

## **CERES Policy**

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## **Group Certification and Internal Control Systems (ICS)**

1	Aims	This policy establishes guidelines for smallholder group certification by CERES.
2	Background	The cost of certification is a serious obstacle for many growers, especially smallholders, making access to organic markets for them difficult. Since many years, group certification with internal control systems has been developed as an alternative. These systems have now obtained a certain level of official acknowledgement.
3	Normative framework	<ul> <li>a. Regulation (EC) 834/07 and JAS prescribe that each single operation, independent from its size, must be inspected individually by an independent certification body. Nevertheless, on 6<sup>th</sup> November 2003, the European Commission published a "Guidance document for the evaluation of the equivalence of organic producer group certification schemes applied in developing countries" (AGRI/03-64290-00-00-EN). As the name says, this is guidance, not a legally binding regulation. Nevertheless, it is now being recognised as a semi-official document. For the time being, group certification is not "compliant" but only "equivalent" to Regulation (EC) 834/07 and can therefore not be implemented in EU member countries (see also CERES Policy Third Country Certification).</li> <li>b. The German Accreditation Agency DAkkS has developed "Requirements for certification bodies which certify organic products in third countries ac-</li> </ul>
		cording to production rules and control measures recognised as equivalent to Regulation (EC) No. 834/2007 and it's implementing rules", which further specifies requirements of the above-mentioned EU Guidance
		c. In Nov. 2008, the US National Organic Standard Board (NOSB) published a Final Recommendation for "Certifying Operations with Multiple Production Sites". As long as there is no final ruling by the NOP on this issue, this Recommendation must be considered as the binding normative reference for grower group certification according to NOP.
		<ul> <li>d. CERES has been informed by the Japanese Ministry of Agriculture (MAFF) that group certification is allowed for organic grower groups according to JAS.</li> </ul>
		<b>e.</b> From 2001 to 2003, the International Federation of Organic Agricultural Movements (IFOAM) organised three workshops on group certification, with stakeholders from all over the world. The result was a "compilation" document (IFOAM ICS Compilation 03-03), which is a rich source of ideas, experiences, and proposals for producer groups and certifiers.
4	Terms	a. Internal Control System (ICS): is a tool for quality assurance, where the external certifier delegates part of his work to the organisation. The proper work of the certifier is then to evaluate the ICS' performance.
		<ul> <li>Group: Groups can be organised on their own, but also by external entities, as e.g. processing or trading companies. They must have a formal struc- ture, and, as a minimum, internal exchange of information. For further de- tails, see Section 5.1.</li> </ul>
		<ul> <li>Re-inspection rate: The sample, which is inspected by the external certi- fier, to evaluate the ICS' performance.</li> </ul>
5.1	What is a farmer group?	This question is not always easy to answer. In some countries, e.g. China, there are many different arrangements between landowners, (main) leaseholders, sub-leaseholders and farm workers which complicate the assessment if an operation is to be handled as a single company, a group of farmers to be certified under a group certification scheme, or a group of farmers where each individual farmer needs to be inspected externally.
		Criteria to be considered in this regard include:

	Criterion	Can serve as argument for	r placing the operation	in the category of a
		farmer group if		single company if
	Land distribution	land is (partly) scattered		land is in a single piece
	Payment for land use	farmers, leaseholders, or sub- for leasing the land (in cash or		no such payments exist
	Payment for production or work	farmers, leaseholders, or sub- the products which they grow		rorkers are paid per hour, v, week or month (or on a piece rate)
	Purchase of inputs (seeds, fertilisers, plant protection etc.)	farmers pay for inputs	input	s are purchased centrally and applied by workers
	Farm manage- ment deci- sions	are mostly individual		are mostly centralised
		For this assessment, CERES completed by the operator and nal decision if an operation is a competent evaluation officer procedure needs to be followed.	d then verified by compet to be considered a group with the ability to ponder	ent CERES staff. The fi- or not, will be made by
5.2	For which groups ICS can be used? (In addition to the criteria discussed under 5.1)	Obviously, any producer group ance, independently from requestrifiers. In the context of group must fulfil the following fication:  a. The group must be an "enganic Management Plan (b). The group uses centralize fied products only as a group products on their own.  c. There is no minimum number of the form a group.  d. Producers must be within and recording schemes.  e. Producers must use the state of the directly through the following the following are discovered.  CERES uses the following deforms.	uirements of, or acknowle up certification, however, conditions, to use an ICS tity" or "person", operating OMP)  d processing and storage oup; members are not aurober of members in a group geographic proximity and ame farm inputs, purchase group, or under control ured, although not necessetings per year, where issuessed, among others.  Inition of smallholders:  Maximum size for a "small" farm that can be part of a sample-	dgement by external CERES requires that a as a tool for group certigued under a common Orac units; it can sell certisthorized to sell certified up. Already 2 members a have similar production se of farm inputs must eigof the group sarily legally established, ues of organic production Maximum size for a "medium" farm, for which a short OMP /
		Vegetables medicinal and aromatic plants, tobacco and other high value intensive crops	based group certifica- tion <sup>1)</sup> 5 ha	Inspection report can be used <sup>1) 2)</sup> 10 ha

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			a, intensive fruit orchards, atoes	6 ha	30 ha
		Cof	fee, ginger, cocoa	30 ha	70 ha
			reals, pulses and other ensive field crops	50 ha	100 ha
		Bee	ekeepers	500 hives	800 hives
		2) T the s diun mus size For	hese areas refer to the certified c he "medium" farms with sizes in b short version of the OMP respecti " size must also be inspected inc t be used. These individually insp for the smallholder group. more details, refer to Work Instruc-	petween these columns, musively inspection report may be dividually, but the long version sected farms cannot be consection 4.2.3.0.	e used. Farms above this "me- on of the OMP / inspection report idered for calculating the sample
		acc sha	ring the same input supply	nic system plan" and u	se the same kind of inputs,
		whe son tion cou	ne EU authorities keep strie only in countries defined a entries listed in http://www.c	Ifilled. Nevertheless, gr ctly to the EU guidance as "developing countrie becd.org/dataoecd/23/3	oups should be aware that e and allow group certifica- es" by the OECD (i.e. all 34/37954893.pdf).
			can be applied for crop or	•	
		mu	garding producer groups th st conduct 100% external i 4.1.3.1.		asons, please refer to Pol-
6	Internal regul tion; ICS Mar ual		can be brief. Rules must i	nclude the basic require specific crop(s) and le	called ICS Manual), which ements of the respective ocal conditions, but can, of
		b.		ould work out sanctions	is for different infringements s, although the certifier must to defined.
		C.	Furthermore, the internal	regulation should inclu	de:
			•	f the organization and	
			ing potentially critical	points and their mana	•
			•	f responsibilities and d	
			to final sale, including	g the measure taken a nfiltration of non-organi	roduct undergoes from farm t each step to assure trace- c products, and the persons
		d.	•	of the forms to be used	d (farmer contract, farm reg-
7	Internal in-	a.	The group must have eno	ugh internal inspectors	3.
	spectors	b.	Internal inspectors must b ate knowledge of:	e adequately trained.	They must have appropri-
			<ul> <li>Their role as inspec</li> </ul>		
			·	ements of organic farn	•
				ques of the respective	crop(s) or livestock
			<ul> <li>Inspection procedur</li> <li>Sanctions establish</li> </ul>		
			<ul><li>Sanctions established</li><li>Report writing.</li></ul>	ea by the group	
		c.	•		st have a high level of per-



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		d.	Conflicts of interest:
			<ul> <li>If internal inspectors are producers themselves, they should perform inspections in other villages or subgroups, not in their own.</li> </ul>
			There are reasons for separating consultancy and internal inspections, but there are also very good reasons for internal inspectors giving advice to the member farmers. There are many groups, which do not have enough resources for having separate staff for consultancy on the one side, and internal inspections on the other side. An ICS is basically an internal quality management system, and a combination of internal inspections and assistance for improvement, is in line with this approach. Therefore, CERES does not consider it to be a conflict of interest, when the internal inspector gives advice to the farmers, or when the internal report refers to "advice" instead of "non-conformity", etc.
8	Farmer registration and contracting	a.	When a group is newly established, or new members join the group, their farm must be properly registered. It is advisable that a separate form is used for this purpose, not the internal inspection report, because this basic information remains the same (as long as no major changes occur on the farm), while the inspection report will be different every year. The whole farm must be registered, including all fields and relevant buildings, and a sketch of plots belonging to the farm. Also, fields with non-certified or conventional crops must be registered, including their management history. It is especially important to register <b>all</b> fields with the crop requested for certification!
		b.	The certifier has a contract with the group, not with the individual farmer. Contracts must be signed between the organization and all members. This contract must cover, as a minimum, the basic applicable rules for organic production, and the farmer's agreement to give access to internal and external inspections.
9	Performance of internal in- spections	a.	As a minimum, internal inspections must take place once a year. When new groups start, or in high risk situations, CERES may request that more inspections per year take place. In high-risk situations, at least 20% of internal inspections must take place without previous announcement.
		b.	Internal inspections are not just a matter of "filling in forms". Internal inspectors must basically perform the same control procedures as external inspectors, including double-checking of information provided by the operator.
		c.	Depending on the size and complexity of the farms, inspectors should spend sufficient time on a farm unit for inspection. For normal smallholdings with a single crop to be certified, this will be between 1 and 2 hours. For bigger, more complex or high-risk farms, a lot more time must be spent. This means that the group must have a sufficient number of internal inspectors. Big groups must be subdivided in appropriate subgroups.
		d.	Internal inspections must cover the whole operation, including plots in other places, and at least a sample of crops, which are not requested for certification.
		e.	During announced inspections, the farmer or another responsible person must be present.
		f.	An inspection report must be written, containing all relevant information concerning the holding, and outlining non-conformities and corrective actions to be taken. We recommend the use of CERES forms, but own forms can be used, if they contain equivalent information. The report must bear a date and be signed by the producer and by the inspector.
		g.	The internal inspector must carry the previous report during the inspection, to give follow-up to the implementation of corrective actions. The form must provide a specific space for recording such follow-up.
		h.	If there are changes on the farm (new plots, new crops, change in ownership, etc.), the farm registration form and the farm sketch must be updated.

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10	Internal approval body	a.	The internal approval body can be a group of persons, e.g. the management board of the organisation. Nevertheless, in many situations it may be more functional that only one or two persons are assigned to perform this role.
		b.	The functions of the internal approval bodies are:
			<ul> <li>To supervise permanently the internal inspectors.</li> </ul>
			<ul> <li>To evaluate the internal inspection forms, keep the grower list up- dated, and, based on this, work out the organic management plan.</li> </ul>
			<ul> <li>The organic management plan must contain a summary of the non- compliances detected during the internal inspections. In case of se- vere infringements found during the internal inspections, the certifica- tion body must be informed immediately.</li> </ul>
			<ul> <li>To establish corrective actions and sanctions for the members and give a follow up to their implementation.</li> </ul>
			<ul> <li>Pre-approval of the producers' list.</li> </ul>
			<ul> <li>Make sure, that excluded or suspended farmers can no longer deliver their products through the group</li> </ul>
11	Producer list and map	a.	A complete, updated and transparent list of producers is one of the most essential requirements for group certification.
		b.	As a minimum, the list must include the following information for all farmers:
			o Complete name
			<ul> <li>Complete address</li> </ul>
			<ul> <li>Whole farm area</li> </ul>
			<ul> <li>Area of crop(s) to be certified</li> </ul>
			<ul> <li>Identification of each field, including its GPS coordinates</li> </ul>
			<ul> <li>Crops during previous three years in case of annual crops</li> </ul>
			<ul> <li>Planting density / number of plants in case of perennial crops</li> </ul>
			o Potential yield
			<ul> <li>Really harvested quantities, at least for the last harvest</li> </ul>
			<ul> <li>Dates of the first and the last internal and external inspections</li> </ul>
			<ul> <li>Dates of the last use of chemical inputs</li> </ul>
			<ul> <li>Certification status.</li> </ul>
		C.	Besides, it is recommended that the producers' list is managed as a real database, including complete information on:
			<ul> <li>Harvested and delivered quantities throughout the years</li> </ul>
			<ul> <li>Dates of all internal and external inspections performed</li> </ul>
			<ul> <li>Non-conformities, corrective actions, and their fulfilment.</li> </ul>
			The group should establish privacy rules for access to this database. The information must be available for the certifier, but not necessarily for all group members.
		d.	The internal approval body can suggest the inclusion of new members in the producers' list, but the external certifier must approve the new members, before their products can be purchased as organic. The producers' list approved by the certifier is an essential attachment to the group certificate. Only in the case of very experienced and reliable organisations, the certifier can concede the power of temporary approval of new members to the internal approval body.
		e.	A regional map must be provided, highlighting locations of all farmers (or, in case of big organizations with several subgroups, at least location of these groups), wholesale points, storage rooms, and processing or packing units. Either this map is detailed enough to allow for clear identification of each producer and each field (in most cases, this is not realistic for producer groups), or each producer and his/her fields are identified in the farmer list through GPS coordinates.



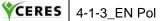
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12.1	Parallel pro- duction	ducer groups with internal control sy	nse means that the same crop is ganic and conventional plots. In pro- ystems, CERES does not allow this form consider the risk of commingling too
		Parallel production including fields <u>v</u> within the same farm is possible, pr	with organic and transitional status ovided a conversion plan exists; and er harvest is ensured and supervised by
		<u>Transitional and organic</u> producers vest and post-harvest separation is	can be part of the organisation, if harensured.
		conventional producers not planning ture), the organic producers must e	ganic and conventional producers (the g to convert to organic in the near fustablish some kind of subgroup, which dling, specific organic consulting, train-
12.2	Farmers be- longing to dif- ferent groups	fied farmer group. This is perfectly usew, because depending e.g. on one k position when it comes to negotial pective, this represents a problem, y if certain farmers deliver more that epts such setups only, when the oth lily exchange information for the documents.	farmers to belong to more than one understandable from the farmer's point e single exporter, puts them in a very ting better prices. From the certifier's because it becomes more difficult to in they produce on their farms. CERES er certifiers are willing to co-operate and tuble or triple certified farmers, and the the exchange of information does not keluded from the group.
13	Conversion period		e first documented internal inspection – ERES Policy on Organic Conversion Pe-
		cals, sufficient knowledge about org	sides enough proof on non-use of chemi- ganic farming, and good soil manage- sary, if a reduced conversion time is to
		veloped internal procedure for retro- the first internal inspection. This ma eralised non-use of chemical farm in very competent and professional IC	on period, the ICS must have a well-de- actively assessing management prior to y be relatively easy for crops with gen- nputs in the whole region but requires a S for crops where some farmers may the past. Only very few ICS are able to
		roactive recognition of conversion p groups – unless there is very good of subject to monitoring by a credible a ing the previous years. Such eviden members farms and is based on at year. A confirmation saying "Farm of	evidence that the farmers have been and very competent external entity dur- nce is valid only if it refers to individual least one visit to each member farm per
14	Post-harvest handling	related to crop management, but to mingling certified and non-certified pwho also trade with the respective packing, processing, etc. Farmers a	ints in farmer groups are not so much post-harvest handling. Risks of comproducts exist on the farms (farmers, products), during transport, storage, are often not even aware of this problem, or differences exist between crop maned farms.
		theless, the organisation is respons	sited by the external inspector. Never- ible for assuring and supervising correct ceability at all these points. In the case



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			of very advanced and reliable ICSs, CERES can reduce external control of post-harvest facilities to a sample, which must be determined by the inspector in coordination with the certification officer.
		C.	The organisation is responsible for training all members, explaining them, how important it is, to keep certified and non-certified products separate.
		d.	Approved farmers lists must be available at all wholesale points, where farmers deliver their products, as well as in mobile purchase units. The organisation must establish reliable mechanisms, which allow responsible staff at wholesale points to assess realistic quantities, which can be delivered by each producer.
		e.	From the moment on, where the product leaves the farm, it must be transported in some kind of closed container (e.g. bags or boxes) and labelled. Transports must be accompanied by way-bills.
		f.	Farmers, who trade with the same products, for which they request certification, must be dealt with as traders. They have to keep records on purchased, stored, processed, and sold quantities. Some kind of "invoice", signed by the producer/seller of the product, must be filed. These "trading farmers" must be subject to annual <b>external</b> inspections.
		d.	"Trading farmers" are allowed to handle both certified and non-certified products only in case that they have achieved a high level of professionalism, concerning separation, record keeping, labelling, and traceability.
15	Re-inspection rate	a.	The most important criterion for establishing the sample size, is <b>homogeneity</b> of the group, in terms of size of farms, crops grown, cropping system, geographic setup, mixed production, etc. For a highly homogeneous group, even with a small sample we get a representative picture, while for a highly heterogeneous group, we need a much bigger sample for having a representative picture. Therefore, in our formula for calculating the sample size, homogeneity is the factor with the heighest weight.
		b.	As suggested by the EU guidance and by the IFOAM guidelines, we use the square root approach for establishing the re-inspection rate: as a minimum, the external certifier must inspect the square root of all members. Besides this, a "risk factor" is used to calculate the re-inspection rate: $n = r * \sqrt{N}$
			(N = total number of producers
			n = minimum number of producers to be inspected by certifier
			r = risk factor) The minimum number of producers to be re-inspected is 10. In the case of
			groups with less than 10 members, all must be re-inspected!
		c.	Differing from the above-mentioned guidelines, our risk factors(r) vary not only from 1 to 1.4, but from 1 to 4. Risk assessment is based, among others, on the following criteria:
			<ul> <li>Uniformity of the group</li> </ul>
			<ul> <li>Performance of the ICS: a good ICS means lower risk, a poor ICS high risk</li> </ul>
			<ul> <li>Risk of commingling certified and non-certified products</li> </ul>
			<ul> <li>Risk of use of non-allowed substances, especially chemical pesti- cides and fertilisers</li> </ul>
			<ul> <li>Records: a good record system, from the level of the individual pro- ducer up to the export level, reduces risks</li> </ul>
			<ul> <li>Price difference between organic and conventional products: the big- ger the difference, the higher the risk of fraud.</li> </ul>
			Based on these criteria, CERES has developed a special tool for calculating the re-inspection rate. Inspectors must consult with the responsible evaluation officer at CERES to approve the re-inspection for each organisation.
		d.	

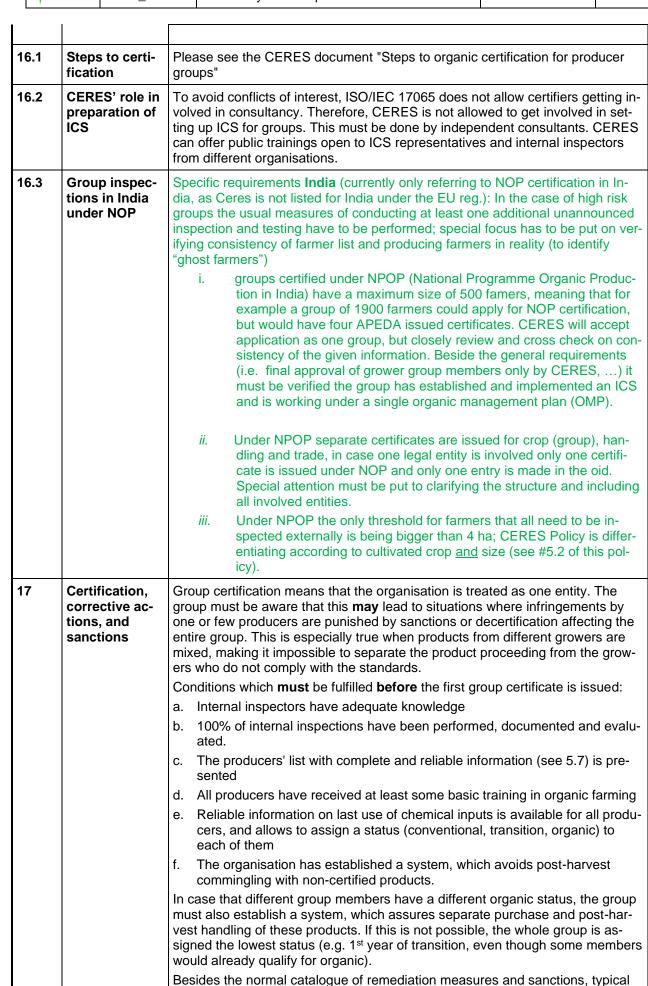
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adapted as follows:	
Members	Risk Factor
5,000 – 10,000	1.0
10,000 – 25,000	0.9
25,000 – 50,000	0.8
> 50,000	0.6

When the group has less than 5,000 members, but because of the risk analysis the sample would be bigger than  $\sqrt{5000}$ , then a sample of  $\sqrt{5000}$  is used.

- e. Even more important than the total sample size, is representativity of the sample, in terms of e.g.:
  - i. Normally, the sample should cover at least three farmers per internal inspector. Exceptions to this rule can be made only for very large groups with more than 10 internal inspectors. In such cases, attention needs to be paid to rotating the sample in a way that each internal inspector is covered at least within a 3 years cycle.
  - ii. Geography: the sample must be more or less evenly spread over the whole area where farmer population is located.
  - iii. Distance to urban centres: risk of using chemical farm inputs is often higher close to urban centres, while risk of not undergoing internal inspections may increase in more distant areas.
  - iv. Farm size: the sample should be representative of the different farm sizes which are present in the group, giving some priority to larger farms.
  - Topography: farms on flat land and on slopes should be included, to assess erosion risk and effectiveness of soil conservation measures.
  - vi. Water bodies: if existing, farms which are crossed by water bodies or adjacent to the same should be included in the sample, to verify potential pollution of water by farm activities, protection of riverbanks, and buffer zones.
  - vii. Crops: if several crops are requested for certification, then of course, as a minimum, each crop must be included in the sample. Even if only one crop is requested for certification, some farmers may be growing other conventional crops, while others don't. It is important in such situations to include a sufficient number of farmers with "mixed/split production" in the sample.
- f. Evaluation of performance of internal inspectors is not only an issue of quantities, but even more of quality. To get a real insight in the work of internal inspectors, it is not enough to evaluate their reports. Therefore, CERES will always perform witness audits of internal inspector performance during external inspections.
- g. In case of follow-up inspections, CERES suggests including in the sample a 20% of farmers, who had been visited by external inspection previously, while 80% will be "new" farmers.
- h. The NOSB recommendation determines, that the sample of farmers to be re-inspected must include:
  - i. All members considered as being of "high risk" (criteria for high risk see above)
  - ii. Among the remaining members (not among the high risk group) making up the sample, 25% should be selected at random.
- i. In the case of high risk crops, on which use of agrochemicals is widespread in the respective region, CERES will decide on a case-to-case basis, if 100% of farmers need to be inspected, or a sample-based approach can be used. Inspections must be planned in close coordination with the responsible evaluation officer in such cases.

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group measures include: g. Exclusion of members who do not comply with essential rules. h. Increase of the re-inspection rate. i. Obligation to improve training and/or supervision of producers and/or internal inspectors. In case that CERES detects during the external inspection severe infringements, which had not been detected or adequately sanctioned by the ICS, there are the following options: j. If it is obvious that the problem is related to deficiencies in the ICS, then the whole group will be suspended from certification, until remediation of the problems is confirmed by a new external inspection. k. If it is very obviously an individual, isolated case, while the ICS in general performs well, then only the individual group member must be excluded o
<ul> <li>i. Obligation to improve training and/or supervision of producers and/or internal inspectors.</li> <li>In case that CERES detects during the external inspection severe infringements, which had not been detected or adequately sanctioned by the ICS, there are the following options:</li> <li>j. If it is obvious that the problem is related to deficiencies in the ICS, then the whole group will be suspended from certification, until remediation of the problems is confirmed by a new external inspection.</li> <li>k. If it is very obviously an individual, isolated case, while the ICS in general</li> </ul>
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whole group will be suspended from certification, until remediation of the problems is confirmed by a new external inspection.  k. If it is very obviously an individual, isolated case, while the ICS in general
suspended.
I. If it is not clear whether the problem is isolated or systemic, then the re-in- spection rate and sample size can be increased. This normally involves a ditional costs. If the result of the additional inspection or increased sample size confirms deficiencies in the ICS, the conclusion will be the same as ir (a).
Recordkeeping by farmers  a. Many members in producer groups are illiterate, "functionally illiterate", or simply do not have a habit of keeping records of what they do on the farm In simple growing systems (with one certified crop and all the member farmers doing more or less the same activities at the same time of the year), we therefore accept that group members do not keep farm diaries.
b. The main records are kept by the ICS: farm registration, contract, internal inspection report, delivered quantities, follow-up on non-conformities.
c. Farmers are expected, however, to keep at least copies of receipts that they get when delivering products. This allows to cross check the records kept at the group level.
d. With increasing size, complexity and risk level of member farms, also recordkeeping requirements must be increased. E.g. quinoa or vegetable farmers or raspberry farms should keep farm diaries – except for situation where the ICS is frequently present on the farms to supervise farm activities (beyond the annual internal inspections) and can therefore keep farm diaries on behalf of the farmers. Diaries kept by office staff that is not reall in contact with the farms, are not accepted as a substitute.
19 Related docu- • 3.1.1.2 Steps to organic certification for producer groups (Inf)
ments  • 3.2.5 Brief information on group certification (Inf)
3.2.36 Brief information on subcontracting (Inf)
4.1.3.1 Policy for group certification with 100% external control (Pol)
4.2.3.0 Which reporting format (WI)
4.2.3.5 Producer group inspections (WI)
4.3.5 Organic management plan for producer groups (F)
4.3.5.1 Internal inspection report (model) (F)
4.3.5.2 Example farmer list (F)
4.3.5.3 Internal farm registration (F)
4.3.5.4 Farm structure assessment (F)
4.4.5 Standard inspection program producer groups (Inf)
4.5.5 Short Inspection Report (T)
4.5.5.2 Spreadsheet for risk factor assessment (T)