bundesministerium für Ernährung, Landwirtschaft und Verbraucherschutz
BÖL	Bundesprogram ökologischer Landbau
CAP	Common Agricultural Policy
COGECA	The General Confederation of Agricultural Cooperatives in the European Union
COPA	The Committee of Professional Agricultural Organisations
CORE	Coordination of European Transnational Research in Organic Food and Farming
DG	Directorate-General
DG AGRI	Directorate-General
DG ENV	Directorate-General
DKK	Danish Krone
EC	European Commission
EEA	European Economic Area
EEC	European Economic Community
EFTA	European Free Trade Agreement
EOCC	European Organic Certifiers Council
EU	European Union
EUR	Euro
FAO	Food and Agriculture Organisation
GMO	Genetically modified organism
GPP	Green Public Procurement
HACCP	Hazard Analysis Critical Control Points
IAC	IFOAM Accreditation Criteria for Bodies Certifying Organic Products and Processes
IBS	IFOAM Basic Standards for Organic Production and Processing
IFOAM	International Federation of Organic Agriculture Movements
ILO	International Labour Organisation
IMF	International Monetary Fund
<i>IPM</i>	<i>Integrated Pest Management</i>
<i>iPOPY</i>	<i>innovative Public Organic food Procurement for Youth</i>
ITF	International Task Force on Harmonization and Equivalence in Organic Agriculture
LÖK	Länderarbeitsgemeinschaft ökologischer Landbau
MiPAAF	Ministero delle Politiche Agricole Alimentari e Forestali
MMM	Maa-ja Metsätalous Ministriö
NGO	non-governmental organisation
NOK	Norwegian Krone
OGS	IFOAM Organic Guarantee System
OOOH!	Organic Out-Of-Home community
PDO	Protected Designation of Origin
PGI	protected Geographical Indication
POP	Public Organic food Procurement
POPY	Public Organic food Procurement for Youth
SCOF	Standing Committee on Organic Farming
SINAB	Sistema d'Informazione Nazionale sull'Agricoltura Biologica
SINAL	Sistema nazionale per l'accreditamento dei laboratori di prova
SINCERT	Sistema Nazionale per l'Accreditamento degli Organismi di Certificazione e Ispezione
SPP	Sustainable Public Procurement
TSG	Traditional Speciality Guaranteed
UNCTAD	United nations Conference on Trade and Development
WHO	World Health Organisation

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## 16. Appendix A: Interview guideline for certification bodies



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**Interview: Certification Bodies**



**Introduction**

As you have read before, this survey is part of the iPOPY (innovative Public Organic food Procurement for Youth) study to gain an overview in the inspection system in the iPOPY-Countries. This survey is our guide through the following telephone interview and would be best answered by somebody who is involved in the out-of-home sector and catering in [COUNTRY]. Please answer every question; you may add short comments. If you have any questions we will clarify them during the telephone session.

**Telephone survey**

*Date:*

*Interviewer:*

*Certification body:*

**1a) Which job position do you have within the control body?**

\_\_\_\_\_

**1b) Is there somebody working in your inspection body who is responsible for certifying Restaurants and Catering?**

yes  
 no

**2a) How many organisations are certified by your inspection body in total?**

\_\_\_\_\_

**2b) How many kitchens (outlets) are controlled by your inspection body in total (i.e. an organisation may have 2 or more outlets)?**

\_\_\_\_\_

\_\_\_\_\_

page 1



3. **What is the estimated proportion of kitchens (in total) of all organisations controlled by your organisation?**

- 0-5%
- 5-10%
- 11-20%
- >20%

4. **In which kind of Restaurants and Catering are the kitchens allocated to?**

**Institutional or communal catering**, e.g. hospitals and day-centres, schools, student canteens, business canteens, military catering

by \_\_\_\_\_%

Space for Comments:

---

**Restaurants and gastronomy**

by \_\_\_\_\_%

Space for Comments:

---

**Hotel sector**

by \_\_\_\_\_%

Space for Comments:

---

**Systemised or branded Foodservice Systems**, e.g. IKEA

by \_\_\_\_\_%

Space for Comments:

---

**Other**, e.g. Bistros, Cafés with organic dishes, Shop-in-Shop

By \_\_\_\_\_%

Space for Comments:

---

5a) **Is the number of controlled growing, in comparison to other segments within food processing?**

- More than in other segments
- The same growth
- Less than in other segments

---

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5b) Which sector of the Restaurants and Catering sector is growing the most?

- Institutional and communal catering  
 Restaurants and gastronomy  
 Hotel sector  
 Systemised or branded Foodservice Systems (Franchising)  
 Other sectors: \_\_\_\_\_

6. Which organic concept is used most frequently? Please rank the following (1= most frequent; 5= least frequent)

- 100% organic for individual ingredients, e.g. potatoes, pasta  
 Several organic components in organic quality, e.g. side-dishes, soups  
 One complete organic dish or a complete menu line  
 Combination of the above mentioned concepts above  
 Full organic quality (100% organic in total)  
 Other concepts or special features to organise organic catering concept (Please comment this answer)

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

7. How many of the annually certified and controlled Restaurants and catering organisations have an organic proportion of

- 0-10% organic \_\_\_\_\_  
 11-25% organic \_\_\_\_\_  
 26-50% organic \_\_\_\_\_  
 >50% organic \_\_\_\_\_  
 No answer possible

8. Short description of the certification concept in [COUNTRY]. You may correct or complete this.

**Short notes:**

- In [COUNTRY]...

...the inspection authorities are private but supported by the state

...clear labelling with a definite label

... all activities are conform with the EU-regulation

Furthermore,

...how many inspection bodies are spread around the country?

... how would you deal with the situation if the school wants to serve organic food and is not certified, is there a need for certification?

9. What are the main strengths and weaknesses of your concept today?

\_\_\_\_\_  
 \_\_\_\_\_

10. Any further comments

\_\_\_\_\_  
 \_\_\_\_\_

*Thank you for your time*

\_\_\_\_\_

## 17. Appendix B: List of inspection bodies contacted

---

### DENMARK

DK-Ø-50 Plantedirektoratet  
 DK-Ø-1 Fødevareregion Nord  
 DK-Ø-2 Fødevareregion Nord  
 DK-Ø-3 Fødevareregion Nord  
 DK-Ø-4 Fødevareregion Nord  
 DK-Ø-5 Fødevareregion Syd  
 DK-Ø-6 Fødevareregion Syd  
 DK-Ø-7 Fødevareregion Syd  
 DK-Ø-8 Fødevareregion Syd  
 DK-Ø-9 Fødevareregion Øst  
 DK-Ø-10 Fødevareregion Øst

### FINLAND

FI-A-001 Elintarviketurvallisuusvirasto EVIRA (The Finnish Food Safety Authority EVIRA)  
 FI-A-002 Varsinais-Suomen työvoima- ja elinkeinokeskus  
 FI-A-003 Satakunnan työvoima- ja elinkeinokeskus  
 FI-A-004 Hämeen työvoima- ja elinkeinokeskus  
 FI-A-005 Pirkanmaan työvoima- ja elinkeinokeskus  
 FI-A-006 Kaakkois-Suomen työvoima- ja elinkeinokeskus  
 FI-A-007 Etelä-Savon työvoima- ja elinkeinokeskus  
 FI-A-008 Pohjois-Savon työvoima- ja elinkeinokeskus  
 FI-A-009 Pohjois-Karjalan työvoima- ja elinkeinokeskus  
 FI-A-010 Keski-Suomen työvoima- ja elinkeinokeskus  
 FI-A-011 Etelä-Pohjanmaan työvoima- ja elinkeinokeskus  
 FI-A-012 Pohjanmaan työvoima- ja elinkeinokeskus  
 FI-A-013 Pohjois-Pohjanmaan työvoima- ja elinkeinokeskus  
 FI-A-014 Kainuun työvoima- ja elinkeinokeskus  
 FI-A-015 Lapin työvoima- ja elinkeinokeskus  
 FI-B Elintarviketurvallisuusvirasto Evira (The Finnish Food Safety Authority Evira)  
 FI-C Sosiaali- ja terveydenhuollon tuotevalvontakeskus (STTV)  
 FI-D Ålands landskapsregering

### ITALY

IT-ASS Suolo & Salute srl  
 IT-ICA ICEA -Istituto per la Certificazione Etica e Ambientale  
 IT-IMC Istituto Mediterraneo di Certificazione srl – IMC  
 IT-BAC Bioagricert srl  
 IT-CPB Consorzio per il Controllo dei Prodotti Biologici – CCPB  
 IT-CDX CODEX srl  
 IT-QCI QC & I International Services s.a.s.  
 IT-ECO Associazione Ecocert Italia  
 IT-BSI BIOS srl  
 IT-ECS ECS – Ecosystem International Certificazioni s.r.l.  
 IT-BZO BIOZOO srl  
 IT-ABC ABC Fratelli Bartolomeo  
 IT-ANC ANCCP S.r.l  
 IT-SDL Sidel S.p.a.  
 IT-ICS ICS – Control System Insurance srl  
 IT-CTQ Certiquality – Istituto di certificazione della qualità  
 IT-BZ-BZT ABCERT – AliconBioCert GmbH  
 IT-BZ-INC INAC – International Nutrition and Agriculture Certification  
 IT-BZ-IMO IMO Institut für Marktökologie  
 IT-BZ-QCI QC&I – Gesellschaft für Kontrolle und Zertifizierung von Qualitätssicherungssystemen GMBH  
 IT-BZ-BKT BIKO – Verband Kontrollservice Tirol

### NORWAY

N-001 Debio

## 18. Appendix C: Interview guide for experts

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Additional Survey: Experts/Professionals

June 2009

**Experts Interview // Focus: Situation und Status Quo about Certification**




---

Interviewer: ML

Name:

Organisation:

1. Which role do you fulfil in your organisation, what is your background?
2. What is the actual state of affairs in your country?
3. How would you assess the historical development of certification?
4. How would you assess the future development?
5. What are the main strengths and weaknesses of the certification system at the moment?
6. If you think about the actual system, can you imagine a change?
7. Special situation: How does the process function when a caterer decides to get certified or to work with organic products? Is it clear how to do this? How is the contact between caterers and certification authorities usually ?
8. How do you deal with the certification of school catering systems? In which way is it done? Is it a great part or is it more a part which is not that important in your view?
9. If you compare the situation in your country with other countries in Europe: Are there strong distinctions?

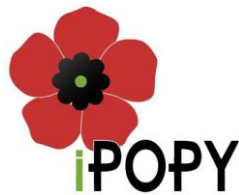
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**Specific national adaption**

Denmark: special question

Finland: special question

Italy: special question



## The iPOPY project

The aim of the project “innovative Public Organic food Procurement for Youth - iPOPY” (<http://www.ipopy.coreportal.org/>) is to study how increased consumption of organic food may be achieved by the implementation of strategies and instruments used for public procurement of organic food in serving outlets for young people. Supply chain management, procedures for certification of serving outlets, stakeholders' perceptions and participation as well as the potential of organic food in relation to health and obesity risks will be analysed. The research project is a co-operation between Norway, Denmark, Finland and Italy. German researchers also participate, funded by the Research Council of Norway. iPOPY is one of totally eight projects that were funded through a joint call of the ERA net CORE Organic I in November, 2006.

**Project manager:** Anne-Kristin Løes, Bioforsk Organic Food and Farming

**Project contributors:**

**Norway:** Bioforsk Organic Food and Farming and SIFO, National Institute for Consumer Research

**Germany:** University of Applied Sciences, Münster and Center for Technology and Society, Technical University Berlin

**Denmark:** DTU, Technical University of Denmark and Aalborg University

**Finland:** University of Helsinki, Ruralia Institute

**Italy:** State University of Milano and ProBER (Association of organic and biodynamic producers of Emilia Romagna)

iPOPY Publications:

All publications can be downloaded from the open digital archive Organic E-prints, [www.orgprints.org](http://www.orgprints.org). Search for the keyword iPOPY.