

*OECD Scheme for the Application of
International Standards for Fruit and Vegetables*

Peer Review of the Fruit and Vegetables Quality Inspection System in Spain

2014



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FOREWORD

The OECD Fruit and Vegetables Scheme undertook a mission as part of a review of the fruit and vegetables quality inspection system in Spain on 29-31 October 2013. The review included a 3-day visit to Madrid and Comunitat Valenciana to meet officials and stakeholders in the fruit and vegetables sector.

Mr Istvan Ecsedi (Hungary) and Csaba Gaspar (OECD Secretariat) participated in the peer review mission. The team was accompanied by Mr Jaime Camps Almiñana from the Ministry of Economy and Competitiveness, by Mr Juan Vicente Martínez Cortés and Mr. Vicente Francés López from the General Directorate of Trade of Valencia and by Ms Carmen Montoro Cavero from the Regional Ministry of Agriculture, Fisheries and Food of the Comunitat Valenciana. During the peer review mission, meetings were held with officials at the Ministry of Economy and Competitiveness and at the Valencia Regional Office of the Inspection Service, SOIVRE. The peer review team managed to follow the implementation of the quality inspection at export and import stages and in case of expedition to EU countries and to the Spanish internal market.

This draft report was prepared by the peer review team in close cooperation with officials at the Ministry of Economy and Competitiveness and the Regional Ministry of Agriculture, Fisheries and Food of the Comunitat Valenciana. It brings together the policies and institutional structures related to the fruit and vegetables quality inspection system. In addition, it presents the experts' assessment of the organisation of the administrative structure and the implementation of the fruit and vegetables quality inspection system in Spain.

The peer review report is published under the responsibility of the OECD Fruit and Vegetables Scheme.

ACKNOWLEDGEMENTS

The Peer Review Report has been approved by the OECD Fruit and Vegetables Scheme. It has been drafted by the OECD Secretariat: Csaba Gaspar and Günter Jessl (National Expert, Austria). The OECD Secretariat is grateful for the contributions provided by Jan van de Wijnboom of the Ministry of Economic Affairs, Agriculture and Innovation of the Netherlands, Martien de Graaf, Jean Crombach, Peter Damen, Anouk Lafeber, Mat Kersten and Erwin Kook of the Kwaliteits-Controle-Bureau, (KCB). The organisation of the review mission, editing and formatting of documents were done by Sophie Boissonnade, Isabelle Braud and Simon Gregg of the OECD Secretariat.

EXECUTIVE SUMMARY

Spain is the largest exporter of fruit and vegetables in the world. The Spanish fruit and vegetables quality inspection system is well organised in order to manage the large amount of produced and traded fruit and vegetables. The system has to accomplish two main objectives; the promotion of Spanish fruit and vegetables abroad; and, compliance with all responsibilities determined by Spain's membership in the European Union and in other intergovernmental organisations such as the OECD Fruit and Vegetables Scheme.

The organization of the Spanish quality inspection system is complex. It is implemented by different levels of the Spanish Administration (central, regional and local) involving three Ministries. The inspections are coordinated in the central level by the Coordinating Authority (designated authority) which is the Ministry of Economy and Competitiveness, Deputy Directorate of Inspection, Certification and Technical Assistance for Foreign Trade. This Deputy Directorate is also the Headquarter of the Ministry's Inspection Body, the SOIVRE.

The inspections are implemented in the regional and local level. The export and import inspections are implemented by the SOIVRE Regional and Territorial Directorates. The expeditions to EU countries including the Spanish internal market are also controlled by SOIVRE as well as by the Regional Ministries of Agriculture. The inspection at retailer level is done by the Regional Ministries of Health and Consumption.

The effective implementation of this complex quality inspection system requires a high level coordination between the different authorities representing different administrative levels. Therefore, the Ministry of Economy and Competitiveness signed Collaboration Agreements currently with three Regional Ministries of Agriculture (Comunitat Valenciana, Andalucía, Región de Murcia) covering around 77 % of the fruit and vegetables production. In these three Regions, Monitoring Committees, established by both authorities, facilitate the work of the Coordinating Authority.

The SOIVRE Inspection Body was established in 1934 under the Ministry of Economy and Competitiveness, with the objective of promoting Spanish fruit and vegetables export through quality inspection of the products. Currently they have broader range of activities including control, certification and technical assistance. SOIVRE has 31 offices and 17 laboratories in Spain. The Inspection Body is also represented in the main trading partner countries in order to facilitate trade.

SOIVRE employs 134 inspectors (2012) (50 inspectors and 84 technical inspectors) from which around 1/3 are dedicated to quality control of fruit and vegetables. Inspectors are responsible for coordination and inspection and technical inspectors are responsible only for inspection. All inspectors are equipped with all necessary inspection tools, but have limited access to official cars. The use of laptops or other electronic devices during the inspection is less common.

SOIVRE inspectors are well educated and experienced. They need to hold a university diploma and pass a specific public examination in order to become civil servant. They also have to complete a 4 month training course which includes theoretical formation and practical training in at the inspection stations under the supervision of experienced inspectors. SOIVRE also organizes regular regional training courses in order to keep the inspectors up to date. Moreover, SOIVRE inspectors regularly attend to international training courses and OECD Working Group Meetings. Inspectors in the Regional Governments have similar requirements and systems of training, although the systems vary from one region to another.

Spain applies the 10 EU specific marketing standards (plus the marketing standard for bananas) and the EU General Marketing Standard. Their application is compulsory. The application of the OECD/UNECE

standards is voluntary. However, in case, when a consignment is classified and the 10 specific EU standards cannot be applied, OECD/UNECE standards have to be applied as a benchmark. Currently the OECD/UNECE standards are not available in Spanish, but the State Administration is working on their translation. Furthermore, Spain applies a National Standard for Potatoes in the domestic market.

Spain applies the fruit and vegetables inspection procedures defined in EU Regulation No. 543/2011 which is in line with the OECD Fruit and Vegetables Quality Inspection System. The Spanish inspection system is based on risk analysis. Spain applies different inspection frequencies for export, import and for the EU market (including the Spanish market). The cost of the official quality inspections is covered by the Inspection Authorities.

The Peer Review Team followed the organisation of inspection at the Coordinating Authority as well as at the Central Office of the Territorial Directorate of Trade (SOIVRE) in Valencia. The Team also followed the implementation of quality inspections at export/import stage as well as before expedition to the EU and the Spanish internal market in Comunitat Valenciana. The Peer Review Team assessed the Spanish quality inspection system as follows:

- The fruit and vegetables quality inspection system is well-implemented in Spain and soundly manage the challenges raised from the distribution of control jurisdiction between several Governmental Bodies.
- The Coordinating Authority is well organized. The staff is professional and well experienced. They coordinate the inspection very well and have a good communication and cooperation with the Regional SOIVRE Inspection Bodies as well as with the Regional Ministries of Agriculture.
- The Peer Review Team suggests to the Central Administration to develop Collaboration Agreements with all Regions. It would help to maintain a harmonized fruit and vegetables quality inspection system in Spain and would also facilitate the work of the Coordinating Authority.
- SOIVRE developed a remarkable electronic information system (ESTATICE) which supports a smooth implementation of inspection, manage databases and risk assessment systems, allows the distribution of information and provide surface for multi-way communication. The Peer Review Team suggests to other Members to take into consideration the Spanish electronic information system.
- The SOIVRE inspectors are well educated and well experienced. They are properly equipped with all necessary inspection tools except cars. Therefore, the Peer Review Team suggests the purchase of official cars as financial possibilities allows.
- The number of SOIVRE inspectors in Valencia was reduced by around 30% in the last three years, as a negative effect of the financial crisis. The Peer Review Team suggests to increase the number of inspectors to an appropriate level, as soon as the financial situation of SOIVRE allows the recruitments.
- The Peer Review Team recommends organizing joint training programmes for the inspectors of SOIVRE and the Regional Ministries of Agriculture. This would lead to a higher level of harmonization between the two systems.

- SOIVRE developed well-structured inspection forms which facilitates a smooth inspection and reduces the possibility for procedural mistakes. The Peer Review Team suggest to other Members to consider the Spanish inspection documentation system.
- The SOIVRE inspectors filled in the inspection forms and other documents by hand during the followed inspections. The Peer Review Team recommends to Spain the introduction of the electronic document management during the inspection as financial possibilities allow.
- The Peer Review Team suggests the complete harmonisation of the implementation of the risk assessment systems of SOIVRE and the Regional Ministry of Agriculture of Comunitat Valenciana, in case of inspection of traders expediting fruit and vegetables to the EU and Spanish market. This would mean the regular share or merge of the detailed information on the result of inspection of the fruit and vegetables traders.
- The Peer Review Team was informed that the financial possibilities of the SOIVRE Inspection Body and the Regional inspection body are limited. In contrast, all costs of the official inspections are covered by the Central and Regional Governments. This is a well- introduced system and accepted by stakeholders. However, Spain may consider the introduction of a basic fee for the inspections, which could partly cover the cost of the Authorities and may allow the further development of the inspection system.
- The commercial quality, phytosanitary and health inspection of fruit and vegetables are implemented by several Authorities in Spain in a well implemented system. However, Spain may consider an integrated approach in the inspection of fruit and vegetables as an alternative to the current fruit and vegetables quality inspection system.

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PEER REVIEW REPORT

Objective of the Peer Review

The Peer Review process is a systematic examination and assessment of the performance of a sector by experts from other countries under the auspices of the OECD Secretariat. The ultimate goal is to help to improve policy making, adopt best practices, and comply with established international standards and principles. The examination is conducted on a non-adversarial basis and relies heavily on mutual trust amongst the reviewers, as well as their shared confidence in the process.

A key goal of Peer Reviews of the fruit and vegetables sector is to harmonise the interpretation of quality standards and the implementation of common or similar rules applied in the fruit and vegetables quality inspection system. Another important goal is the learning process, made possible, where new ideas can be shared with existing and new countries. The value of establishing new and improving existing networks is an important part of the work of the Scheme.

Chapter 1 - Introduction

Spain is one of the founding Members of the OECD Fruit and Vegetables Scheme (1962). Spain has been very active in the work of the Scheme. They were the rapporteur of many OECD Explanatory Brochures e.g. on Strawberries, Peaches & Nectarines and recently they are working on the OECD Brochure on Garlic. Spain is a regular and active participant of many OECD Working Groups and they are involved in OECD capacity building activities. Spain also participated as a Member of the Peer Review Team for Hungary and Morocco.

Production and export of fruit and vegetables plays an important role in agriculture and the economy of Spain. It accounts for 33 % of the total agricultural production with the value of 13.670 million Euros (2011). Moreover, Spain is the largest exporter of fruit and vegetables in the world. The fruit and vegetables quality inspection system has a central role to maintain the quality of the Spanish fruit and vegetables products and, therefore, facilitate trade. This peer review can provide useful information and feedback to the self-assessment of the Spanish Inspection system with the identification of strengths and weak points of the system from the point of view of the OECD Scheme as an independent third party.

1.1 Overview of Spain

1.1.1 Geographical situation

The Kingdom of Spain, (Spain) is a sovereign state whose territory includes both the Peninsula and the Islands.

The mainland is located on the Iberian Peninsula in southwestern Europe, bordered to the west and northwest by Portugal and the Atlantic Ocean; to the north and north east by France, Andorra, and the Bay of Biscay; and to the south and east by the Mediterranean Sea except for a small land boundary with Gibraltar; It is one of three countries (Morocco, France) to have both Atlantic and Mediterranean coastlines. Spain's 1,214 km (754 mi) border with Portugal is the longest uninterrupted border within the European Union.

Spanish territory also includes the Balearic Islands in the Mediterranean, the Canary Islands in the Atlantic Ocean off the African coast, and two autonomous cities in North Africa, Ceuta and Melilla, plus other small uninhabited islands on the Mediterranean side of the Strait of Gibraltar. With an area of

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505,992 km² (195,365 sq mi), Spain is the second largest country in Western Europe and the European Union and the fifth largest country in Europe.

Spain is a mountainous country, dominated by high plateaus and mountain chains. The highest peak in the Peninsula mainland is the Mulhacén, 3,478 m high, located in Sierra Nevada, which is also the highest elevation in the Iberian Peninsula. The highest point in Spain is the Teide, a 3,718 meter high active volcano in the Canary Islands. The Meseta Central is a vast plateau in the heart of peninsular Spain.

There are several major rivers in Spain such as the Tago (Tagus), the Ebro, the Duero (Douro), the Guadiana and the Guadalquivir. Alluvial plains are found along the coast, two important ones are that of the Guadalquivir (in Andalusia) and the Ebro (in Catalonia).

1.1.2 Administrative divisions

Spain is organizationally structured as a so-called “Estado de las Autonomías” (“State of Autonomies”); it is one of the most decentralized countries in Europe, along with Switzerland, Germany and Belgium. All Autonomous Communities have their own elected parliaments, governments, public administrations, budgets, and resources.

The Spanish State is integrated by 17 Autonomous Communities and 2 Autonomous Cities, both groups being the highest or first-order administrative division in the country. Autonomous Communities are integrated by provinces, of which there are 50 in total, and, in turn, provinces are integrated by municipalities. Municipalities are granted autonomy to manage their internal affairs, and provinces are the territorial divisions designed to carry out the activities of the State.

Figure 1 – Map of the autonomous communities of Spain



Source: Ministry of Economy and Competitiveness

Figure 2 - Map of the provinces of Spain



Source: Ministry of Economy and Competitiveness

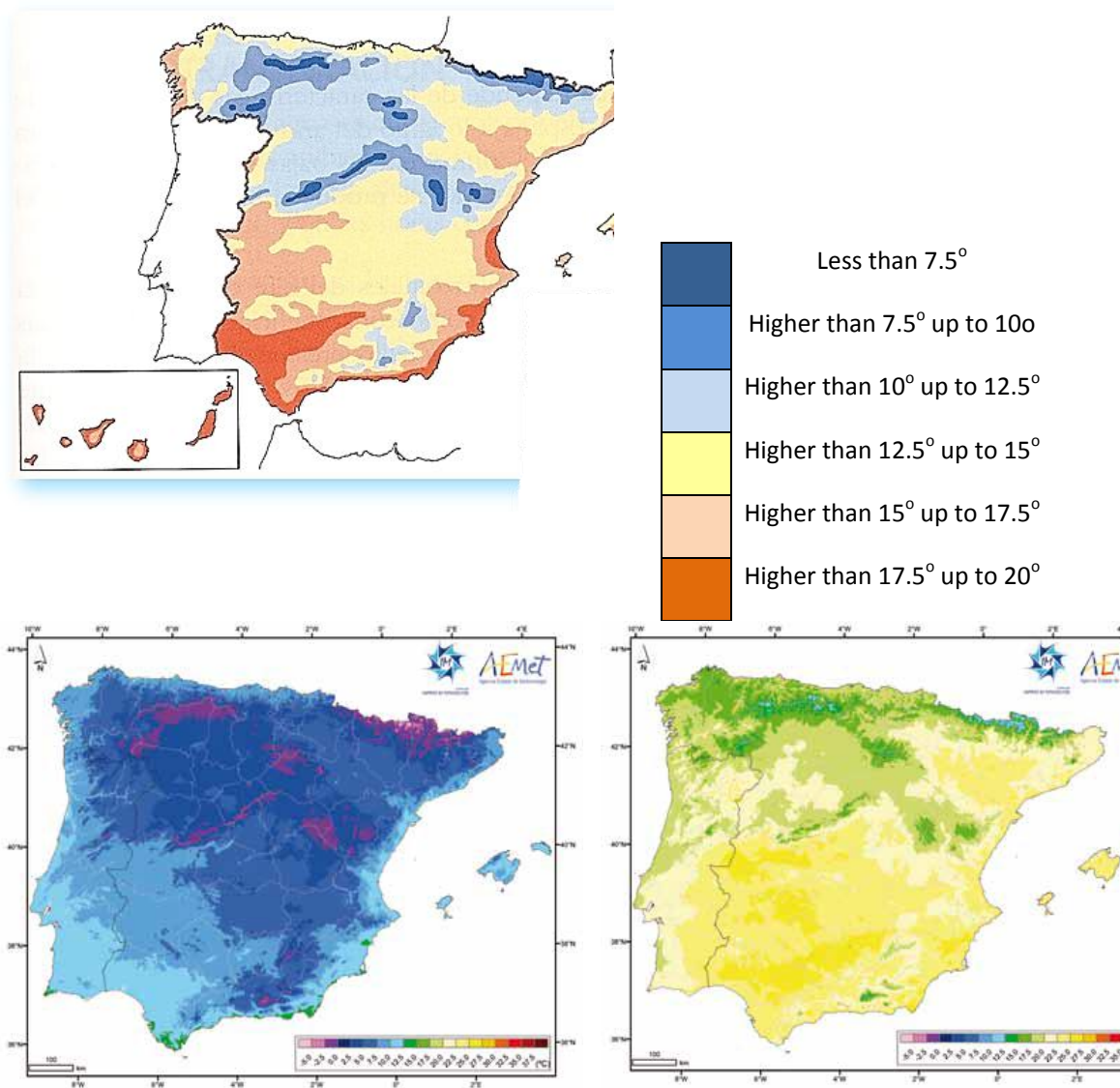
1.1.3 Agro-climate situation

Four main climatic zones can be identified, according to geographical situation and orographic conditions:

- The Mediterranean climate, characterized by dry and warm summers. It is in the Eastern and southern coast and much of the Guadalquivir Valley. Average temperatures of 11°C in winter and 23°C in summer. Annual rainfall between 250 mm and 600 mm.
- Continental Mediterranean climate of interior central plateau (Meseta Central). With a climate more extreme, hot in summer and cold in winter. Average temperatures of 2-5 °C in winter, and 24 °C Summer an average Annual rainfall under 400mm. Heavy snowfalls in winter.
- The semiarid climate, located in the southeastern quarter of the country, especially in the Region of Murcia and Almeria. In contrast with the Mediterranean climate, the dry season extends beyond the summer.
- The oceanic climate, located in north quarter of the country, especially in the region of Basque Country, Asturias, Cantabria and partly Galicia. Winter and summer temperatures are influenced by the ocean, and have no seasonal drought. Average temperatures here are 9 °C in winter and 18°C in summer. This is the wettest part of the peninsula with annual rainfall between 800-1500mm. Although summers are cooler and wetter here than the rest of Spain, there is a marked summer drought and plenty of warm, sunny weather.

Apart from these main types, other sub-types can also be found, like the alpine climate in the Pyrenees and Sierra Nevada, and a typical subtropical climate in the Canary Islands and in the regions of Málaga and Granada (South of the peninsula). Generally speaking average winter temperatures are above 14°C and average summer temperatures are around 22°C.

Figure 3 Average annual temperatures (Celsius degree)



Average mean temperature in winter.

Average mean temperature in summer.

Source: Ministry of Economy and Competitiveness

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1.1.4 Significant role in the demography and economy

Spain is the 27th most populated country in the world. The Spanish population is estimated to 47.3 million by the Spanish National Institute of Statistics. The population density is 93/ km² which makes it the 106th place in the world rank.

Spain has the 13th largest economy by nominal GDP in the world, and fourteenth largest by purchasing power parity. The Spanish economy is the fifth-largest in the European Union, and the fourth-largest in the Eurozone, based on nominal GDP statistics. In 2012, Spain was the eighteenth largest exporter in the world and the sixteenth-largest importer.

According to the International Monetary Fund (IMF), the total GDP (PPP) in 2012 was 1.411 trillion USD which means 30,557 USD per capita (nominal GDP :1.352 trillion USD; 29,289 per capita). In 2012 the service sector was the most important contributor to GDP with its 65 % followed by industry and the energy sector with 16 %. Agriculture accounted for 2.3 % of the GDP in 2012.

Table 1 Share of the Spanish GDP by Sectors (percentage)

% GDP by sector (market prices)	2008	2009	2010 (P)	2011 (P)	2012 (A)
Agriculture	2.3	2.2	2.4	2.3	2.3
Industry and energy	15.5	14.4	15.1	15.7	15.9
Construction	12.5	12.1	9.7	8.7	7.9
Services	61.4	64.2	64.1	65	65.7
Net taxes on products	8.3	7.1	8.7	8.3	8.2

(P) Provisional estimation

(A) Forecast

Source: National Accounts INE

Spain is regarded as the world's 23rd most developed country, among the countries of very high human development (Official report on Spanish recent Macroeconomics, La Moncloa, retrieved 2008-08-13). Despite this, the Spanish economy's recent macroeconomic performance has been poor. Between 2008 and 2012 the economic boom of the 2000s was reversed, leaving over a quarter of Spain's workforce unemployed by 2012. In 2012, the Spanish economy contracted by 1.4%, and the Spanish economy is still mired by recession as of mid-2013.

Spain has significantly increased its trade openness in the last two decades and now exceed the EU average. In the last five years, Spanish exports of goods and services have dramatically risen. They represent 32.4% of GDP in 2012, more than 6 percentage point (p.p.) higher than in 2007. Spain is gradually increasing the export/import coverage ratio, from 66.8% in 2008 to the unprecedented maximum of 87.9% in 2012. The most relevant exporting sectors in 2012 have been equipment (19.6% of total exports), food (15.3 %), chemicals (14.1%), automobiles (13.7%), and semi manufactured goods (11.5%). The most dynamic subsectors regarding the increase of their sales abroad have been railway equipment (+21.1%), engines (+12.8%) and manufacturing specific machinery (+13%), meat (+13.8%), drinks (16.8%), organic chemicals (+35.8%), fertilizers (+20.5%) and non-ferrous metals (+5.5%).

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1.1.5 Agricultural sector and trade

Agriculture accounts for 2.3% of the country's wealth (GDP) (National Accounts INE — 2012 estimated), with the most important being the horticulture sector with a production value of 12.000 million euros, including flowers, which means 59% of crop production and 36% of total agricultural production, and a production volume of 25 million tonnes.

As for trade, agriculture sector in Spain accounts for 15% of Spanish exports where fruits and vegetables sector plays a key role with 41% of agriculture exports and 6% of total exports in Spain. In fact, more than 40% of Spanish fruits and vegetables production is exported.

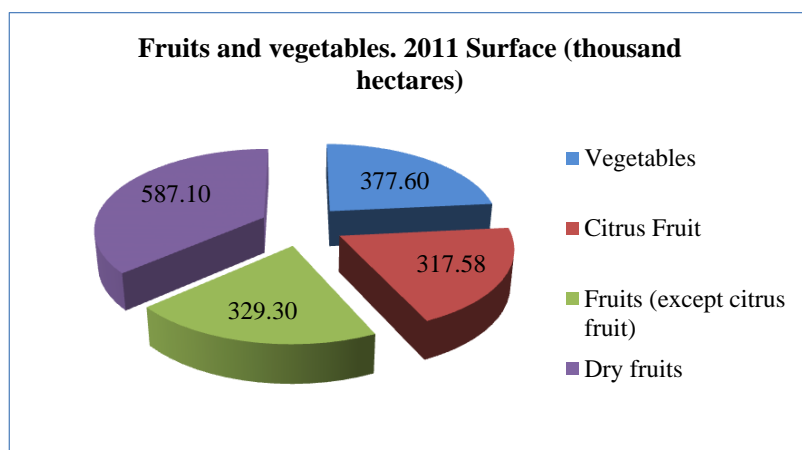
1.1.6 Fruit and vegetables sector

The fruit and vegetables sector has a very important role within the agricultural sector in Spain and also within the Spanish economy.

According to the Spanish Ministry of Agriculture, Food and Environment (MAGRAMA) it represented 33% of total agricultural production in 2011 (13.670 million Euros). This percentage has been even higher during the past years (around 38% in 2008, 2009 and 2010).

The crop area for fruit and vegetables is 1.6 – 1.7 million hectares (Ha), which represents 9.5 % of the total agricultural surface. About 24 % of the total area is irrigated cultivation (regadío). Dry fruits are the group with the larger cultivated surface (587.1 thousand hectares in 2011).

Figure 4 - Fruit and vegetables production by area in Spain, 2011 (thousand hectares)



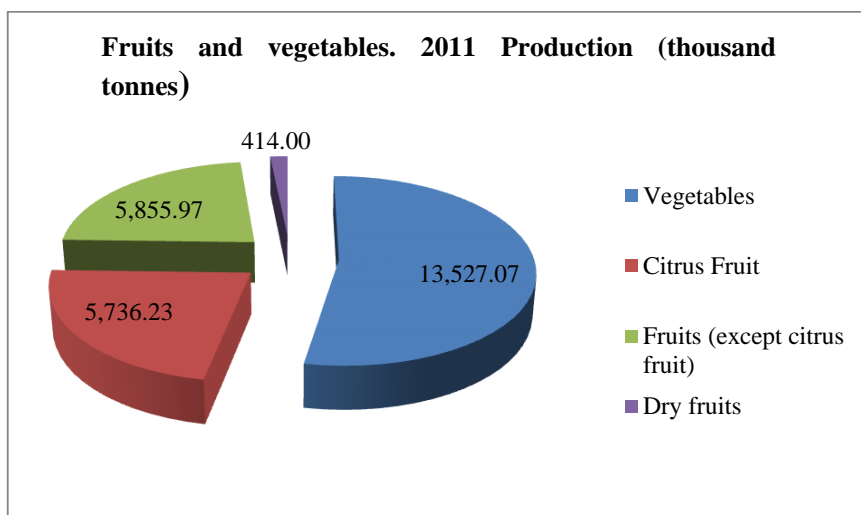
Source: Ministry of Economy and Competitiveness

The total production of fresh fruit and vegetables is around 25-26 million tonnes, with the following distribution in 2011: vegetables (53%), citrus fruit (22.5%), other fresh fruits (22.9%) and dry fruits (1.6%). The fruit and vegetables production is concentrated in river valleys, the Mediterranean coast and the Canary Islands:

- citrus fruit: Comunitat Valenciana and Region of Murcia
- vegetables: Andalucía, Region of Murcia and Comunitat Valenciana
- tomatoes: Almeria, Comunitat Valenciana, Region of Murcia and Canary Islands

- peaches and nectarines: Seville, Valencia and Cataluña
- apples and pears: Cataluña and Aragón
- tropical fruit: Málaga and Canary Islands.

Figure 5- Fruit and vegetables production by weight in Spain, 2011 (thousand tonnes)



Source: Ministry of Economy and Competitiveness

The following table shows the distribution of the fruit and vegetables production in 2010-2011

Table 2 Fruit and vegetables production in Spain

	2010		2011	
	Surface (thousand hectares)	Production (thousand tonnes)	Surface (thousand hectares)	Production (thousand tonnes)
Vegetables	384.80	13 461.10	377.60	13 527.07
Citrus Fruit	319.15	6 092.42	317.58	5 736.23
Fruits (except citrus fruit)	330.83	5 845.49	329.30	5 855.97
Dry fruits ¹	597.50	562.80	587.10	414.00
TOTAL	1 632.28	25 961.82	1 611.58	25 533.27

Source: Ministry of Economy and Competitiveness

¹ The surface in this table only considers regular plantations. In dry fruits, the number of trees that do not belong to a regular plantation is very important, and the surface in this table only considers regular plantations.

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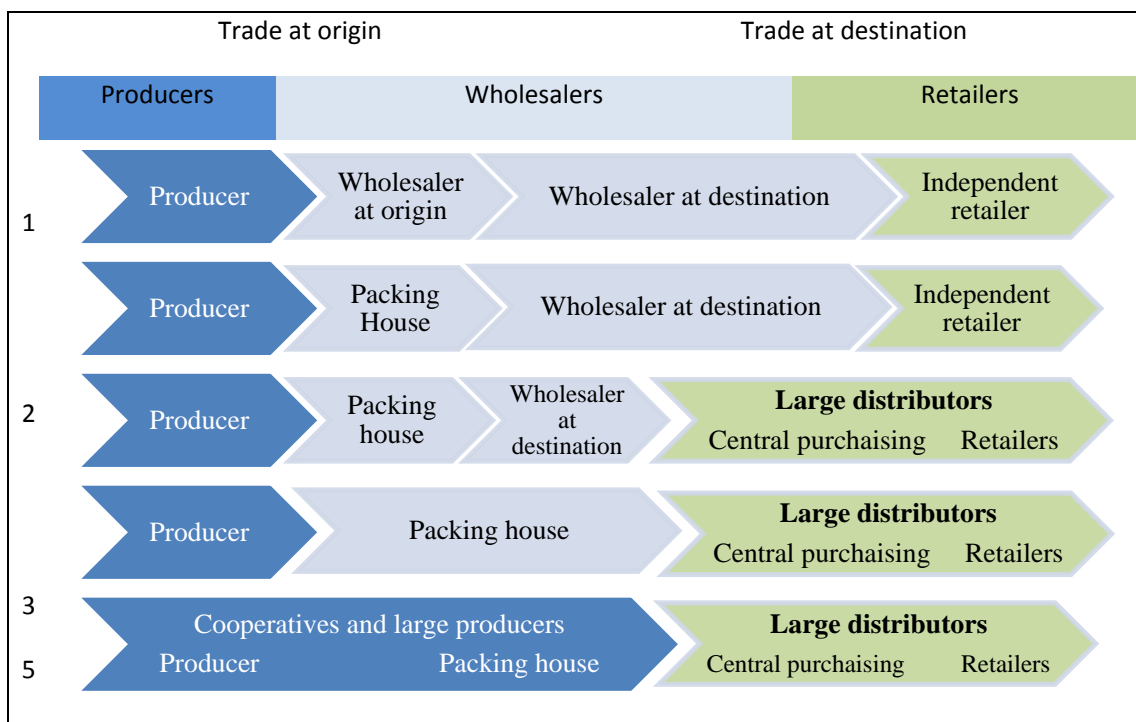
Vegetables consist mainly of tomatoes (28.6% of the total production of vegetables), potatoes (18.2%), onions (9.7%), lettuce and endives (6.9%), sweet peppers (6.8%) and cucumbers (5.3%).

Fresh fruits consist mainly of oranges (24.32%), mandarins (18.26%), peaches and nectarines (11.53%), melons (7.52%), watermelons (6.61%), lemons (6.35%) and apples (5.78%).

The detailed statistics on the Spanish fruit and vegetables production and export is attached to this Report as Annex II and III.

The distribution of fresh fruits and vegetables in Spain follows basically 5 different channels, as shown in the figure bellow. The traditional channels numbers 1 and 2, especially number two is still very important, as it is the main source of distribution for specialized shops (it represents more than the 50% of the national production of fresh fruits and vegetables). The rest correspond to the trade through the large retailers (i.e. modern distribution), that present three main possibilities depending on the suppliers of the large distributors: wholesaler at destination (3), packing houses (4) or producers and packing houses integrated in the same company (5).

Table 3 Distribution of fresh fruit and vegetables in Spain



Source: Ministry of Economy and Competitiveness

As regards domestic consumption, in 2011 Spaniards consumed 85.38 kilos of vegetables and 101.46 kilos of fresh fruits (Ministry of Agriculture, Food and Environment – Distribution observatory). The 5 most consumed were: potatoes, tomatoes, onions, lettuces and endives and peppers and; oranges, apples, bananas, melons and watermelons. The sales share for fresh food according to the type of retailer were: traditional shops (39.6%); supermarkets and self- services (30.7%); hypermarkets (8.1%); discount shops (7.3%). Discount shops have gained importance as a sales channel in the last year.

Table 4 Household consumption of fresh fruit and vegetables in Spain (2011)

2011 HOUSEHOLD CONSUMPTION OF FRESH VEGETABLES		
	thousand kg	Consumption per person (kg)
TOTAL VEGETABLES	3 918 040.49	85.38
Potatoes	1 033 629.63	22.52
Tomatoes	699 984.41	15.25
Onions	340 861.62	7.43
Lettuces and endives	217 918.46	4.75
Peppers	228 348.29	4.98
Beans	111 069.25	2.42
Brassica	87 405.03	1.90

2011 HOUSEHOLD CONSUMPTION OF FRESH FRUITS		
	thousand kg	Consumption per person (kg)
TOTAL FRUITS	4 656 017.60	101.46
Oranges	915 785.34	19.96
Apples	547 775.51	11.94
Bananas	506 944.11	11.05
Melons	400 509.57	8.73
Watermelons	348 696.11	7.60
Pears	320 765.11	6.99
Mandarines	306 662.69	6.68
Peaches and nectarines	201 696.04	4.40
Kiwi	141 999.73	3.09
Strawberries	115 097.22	2.51
Table grapes	110 053.03	2.40
Lemons	103 918.28	2.26
Plums	79 603.67	1.73
Cherries	72 157.34	1.57
Apricots	36 965.48	0.81

Source: Ministry of Economy and Competitiveness

Chapter 1 - Introduction

Spain, is the largest exporter of fruit and vegetables of the world, with a market share of 9% (FAO, 2009), followed by The Netherlands and China.

Spain is the second biggest producer of fruit and vegetables in the EU after Italy. This sector has an important export orientation, being the fifth in the Spanish ranking. The total volume exported per year is around 10 million tonnes and the destination is more than 90% the European Union Member countries. The main destinations in the EU are Germany (24%), France (19%), United Kingdom (11%), The Netherlands (9%), Italy (6%) and Poland (5%). As regards third countries, Russia, Switzerland, Norway and Brazil, account for a 5%.

Regarding imports, the total volume exceeds 2 million tonnes in the recent years. In 2012 2.6 million tonnes were imported (1.3 of fruits and 1.1 of vegetables), 60% coming from EU Member countries (32% France, 8% Portugal), being Morocco (5.8%) and Costa Rica (4.8%) the most important third country origins.

Chapter 2- Legislative background for fruit and vegetables inspection

Chapter 2 - Legislative background for fruit and vegetables inspection

2.1 National strategy of operational programmes for fruit and vegetables

Spain has a National Strategy for the fruit and vegetable sector, named National Strategy of Operational Programs for the Fruits and Vegetables Sector (“Estrategia Nacional de los Programas Operativos sostenibles para el sector de frutas y hortalizas”), in force from January 2012 until December 2013. This Strategy has been extended until December 2014.

This Strategy has been developed to comply with the obligations in Article 103f (National framework and national strategy for operational programs), point 2 of Council Regulation (EC) No 1234/2007 of 22 October 2007 establishing a common organization of agricultural markets and on specific provisions for certain agricultural products (Single CMO Regulation).

The Strategy describes the current situation of Fruit and Vegetables Sector in Spain: the strengths, weakness and potential of development. It also establishes the key objectives to face these items and the actions eligible under the operational programme scheme which are necessary to achieve the objectives. These actions are co-financed by European Union and the producer organisations.

There is a more general action on food quality named The Coordinating Bureau of Food Quality (“La Mesa de Coordinación de la Calidad Alimentaria”), which is an inter-regional collaboration and coordination body. It is composed by the Quality Control Regional Bodies (“Servicios Autonómicos de Control de la Calidad y Defensa contra Fraudes”) and the General Directorate of Food Industry (Deputy Directorate of Control and Food Laboratories), from the Ministry of Agriculture, Food and Environment (MAGRAMA) and the participation of experts and representatives of the sectors concerned.

Its role is to coordinate the activities of the Control System of Food Commercial Quality, included in the National Plan of Food Chain Control 2011-2015, elaborated by the Coordinating Bureau of Food Quality, aiming the loyalty of commercial transactions, to maintain the unity of the market and the quality of production at origin. This goal is achieved through different actions:

- agreements to interpret the related National and International Legislation
- Dissemination and promotion of the related National and International Legislation through publications on official websites (e.g. legislative summary, monthly newsletter, latest legislation)
- organization of training courses, specific campaigns of control, discussion of proposals or drafts on this subject that are being discussed in the EU working groups or Management Committees or in the Central Spanish Administration.

2.2 Legislation

2.2.1 Legislation of the European Union

The fruit and vegetables sector is regulated within the European Union as part of the common organisation of agricultural markets. Spain, as a member of the EU, implements these common policies including the relevant provisions to the fruit and vegetables sector. The relevant EU regulations on quality standards, and their national and international application and inspection are as follows:

Chapter 2- Legislative background for fruit and vegetables inspection

- Council Regulation (EC) No 1234/2007 of 22 October 2007 establishing a common organisation of agricultural markets and on specific provisions for certain agricultural products (Single CMO Regulation)
- Commission Implementing Regulation (EU) No 543/2011 of 7 June 2011 laying down detailed rules for the application of Council Regulation (EC) No 1234/2007 in respect of the fruit and vegetables and processed fruit and vegetables sectors.

The European Union undertook a reform of the fruit and vegetables sector in 2008. The goal of the reform was to simplify the legislation and to reduce the administrative burden for the government, as well as for stakeholders. As a result of the reform, the number of specific standards (SMS) was reduced from 36 to 10. The EU also introduced the General Marketing Standard (GMS) for products which were not covered by SMS. As an alternative, the legislation allowed the use of OECD/UNECE standards for products which are not covered by the ten SMS.

In the last years, the Members of the European Union implemented the reform in a heterogeneous way with different interpretation of the new EU Rules. Spain applies the GMS for the products which are not covered by specific EU marketing standards. However, if classification is marked on the label, the lot has to comply with the requirements of the OECD/UNECE standards.

2.2.2 National legislation

The most important national legislation relevant to the fruit and vegetables sector are as follows

Key legislation on inspection bodies:

- Order PRE/3026/2003, of 30 October, establishing rules of inspection and control for the Regional and Territorial Directorates of Trade (BOE 1 November 2003) This is the basic legislation of SOIVRE Inspection Body, organically depending on the Regional and Territorial Directorates of Trade. It describes the tasks, the way to do them and the list of products controlled by SOIVRE Inspection body.
- Order ITC/2869/2009, of 21 October, amending Order PRE/3026/2003, of 30 October, establishing rules of inspection and control for the Regional and Territorial Directorates of Trade (BOE 28 October 2009).) It amends the list of products controlled by SOIVRE Inspection Body.
- Royal Decree 2192/1984 of 18 November Implementing regulation for Fresh fruit and vegetables quality standards for domestic trade). It establishes the basic rules to ensure a uniform application of the standards in the Spanish territory.

Key Legislation on quality inspection:

- Royal Decree 175/2004, of 30 January, designating the Coordinating Authority. Article 9 of Commission Implementing Regulation (EU) No 543/2011, lays down that each Member State shall designate a single competent authority responsible for coordination and contacts in the area of checks on conformity to marketing standards, called 'the coordinating authority'. This Royal Decree designates the current Directorate of Trade and Investments (from the Ministry of Economy and Competitiveness) as the Spanish coordinating authority.
- Resolution of 9 October 2002, from de Technical General Secretariat, publishing the Collaboration Agreement between the Ministry of Economy and the Regional Ministry of

Chapter 2- Legislative background for fruit and vegetables inspection

Agriculture, Water and Environment of the Region of Murcia to implement the fresh fruits and vegetables control according Regulation (EC) No. 1148/2001. This legislation officially publishes the collaboration agreement between the central Government and the Region of Murcia. These agreements have the same structure and a very similar content, establishing the basis to harmonize control procedures, risk analysis implementation, program of work, traders data base management, approved traders.

Other legislation connected to the fruit and vegetables inspection:

- Royal Decree 1945/1983, of 22 June, regulating offences and penalties regarding consumer protection and agro-food production. This regulation sets the rules on inspection and control of food activities and penalties to offences in this area. It takes into account the defense of public health, the consumer protection and the legitimate demands from the industry, trade and services.
- Furthermore, all regional governments (Autonomous Communities) have their own legislation related to the quality inspection.

Chapter 3 - Marketing standards

3.1 International standards

Spain, as a member of the EU, applies the relevant EU provisions in the fruit and vegetables sector, including the EU marketing standards, whose application is compulsory. There are 10 specific marketing standards (plus the marketing standard for bananas) and a General Marketing Standard. The products for which there is a specific marketing standard are the following:

- apples
- citrus fruits
- kiwifruit
- lettuces, curled leaved and broad-leaved endives
- peaches and nectarines
- pears
- strawberries
- sweet peppers
- table grapes
- tomatoes
- bananas (green bananas).

The General Marketing Standard was introduced for those products, which are not covered by the specific marketing standards. The GMS is practically a list of minimum requirements completed with provisions on tolerances and labelling of the country of origin.

The application of the OECD/UNECE standards in Spain is voluntary. Currently they are not available in Spanish, but the State Administration is working on their translation. However, all the Spanish quality inspectors (SOIVRE) can read the English text of international standards, as English knowledge is required for their recruitment. 1).

3.2 National standards

Furthermore, where no EU legislation exists, there are National Standards for fresh fruit and vegetables that may be applied at a national (domestic trade) or at export and import level depending on the product. The UNECE/OECD standards are taken into account during the elaboration of these National Standards.

Quality standards for domestic trade (applied at a national level) are as follows:

- implementing regulation for Fresh fruit and vegetables quality standards for domestic trade. Royal Decree 2192/1984 of 18 November

Chapter 3 - Marketing standards

- potatoes, early and ware potatoes (commercial quality standard). Royal Decree 31/2009, 16 January.

Quality standard for foreign trade (applied at import and export from/to third countries):

- almonds and hazelnuts. Order 27 April 1972 (repealed except for almond and hazelnut kernels)
- peeled peanut kernels. Order 30 June 1983
- general quality standard of fruits and vegetables. Order 14 January 1981.

Currently Spain applies only the National Standard for Potatoes in the domestic market. It includes classification, which is different from the OECD/UNECE standard where only minimum requirements are defined.

3.3 Standard setting procedures

The State Administration, the private sector and consumers are involved in the elaboration and revision of the quality standards. The involved State Administration are:

- Ministry of Agriculture, Food and Environment: General Directorate of Food and General Directorate of Agriculture
- Ministry of Economy and Competitiveness: General Directorate of Trade and Investments
- Ministry of Health, Social Services and Equality (Spanish Food Safety and Nutrition Agency (AESAN)).

The private sector concerned as well as consumer representations are also involved, according to the subject of the standard, directly or through the existing associations (producers and traders).

Representatives of the General Directorate of Trade and Investments and the General Directorate of Agriculture attend regularly to the OECD and UNECE meetings. In the preparation process they take into account the inspectors' views and industry concerns. The Representatives reports back to them on results and agreements achieved in these international meetings.

Changes in the standards are circulated to the inspectors by the Headquarters of the SOIVRE Inspection Service in Madrid. The Regional Inspection Services have their own informing procedure. Furthermore, the Coordinating Authority keeps informed the Regional Ministries about the changes in the standards published as EU legislation.

Chapter 4 - Structure of the administration system

Chapter 4 - Structure of the administration system

In order to define the tasks of bodies involved in quality and inspection, the special distribution of control jurisdiction that exists in Spain must be taken into account. This is divided between the official inspection bodies of the Central Administration (national), the Autonomous Administrations (regional) and the Local Administration (Municipalities).

SOIVRE Inspection Body of the Territorial and Regional Directorate of Trade, under the coordination of the Deputy Directorate of Inspection Certification and Technical Assistance for Foreign Trade is responsible for the implementation of the fruit and vegetables inspection at export and import stage as well as at the producer level. The quality at producer level and wholesale markets is controlled by the Regional Ministries of Agriculture (The Regional Ministries of the Regional Governments – autonomous communities). Finally, the fruit and vegetables retail market is inspected by the Regional Ministries of Health and Consumptions.

Table 5 Tasks of the different Inspection Authorities related to fruit and vegetables in the internal market

AT ORIGIN: producing facilities and warehouses	AT DESTINATION: Retailer level
Health controls: Regional Ministries of Health coordinated by AESAN (Spanish Food Safety Authority)	Regional Ministries of Consumption, coordinated by the National Institute of Consumption (INC)
Agricultural controls: Regional Ministries of Agriculture coordinated by MAGRAMA	Municipalities
Commercial quality controls: SOIVRE and Regional Ministries of Agriculture and Health	

Source: Ministry of Economy and Competitiveness

Table 6 Different types of inspection of agricultural products necessary prior custom clearance in Spain (export, import)

QUASI-CUSTOMS CONTROLS: Controls are carried out prior to the dispatch of the consignment Food and feed control inspection services:
FOREIGN HEALTH (Ministry of Health - MSSSI)
ANIMAL HEALTH (Ministry of Agriculture - MAGRAMA)
PLANTS HEALTH (Ministry of Agriculture – MAGRAMA)
SOIVRE (Ministry of Economy and Competitiveness): commercial quality (f&v)

Source: Ministry of Economy and Competitiveness

4.1 Central administration

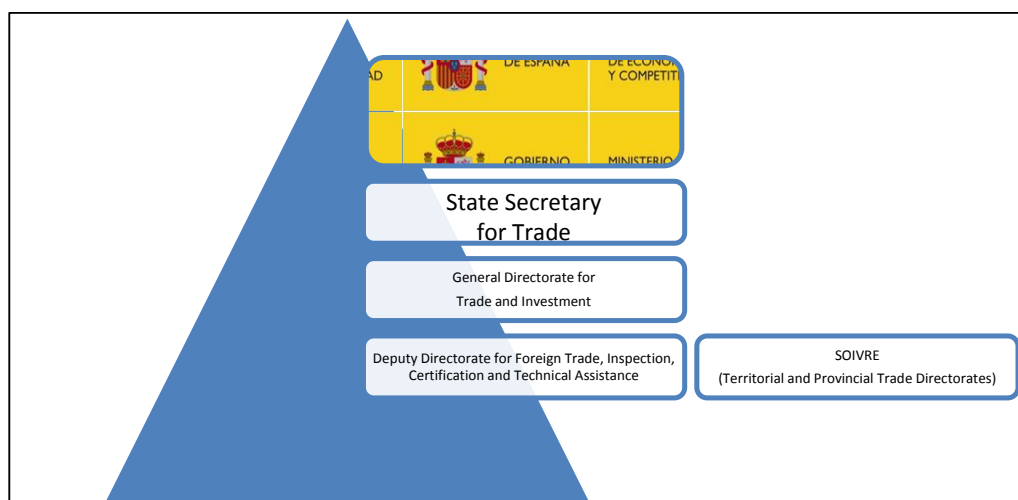
4.1.1 Ministry of Economy and Competitiveness - SOIVRE

The responsible authority, which is also the designated authority for the implementation of the OECD Fruit and Vegetables Scheme and the EU inspection system (EU No. 543/2011), is the Ministry of Economy and Competitiveness – State Secretariat for Trade – General Directorate of Trade and Investments – Deputy Directorate of Inspection, Certification and Technical Assistance for Foreign Trade. This Deputy Directorate is also the Head of the Inspection Body (SOIVRE).

SOIVRE was established in 1934 under the Ministry of Economy and Competitiveness, with the objective of promoting Spanish fruit and vegetables export through quality inspection of the products. Since then SOIVRE's tasks extended to other areas and other types of products. Currently they work on the following three main areas: inspection; certification; and technical assistance.

SOIVRE currently undertakes quality inspection and certification on fresh fruit and vegetables and also on other agri-food products such as olive oil, fish, poultry meat, eggs, some spices, canned fish, and canned olives. Furthermore, SOIVRE is in charge of safety controls of industrial products such as shoes, toys, clothes, electrical equipment of low voltage and furniture in import, and is the administrative authority for the application of the CITES (Convention on International Trade in Endangered Species of Wild Flora and Fauna). SOIVRE also provides technical assistance to producers and traders on different areas related to trade, e.g. on the WTO Agreement on the Application of Sanitary and Phytosanitary Measures (SPS Agreement) or on the Agreement on Technical Barriers to Trade (TBT).

Figure 6 Hierarchical structure of the SOIVRE Inspection Body



Source: Ministry of Agriculture and Competitiveness

SOIVRE Inspection Body of the Territorial and Regional Directorates of Trade (territorial divisions that carry out the activities of the State) implements the conformity controls at the following stages:

- internal EU market (only at dispatching stage to EU Member countries)
- export to third countries

- import from third countries.

SOIVRE has 31 offices spread along the Spanish territory, mainly at the so called “Border facilities for Goods and Foods Control – “Instalaciones fronterizas para el control de mercancías”. The map below shows the location of SOIVRE offices.

Figure 7 Distribution of SOIVRE offices in Spain



Source: Ministry of Economy and Competitiveness

SOIVRE also maintain a network of 17 laboratories which support the implementation of inspections checking e.g. fatty acid contents of olive oils or maximum residue levels of contaminants e.g. in toys. The SOIVRE also has a bilateral agreement with the US Department of Agriculture on the acceptance of pesticide residue checks in citrus fruits implemented in the SOIVRE laboratories.

SOIVRE is also represented in the main trading partner countries e.g. in Belgium, Brazil, China, France, Germany, Italy, Mexico, Morocco, Poland, UK and the US in order to facilitate trade. The representatives of SOIVRE are attached to the Spanish Embassies as commercial counselors.

4.1.2 Ministry of Agriculture, Food and Environment

The Ministry of Agriculture, Food and Environment coordinates and collaborates with the quality control regional bodies:

- The Deputy Directorate of Fruits and Vegetables, Olive Oil and Viticulture (General Directorate of Agricultural Markets and Productions) deals with () agricultural and livestock production regarding production means, sectorial management of the production and management of

Chapter 4 - Structure of the administration system

markets. It cooperates with the Autonomous Communities and with the representative associations in these areas.

- The Deputy Directorate of Control and Food Laboratories (General Directorate of Food Industry) () deals with trade and consumption of food, quality control of food and feed, cooperating and in coordination with the Autonomous Communities and other departments that deal with this control.

4.2 Autonomous administration

The Regional Administration of 17 Autonomous Communities and Local Administration implement the inspections at producer level and at consumption level:

- controls at producer level: the Regional Ministries of Agriculture (Quality Control Regional Bodies “Servicios Autonómicos de Control de la Calidad y Defensa contra Fraudes”
- controls at consumption level.: The Regional Ministries of Health and Consumption and Municipalities (Corporaciones locales).

Controls done by the Regional Administration cover any agro-food product and not only fresh fruit and vegetables. Consequently the control planning is set having in mind a wide range of products and different industries. Furthermore, the institutional organization may differ from one Region to another.

4.3 Coordination between the administrative levels and authorities

Coordination between all inspection bodies that carry out conformity checks at each stage of marketing is the responsibility of the Coordinating Authority (designated authority), the General Director of Trade and Investment in the Ministry of Economy and Competitiveness.

The cooperation includes Collaboration Agreements between the State Administration (currently the Ministry of Economy and Competitiveness) and the Regional Governments (Regional Ministry of Agriculture). Currently three agreements are signed with Comunitat Valenciana (2002), Andalucía (2003) and Region de Murcia (2002). These Agreements affect around 77 % of the registered traders in Spain (1969 traders from the total of 2542 in 2013). The main aspects of these agreements are:

- to have a common data base of traders of fruit and vegetables sector
- to coordinate control procedures
- to coordinate the inspections at production level in packing houses facilities.

An effort is done to harmonise controls and interpret the standards through the Coordinating Authority and the Collaboration Agreements. This harmonisation system is under development and is continuously improving based on the experiences and suggestions of the involved Authorities.

The coordination between all the inspection bodies that carry out conformity checks at each stage of marketing is the responsibility of the Coordinating Authority. Moreover, a Monitoring Committee is established when a Collaboration Agreement is signed. The Monitoring Committee meets regularly in every 4 month with the aim to harmonise the followings:

- control procedures of traders

Chapter 4 - Structure of the administration system

- risk analysis implementation
- annual program of work
- traders data base maintenance
- sanctioning procedure
- sharing of traders to be controlled (territorial basis)
- approved traders
- statistical information.

4.4 Quality inspectors

4.4.1 State administration inspectors

This section provides information on the quality inspectors employed by the State Administration (SOIVRE). The complexity of the tasks of the Inspection Body needs to be taken into account in order to have an understanding how the work of the inspectors are organised. In this regards the inspector deals with not only fruit and vegetables quality inspection but often other types of inspection of different product groups. They can be involved in quality control of agro-food products safety control of industrial products and inspection based on the CITES.

SOIVRE employs 134 inspectors (2012) (50 inspectors and 84 technical inspectors) from which around 1/3 are dedicated to quality control of fruit and vegetables. Inspectors are responsible for coordination and inspection and technical inspectors are responsible only for inspection.

In order to become a State Administration Inspector, applicants need to hold a university diploma and pass a specific public examination in order to become civil servant. The second part of the public examination consist of a training/practice course that takes up to 4 months' time. This period includes theoretical formation and practical training in at the inspection stations under the supervision of experienced inspectors.

SOIVRE organizes regular training courses on specific products or a group of products, e.g. on tropical products or fruity vegetables, in order to keep the inspectors up to date. These training courses are organized regionally when the training is necessary and the financial background is ensured.

Moreover, SOIVRE regularly sends inspectors to attend to international meetings or training courses (United Kingdom, Germany and Slovakia) and OECD Working Group Meetings on specific products when dealing with an OECD brochure.

The inspectors implement the conformity checks based on an Inspection Manual, named Instructions to Quality Control of Fresh Fruit and Vegetables. This Manual contains all protocol which the inspector needs to follow during the inspection. They are fully equipped with all necessary tools which are required for the implementation of the inspection e.g. scales, measuring rings, refractometer, and penetrometer. The inspectors also have access to OECD guidelines, explanatory brochures, OECD Inspection Certificate and other OECD explanatory materials through an internal website of the SOIVRE Inspection Service named: "SOIVRE Inspector Desktop".

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In case when the inspectors need consultation on the implementation of the inspection or interpretation of standards they can turn to the Deputy Directorate of Inspection, Certification and Technical Assistance for Foreign Trade (the Headquarters of the SOIVRE Official Inspection Body; the Deputy Directorate of SOIVRE Inspection Body Inspection Body from now on) . If the case is considered to be important, the result is circulated to other inspectors as well via “Instructions”. Furthermore, there is a private forum through the Web where doubts and consultations may be posted and answers become harmonized actions. The moderator is the Deputy Directorate of SOIVRE Inspection Body Inspection Body which confirms the answers. However this forum is currently less used.

The result of the inspection is not regularly supervised only in the event of nonconformity. In this case another inspector undertakes a second inspection based on the SOIVRE inspection legislation. However, SOIVRE is currently working on the introduction of a quality system based on the standard ISO/IEC 17020:2012 “Conformity assessment - Requirements for the operation of various types of bodies performing inspection”.

4.4.2 Regional administration inspectors

The organisation of the work of the Regional Administration Inspectors varies from Region to Region. Therefore only general information is included in this Report.

In principle, the controls implemented by the Regional Administration cover all agro-food products, including fresh fruit and vegetables. Consequently inspectors control a wide range of produce and various aspects in addition to quality control (e.g. food safety controls).

The conditions to become a Regional Administration inspector vary according to the specific Region. In some cases it is necessary to pass a specific public examination to become civil servant, and in other cases it is enough to have the knowledge and the experience. The period of initial training is also varied. For example in Navarra, the applicants are trained under the supervision of experienced inspectors, before being authorized to implement quality inspections.

The inspection tools which are available for the regional administration inspectors also vary region by region but in general they have all necessary equipments to implement the quality inspection of fruit and vegetables. The Regions also established and maintain special websites for the inspectors, where the different standards, guidelines, explanatory materials are available.

4.5 Industry awareness

One of the tasks of SOIVRE is the technical assistance to producers, packers and distributors. SOIVRE also contributes to the improvement of quality via inspections but it is not involved in any commercial activity in this area. The Inspection Body published 11 Quality Control Manuals regarding the preparation and packaging of fresh fruit and vegetables. These Manuals are available for the public and the producers and traders use them. Moreover, they provide information to producers and traders via the public website of the State and Regional Administration.

SOIVRE informs directly the professional organizations representing traders and growers on the latest developments in the regulatory environments, standards and the implementation of conformity checks. They also meet with representatives of specific sectors to discuss current and relevant issues. In this sense there is a Working Group on External Markets, where the Administration, traders and producers are represented. SOIVRE also organises specific meeting with the representative of the fruit and vegetables industry in order to discuss quality issue. The periodic meeting on the quality of citrus fruits is a good example of these types of activities.

Chapter 4 - Structure of the administration system

The Regional control services also keep the industry informed through the web or direct communications and offer assistance on aspects related to the quality of food produce in general. Moreover, several Regional Administrations provide training to fruit and vegetables producers and the industry through the producer organizations and through certain institutions such as Instituto Navarro de Tecnologías e Infraestructuras Agroalimentarias (INTIA S.A.) or the Centro Nacional de Tecnología y Seguridad Alimentaria (CNTA).

Chapter 5 - Fruit and vegetables quality inspection

5.1 Inspection system

Spain applies the inspection procedure stated in EU Regulation No. 543/2011 which is in line with the OECD Fruit and Vegetables Quality Inspection System. The inspection system is based on a risk analysis. However, it is necessary to distinguish between trade with third countries (exports and imports) and internal trade (EU and Spanish market).

SOIVRE is responsible for controlling import and export of fresh fruit and vegetables (third countries' trade). In Spain, Customs only accept export or import declarations for the products subject to specific marketing standards, if the goods are accompanied by a Conformity Certificate. Therefore, the 100% of the products imported or exported need this Certificate. Importers and exporters have to request the quality inspection for all lots. However, not all the conformity certificates are based on physical controls but in some cases only documentary checks are done based on the decision of the quality inspectors.

SOIVRE and the Inspection Services of the Regional Ministries of Agriculture are responsible for controlling expeditions in EU internal trade and in the Spanish market. In this case, SOIVRE works with a traders' database linked to a risk analysis that according to several parameters determines the number of visits per season that should be carried out to each trader. These inspections are therefore planned in advance and the selection of the lots depends on the existing produce in the packing house at the time of the inspection.

Table 7 Number of export and import inspection in Spain (2010-2012)

Number of inspections			
Physical control	2010	2011	2012
Export	50 289	62 249	67 941
Import	24 888	22 287	18 769
TOTAL inspection	75 177	84 536	86 710

Source: Ministry of Economy and Competitiveness

Table 8 Inspections at packing house level by SOIVRE and Regional inspectors (2010-2012)

Number of Control Visits			
	2010	2011	2012
Regional inspectors	1 205	1 271	1 140
SOIVRE inspectors	1 116	1 513	1 542
TOTAL visits	2 321	1 887	1 863

Source: Ministry of Economy and Competitiveness

SOIVRE developed a software which supports the implementation of all types of inspection including fruit and vegetables. The software is called Integrated Inspection System ESTATICE. The inspectors can access to ESTATICE via a secured interface. There are several software tools available through the Inspector's Desk where the inspector can access to all information which is required for the inspection e.g. ESTACICE, the Trader's Database and the risk assessment system (GARFYH) etc. They can also download OECD explanatory brochures, UNECE and Codex Standards. Via the LEGISLA they can have access to all regulations related to the inspection, newsletters, instructions and campaign reports. PROCLARITY –Datacomex is a tool for inspection statistics.

ESTATICE also provides a surface to traders in order to request export or import inspections. The ESTATICE is widely used; almost all requests are made via this system by the traders themselves (or their representatives).

5.2 Method of inspection

5.2.1 Export and import inspection

The export and import inspection is the exclusive responsibility of SOIVRE.

As Spain applies the OECD/EU quality inspection methods the first step is the selection of the lot to be inspected. In order to be able to do it, importers and exporters (from/to third countries) have to request quality inspection for all import and export lots. They send the request via Internet through a specific electronic application named ESTACICE, to the SOIVRE regional office where the import/export is going to be done.

The inspector shall identify the lots of the consignment with the aid of accompanying documents or declarations concerning the consignments and shall then determine how far the lots presented comply with the information in these documents (documentary inspection). The criteria to determine the lots to be physically checked are based on several parameters (risk analysis) and differ in import and export. As a general rule the minimum percentage for physical conformity check in case of import is 80% and in case of export is 50%.

Once the lot is assigned for inspection, the inspector implements the physical control. The inspector shall decide which packages are to be checked. Thus several packages are taken at random from the lot (in case of packed produce), so that the total quantity is sufficient to allow the assessment of the lot with regard to all criteria. When a consignment is located in a warehouse, the sample boxes are selected at random from the total number of boxes (using systematic sampling or random numbers). When the consignment is in a transport vehicle, the sample boxes may be taken from the whole consignment and, consequently, the vehicle may be unloaded.

If reduced or secondary samples are required to check specific parameters, these shall be identified by the inspector from the bulk sample. If the inspector suspects that the lot is not conform to the quality standard, the OECD sampling method is followed.

The percentages of tolerances applied during the inspection are those specified in the standards. The tolerance varies according to the class declared. For extra class there is a 5 % tolerance of produce satisfying the requirements of Class I (0.5 per cent may consist of produce satisfying the requirements of class II). For class I there is a 10 % tolerance of produce satisfying the requirements of Class II (1 per cent may consist of produce satisfying neither the requirements of class II nor the minimum requirements or of produce affected by decay). For class II there is a 10 % tolerance of produce satisfying neither the

Chapter 5 - Fruit and vegetables quality inspection

requirements of the class nor the minimum requirements (within this percentage 2 % may consist of produce affected by decay).

The cost of the obligatory official quality controls of fruit and vegetables are not levied upon the traders.

5.2.1.1 Specialties of the export inspection

The 100% of the produce exported must be standardized based on the European regulations in force (Regulation (EU) No. 1234/2007, article 113a).

Although exports to third countries are only possible if a conformity certificate has been issued, there is a risk assessment plan for implementing physical inspection of lots at the exporting companies. The risk assessment system for export is based on the Trader's Database and relies on the rating of traders according to the existence of a quality assurance system in the company (See Chapter 5.2.2 of this Report on the organisation of quality control in EU and the Spanish internal market). Based on this system the minimum initial frequency of physical checks is set up as it is shown in Table 7 .

Table 9 Minimum frequency of conformity checks (physical) in case of export

Minimum frequency of conformity checks (physical) in case of export (physical)		
Frequency of visits allocated to the trader	Type A (Approved traders)	Types B, C, D (Unapproved traders)
Minimum Greatly reduced Reduced	60%	70%
Medium High	70%	100%

Source: Ministry of Economy and Competitiveness

The final frequency of physical controls in case of export is determined by the character of the product and by the type of standard applied for the product, as it is presented in table 8.

Table 10 Final frequency of conformity checks (physical) in case of export

Final frequency of conformity checks (physical) in case of export			
	High perishable	Perishable	Less perishable
Products covered by a specific marketing standard	90%	70%	60%
Products covered by general marketing standard	80%	60%	50%

Source: Ministry of Economy and Competitiveness

Chapter 5 - Fruit and vegetables quality inspection

If non-conformities are found during export control, the first action is that the inspector will put the consignment on hold. Secondly and depending on the type of the non-conformity, the company has the possibility to solve the problem (relabeling, resorting, repacking, etc.). In other more serious cases (rotten, maturity, etc.), the product is ordered to be destroyed. Furthermore, the information is sent to the Customs regional office, which won't permit the clearance until the conformity certificate is issued.

SOIVRE cannot apply penalties. They can only warn the market actor and inform the Customs authorities and the Regional Inspection Services. The Regional Inspection Services may initiate a Report of Offence when dealing with the internal EU market (according to the special distribution in Spain).

In case of non-conformities of Spanish products reported by EU Inspection bodies and registered in the central EU database, SOIVRE headquarters sends the information to the regional SOIVRE office concerned. The regional SOIVRE office will pay a visit to the trader and will report on it to the headquarters.

5.2.1.2 Specialties of the import inspection

There are 31 offices of SOIVRE located close to or nearby 56 authorised points of entry for fruit and vegetables produce (19 airports and 37 ports), 15 of them located at the Canary Islands.

Basically import controls are carried out on the transport vehicle (containers) and at the inspection premises (always when it is necessary to test laboratory parameters). With less frequency, inspections are carried out in a port warehouse and at the point of destination (in the case of Customs auto clearance authorized facilities).

Taking into account the mean of transport, inspections have the following distribution:

Table 11 Distribution of import control by means of transport in Spain

Mean of transport	% Import controls		
	2010	2011	2012
05 – Container on ship	32%	32%	60%
02 – Ship (load in the hold)	7%	6%	20%
01 & 06 – Truck and truck on ship	40%	40%	18%
03 – Plane	21%	22%	2%

Source: Ministry of Economy and Competitiveness

Regulation (EU) 543/2011 establishes that Member States shall ensure that conformity checks are carried out selectively, based on a risk analysis, and with appropriate frequency, so as to ensure compliance with the marketing standards. Consequently, import checks must be based on a risk analysis.

SOIVRE applies an import risk assessment system based basically on the country of origin of the produce imported. The basic frequency is set to 100% which can be modulated by the possibility of being a third country that has an official body or bodies officially recognized and approved by the EU Commission. According to Regulation (EU) N° 543/2011, article 15 “approval of conformity checks carried out by third countries prior to import into the Union”, the Commission may, in accordance with the

Chapter 5 - Fruit and vegetables quality inspection

procedure referred to in Article 195(2) of Regulation (EC) No 1234/2007, approve checks on conformity to specific marketing standards carried out by that third country prior to imports into the EU. In this case the minimum inspection frequency is reduced to 80%.

The final frequency of physical checks is based on the type of the product as it is presented in table 10.

Table 12 Final frequency of conformity checks (physical) in case of import

Final frequency of conformity checks (physical) in case of import			
	High perishable	Perishable	Less perishable
Products with specific marketing standard	95%	85%	75%
Products with general marketing standard	85%	75%	55%

Source: Ministry of Economy and Competitiveness

Table 13 Import inspection in Spain - Ratio of physically controlled consignments (2010-2012)

Years	% Physical controls	
	Net weight	Number of controls
2010	73%	59%
2011	68%	53%
2012	64%	45%

Source: Ministry of Economy and Competitiveness

In case of non-conformity, SOIVRE does not issue the conformity certificate and consequently, Customs will not release the products for free circulation. The trader has the possibility to put the product in conformity (relabeling, resorting or repackaging, send it back to its origin or send it to a non EU country).

No legal actions are taken by SOIVRE. Customs may apply sanctions if the trader moves the product to the internal market (without Customs authorization, because it is a conformity certificate has not been issued),

Spain does not inform the countries of origin about the non-conformities (third countries). These declarations of non-conformity for imports are entered into the central EU database via the AWAI Portal of DG Agriculture and Rural Development.

5.2.2 Quality inspection in case of expedition to the EU and the Spanish internal market

The inspection of traders which dispatch products to the EU or the Spanish market is the responsibility of SOIVRE and the Regional Ministries of Agriculture.

In case of this type of quality inspection, Spain implements the relevant EU Regulation (Implementing Regulation EU No 543/2011). They apply the OECD/EU inspection methods as it is described in Chapter 5.2.1 of this Report on export and import inspection. The inspection is based on risk

Chapter 5 - Fruit and vegetables quality inspection

analysis. Spain established a Trader's Database which is a requirement in the EU system. This database is the basis of the implementation of the risk assessment system.

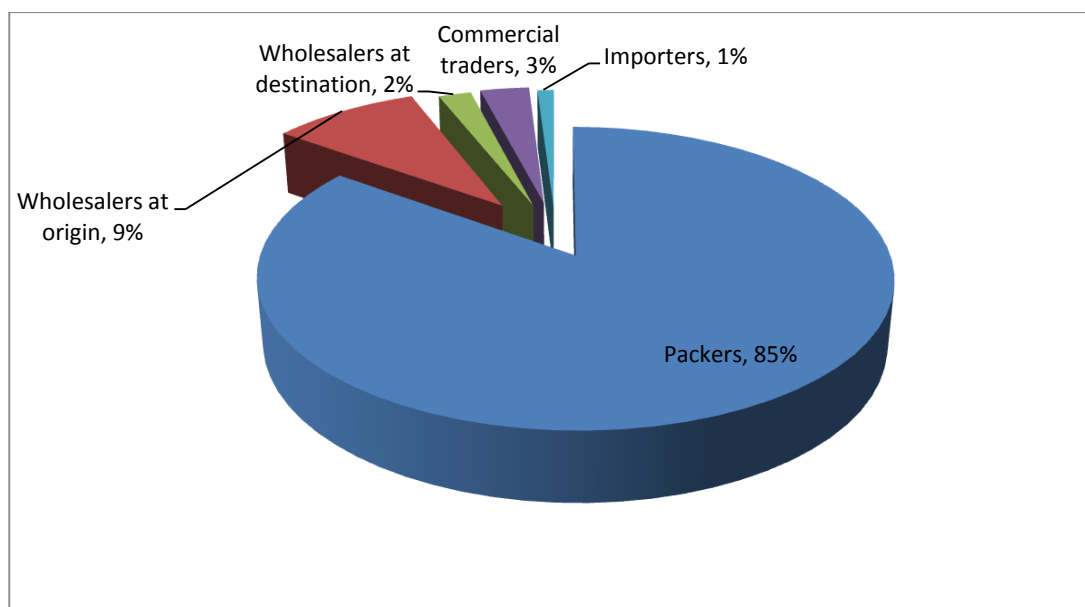
5.2.2.1 Trader's database

The database includes basically traders whose location in the marketing chain is at the very beginning, that is to say packers and wholesalers at origin. It also contains importers and wholesalers at destination. Retailers are neither included in the database nor in the control programme. In case were Collaboration Agreements are signed, SOIVRE and the Regional Ministries of Agriculture harmonise their trader's databases.

The database contains the following information for each trader:

- the registration number, name, address and contact details
- the information needed for its classification in one of the risk categories, in particular information concerning the size, the existence of a quality assurance system or self-check system related to the conformity to the marketing standards, the results of checks and visits carried out by the inspection body.

Figure 8 Composition of the trader's database



Source: Ministry of Economy and Competitiveness

5.2.2.2 Risk assessment system

The risk analysis based on the following five criteria:

1. the position of traders in the marketing chain
2. self-assessment systems related to the conformity to marketing standards
3. the size of the traders, measured by the volume or value marketed by them

4. findings made during previous checks
5. other parameters (e.g. the nature of the product, production conditions, etc.).

The risk assessment system takes into account the existence and efficiency of a self-assessment system at the traders. It also takes into account third party accreditation and the approval of the trader by the official Inspection Body. Based on these criteria, the frequency of the inspection may be reduced. According to the level of the self-assessment system, the following categories are applied:

- type A: approved traders (minimum risk)
- type B: unapproved traders with quality control department which permits documentary auditing
- type C: unapproved traders with a designated head of quality control
- type D: other traders: unapproved or non-registered traders or traders without designated head of quality control (high risk).

As regards the size classification in the risk assessment system, Spain identified three groups, based on the volume of commercialised products (estimated marketing capacity):

- less than 3 000 tonnes/season or per year
- between 3 000 and 25 000 tonnes/season or per year
- more than 25 000 tonnes/season or per year .

The risk assessment system applies double risk classification. The initial risk of the trader is determined based on its position in the market chain, the efficiency of the self-assessment system and the size of the trader (marketed volume) Taking into account these criteria, the risk assessment system identifies five levels of initial risk determining 5 minimum checking frequencies:

- minimum: one visit per year
- greatly reduced: one visit every six months
- reduced : one visit every three months
- medium: one visit per month
- high: one visit every 15 days.

Figure 9 Minimum checking frequencies in different group of traders in Spain

Minimum initial check frequency assigned to each group of traders. Minimum audit frequencies			
Estimated marketing capacity of the trader Size classification	Less than 3000 tones per campaign	Between 3000 and 25000 tones per campaign	More than 25000 tones per campaign
Approved traders	A1 Minimum (1 visit per year)	A2 Reduced (1 visit every six months)	A3 Reduced (1 visit every six months)
Unapproved traders with quality control department which permits documentary auditing	B1 Reduced (1 visit every six months)	B2 Reduced (1 visit every six months)	B3 Medium (1 visit per quarter)
Unapproved traders with a designated head of quality control	C1 Reduced (1 visit every six months)	C2 Medium (1 visit per quarter)	C3 High (1 visit per month)
Other traders (unapproved or unregistered traders, or traders without designated head of quality control)	D1 Medium (1 visit per quarter)	D2 High (1 visit per month)	D3 Very high (1 visit every fifteen days)

Source: Ministry of Economy and Competitiveness

The final risk of the trader is calculated on the basis of the initial risk modified by other risk factors.

One group of these factors can affect the individual trader only e.g. the results of previous inspections by the competent Inspection Body at the origin or at the destination in the national, EU or third country's markets. In case when the Inspection Body find the following number of non-conformities (NNC):

- two or more NNC (< than 3 000 tonnes/season), or
- four or more NNC (3 000 – 25 000 tonnes/season), or
- six or more NNC (> than 25 000 tonnes/season),

the trader involved will pass to one higher checking frequency than the initial one for a period of 30 days.

Other group of risk factors which can modify the initial checking frequency can affect one or more produce or a specific market. These factors can be:

- initial or closing periods of the growing season
- specific problems related to a product or to a specific origin (pesticides, negative publicity campaigns, etc.)
- adverse climatic circumstances in origin (frosts, intense rains, heat waves, etc.)

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- pest and diseases which seriously affect the quality
- serious problems at the destination markets (oversupplying, decline in consumption, etc.)
- problems with transport and/or distribution (strikes, etc.)

The occurrence of these risk factors would mean that the traders automatically pass to the next high level of the checking frequency, or to the level specified by the Coordinating Authority or by the Inspection Body.

In the risk assessment system there is also a possibility for the trader to return to the previous initial checking frequency. This can happen in the following four ways:

- automatically after three or more conformity checks without negative results
- through a motivated decision by the competent Inspection Body
- at an individual or collective level
- when the marketing campaign has been concluded.

5.2.2.3 Approval of traders

Many companies have their own quality control systems in place which open the possibility for approving them and reduce the visits of the Inspection Body. This is also good for the companies as their business will be less interrupted.

The EU Legislation (EU Regulation No. 543/2011) states the possibility to reduce the inspection frequency for companies that meet certain criteria concerning the assurance of produce quality (it was created in EU Regulation No. 1148/2001). In that sense, Spain approves traders classified in the lowest risk category and providing special guarantees on conformity to marketing standards. The number of approved traders was 858 out of 2536 registered traders as of 31 December 2012.

Traders must meet all following criteria in order to be approved:

- Have suitable equipment for preparing and packing produce.
- Have inspection staff.
- Commit themselves to carry out a conformity check on the goods they dispatch.
- Have a register recording all checks carried out.

The quality control system is audited before a trader gets the approval. The initial frequency for the approved traders is set to the minimum which means one or two visits per year depending on their estimated marketing capacity (1 visit if it is less than 3000 tonnes and 2 visits if it is equal or more than 3000 tonnes per campaign).

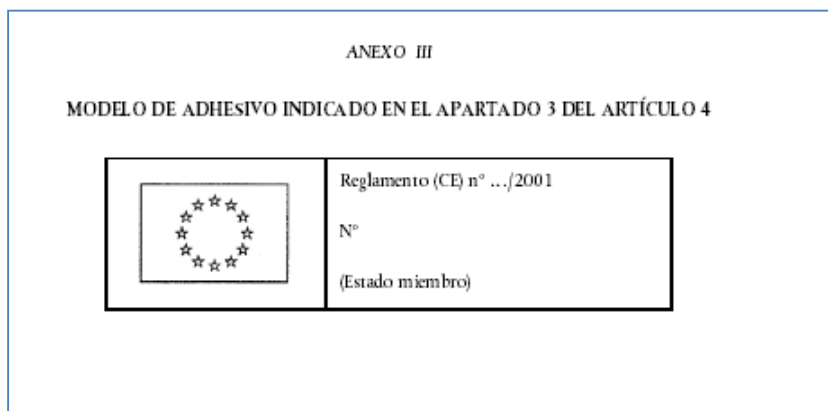
The approval is done by the Deputy Directorate of SOIVRE Inspection Body in case where Collaboration Agreements are not signed. In the three Regions where the Collaboration Agreements are implemented, the Regional Ministries of Agriculture has the mandate for the approvals. In this case the

Chapter 5 - Fruit and vegetables quality inspection

SOIVRE can check if the trader fulfils all requirements and submit a report to the Regional Ministry of Agriculture for decision.

Approved traders may also use a specific logo which is identified in the EU Legislation on each labelling of each package at the stage of dispatch.

Figure 10 Specimen EU logo of approved traders



Source :Ministry of Economy and Competitiveness

5.2.3 Retail (domestic market)

The quality inspection at retailer level is not the subject of this peer review. Therefore the system is only briefly detailed for information. The responsible authorities for the implementation of these types of control are the Regional Ministries of Consumption, coordinated by the National Institute of Consumption (INC).

Where it is applicable, the control is based on the risk analysis of the Commercial Quality Control Program (part of the National Plan of Food Chain Control). It has to be underlined that fresh fruits and vegetables control is carried out as a part of food control campaigns (specific campaigns, for example control of labelling in fresh produce)

There are penalties/sanctions foreseen in national legislation: Royal Decree 1945/1983, of 22 June, regulating offences and penalties regarding consumer protection and agro-food production. Several Autonomous Communities have their own sanctioning legislation and applies both to retail level and wholesale level (inspections in packing houses).

Chapter 6 Technical visit

The technical visit took place in Valencia. The Peer Review Team visited the Central Office of the Valencia Regional Directorate of SOIVRE as well as a truck and container station, a packing house near Valencia and the SOIVRE laboratory and inspection office at the port of Valencia. The Peer Review Team managed to follow export/import inspection and also quality inspection based on risk analysis which applied to traders who dispatch fruit and vegetables to the EU and the Spanish internal market.

6.1 Central office of SOIVRE in Valencia

The Peer Review Team visited the Headquarters of the Valencia Regional Office of SOIVRE. During the visit it was explained how the quality inspection is organised in Valencia Region.

The Central Office is responsible for the implementation of all tasks dedicated to SOIVRE by the Law. It includes conformity checks of agro-food products, safety checks of industrial products and the implementation of control of endangered species (CITES). They also provide technical assistance to traders on all issues related to domestic or international trade. Besides the Central Office, they have permanent offices in the Silla Truck and Container Station, at the Airport of Valencia and at the Port of Valencia. They also implement export and import inspections in post offices, at the Port of Sagunto and other custom deposits. They are also responsible for the implementation of inspection of traders which dispatch fruit and vegetables to the EU or the national market. They have a laboratory which supports the implementation of the inspections.

Currently the Valencia Regional Directorate of SOIVRE has 33 staff from which 6 are inspectors. They are responsible for the coordination of work of all types of inspections. They employ 8 technical inspectors who implement the inspections. The work of the technical inspectors is supported by 18 persons who are doing administrative, laboratory and operational works. It was explained that currently they have 30% less of inspection staff than three years ago. This reduction was the result of the financial crisis and pretends to be a provisional situation.

The inspectors are well equipped with all inspection tools, but laptops are less used during the inspection. SOIVRE do not provide official cars to the inspectors, but they have to use their own vehicles. They get reimbursed based on the mileage.

As regards the implementation of quality inspections of traders based on the risk assessment system, the Head of Office is responsible for the organisation. Each Thursday he determines the inspection plan for the following week. The Head identifies the list of packing houses to be visited and assigns them to the inspectors. These visits are not announced, so the traders cannot be prepared for the inspection. It was explained that normally 3 inspectors should be dedicated for inspection of packaging houses in order to fully implement the risk assessment system. In 2013 only one, sometimes two inspectors could do this work.

The registration of approved traders is done in cooperation with the Regional Ministry of Agriculture of Valencia (Ministry). SOIVRE does not have mandate for the approval, this belongs to the Ministry. However, they can check if the trader fulfils all the requirements which are necessary for the approval and they submit a report to the Ministry for consideration.

The organisation of export and import inspection it is based on the compulsory inspection requests. These requests can be done via SOIVRE's electronic system, but they also accept them in a printed format. However, the paper versions are mostly in use at the truck station where the inspector is presented permanently. The requests can arrive from 9:00 a.m. to 2:00 p.m. and in this case the consignment can be

Chapter 6 Technical visit

checked on the same day. The inspector makes the decision on the physical check of the lot based on a risk assessment system. However, this system gives a direction only on the percentage of the lots to be checked. Therefore, the decision on which lots will be physically checked is the responsibility of the inspector and is based on his/her knowledge and experience. In general, in low season, all lots are practically checked. The selection between lots is more the specificity of the high season. Usually 2 -3 inspectors are dedicated to export and import inspection. They mostly work in the permanent offices of SOIVRE at the truck and container station and at the Port and Airport of Valencia.

As regards inspection methods, SOIVRE has an Inspection Manual which is followed by all inspectors. The initial sample size is 5 if the boxes are 10 or more kilogrammes. If the boxes are less than 10 kilogrammes, the sample size is 10. If the inspector suspects that the consignment is not in conformity with the standard, the OECD/EU sampling methods are followed. As a result of inspection, whether only a documentary or a full inspection, a Code is issued which is submitted to the Custom Office. Based on the Code the custom clearance can be done. Conformity Certificate is issued only for the request of the trader. In this case the inspector signs the Certificate and the trader needs to pick it up at the SOIVRE office. In case of non-conformity, the Custom is also informed, and, the clearance cannot be done until other information is received from the inspector.

6.2 Silla truck and container station

The Peer Review Team visited the Silla Truck and Container Station near Valencia. This Station is also a Custom Clearance Point for different types of products including fruit and vegetables. The fruit and vegetables consignments at the Station are presented only for export quality control. SOIVRE and the Ministry of Agriculture, Food and Environment are also maintaining a permanent office at the Station. Therefore both quality and phytosanitary inspection can be implemented on the spot before custom clearance.

As regards staff, one SOIVRE inspector is always at the Station in the opening hours. A technician is also employed by SOIVRE who assists to the inspector in the implementation of inspection. (e.g. in the preparation of samples, implementation of laboratory checks etc.). Based on the experience of the Peer Review Team the inspectors and the technicians were knowledgeable and well experienced.

SOIVRE maintains a well-equipped inspection room at the Station. This room is furnished with all inspection tools including laboratory equipment for the implementation of simple laboratory analyses e.g. measurement of acid and juice content or the brix level of the fruits. The Peer Review Team managed to follow export inspection of a mandarin consignment presented for export to Canada in the inspection room. The primary sample was properly taken by the technician under the supervision of the inspector. The selected packages were carried to the inspection room. The inspector checked 100% of the bulk sample for defects. She also measured a sugar/acid ratio on a reduced sample with the help of the technician. The reduced sample consisted of 10 fruits selected from different boxes. The inspector also checked the seed content of the fruits. It was explained that if a seedless fruit is marked on the label, the acceptable limit for practically seedless is 1-3 seeds per sample. If there is no mark on the label on this parameter, even 10 seeds are allowed. All the inspections were properly done and the OECD inspection methods were properly followed.

The Peer Review Team also followed export inspection of onions, apples, cucumbers and persimmons implemented directly near the trucks. These types of inspections take place when many consignments are waiting for quality inspection and laboratory checks are not necessary. In this case the inspector uses an inspection table which slightly slope to one direction, which made the inspection easy and effective. The sample boxes are dumped to the table by the technician. During the inspection the inspector checks 5-10 boxes but it is also possible to download all pallets from the truck by a forklift which

Chapter 6 Technical visit

is available for the inspector all the time. During the visit the implementation of a basic inspection as well as the inspection of an entire truck were followed. Both types of inspection were implemented properly in line with the OECD Rules.

6.3 AMC Fresco packaging house

The Peer Review Team also followed an inspection of a packing house in the framework of the risk analysis system established for quality control of traders dispatching produces to the EU and the Spanish internal market. The visited trader also produced fruits and about 30% of the products came from its own orchards. The main profile of the packing house was citrus fruits. The company was an approved trader. They applied several quality assurance systems such as GlobalGap and BRC.

The inspection was implemented by a SOIVRE inspector but a person of the technical staff from the Regional Ministry of Agriculture of Comunitat Valenciana was also present. It was explained that these type of inspection can be implemented by both Inspection Body. However, normally they do not visit the companies together. Based on the Collaboration Agreement, they share the inspection tasks on a territorial basis. During the Meetings of the Monitoring Committee, held in at least twice per year and whenever it is necessary, they agree on the territories where they implement inspection. These territories are rotated every 4 months so at the end all traders can be checked by each Body under one year period.

The Peer Review Team was also informed that SOIVRE and the Regional Ministry of Agriculture of Valencia harmonises their Trader's Database. They also use similar risk assessment system. However, the information on visits and on the outcome of inspections are treated separately and only communicated during the Meetings of the Monitoring Committee.

The Peer Review Team followed the inspection of the packing house. The inspection began with the control of the quality assurance system and documentary checks. The next step was the physical control of the products which were in the warehouse prepared for dispatch. Usually all products are checked. However, in case of large traders, such as the visited one, the large volume of the products in the warehouse does not allow the control of all lots. In this case the inspector chooses the products to be inspected based on his/her experience.

The Peer Review Team experienced a well implemented inspection at the packing station. During the visit, several mandarin lots were checked. The inspectors used a well-structured Quality Inspection Form for recording the result of inspection (Annex IV). The Form contains a table where the number of samples and the different defects are mentioned. The defects are organised on the basis of their progressivity. The inspector fills in the Form by samples and summarise the results. All documents were filled in by hands.

One of the inspected consignments was not fully in conformity with the standard. In this case the inspector followed the OECD inspection methods and, as a result, wrote a Notification on the defects found. The Notification was issued in three copies (for the inspector, for the company and for the Regional Ministry of Agriculture). SOIVRE does not have the authority to impose penalties; this can only be done by the Regional Ministry of Agriculture of Comunitat Valenciana. Therefore the Notification is submitted to them and they decide on the follow-up actions. In practice they usually notice the companies and if non-conformity occurs repetitively they can impose penalties. The theoretical maximum amount of penalty is 600,000 Euros, but in practice the average penalty is only around 600 Euros. In 2012, the total amount of the penalties was 12.817 Euros in Comunitat Valenciana.

6.4 Port of Valencia (SOIVRE laboratory and inspection office)

The Peer Review Team visited one of the SOIVRE laboratories in Port of Valencia. The laboratory is well equipped. They provide support to the different types of inspection implemented by the SOIVRE inspectors. This includes safety controls of various products e.g. control of heavy metal residues in toys. They also deal with the laboratory check of fatty acid content of olive oils.

As regards fruit and vegetables they implement pesticides MRLs controls on citrus fruits to be exported to the US. In this case the inspectors take the samples and send them to the laboratory. This is an exceptional activity as SOIVRE does not usually deal with these controls. Normally this is the task of the Ministry of Agriculture, Food and Environment. However, they have a Memorandum of Understanding with the US Department of Agriculture (USDA). They accept these types of checks implemented only by SOIVRE.

The Peer Review Team also visited the inspection office of SOIVRE. They have permanent staff (inspector and technician) in the Port, similar to the visited truck and container station. They implement export and import control as well. This office is also well equipped; the inspector has all the necessary tools for the implementation of quality inspection.

During the visit the inspector implemented quality inspection of an apple consignment to be exported to Tunisia. The inspector followed similar procedure which was seen in the track and container station. They also have forklift so the suspicious consignments can be downloaded from the truck or from the container. The inspector followed the OECD/EU inspection methods. He also issued a Notification of Nonconformity. The procedure is similar to what was explained during the control of the packing house. In this case the Custom Office is informed and export is forbidden until a repeated inspection justify that the consignment was put in conformity with the standard.

Chapter 7 - Summary and conclusions

The Peer Review took place in Madrid and Valencia. In Madrid, the Peer Review Team met with officials from the Ministry of Economy and Competitiveness in order to discuss the Spanish fruit and vegetables quality inspection system. In Valencia, the Peer Review Team met with officials from the Valencia Regional Office of the Inspection Service, SOIVRE and from the Regional Ministry of Agriculture of Valencia to discuss the implementation of the fruit and vegetables quality inspection. During the technical visit in Valencia, the Peer Review Team visited a truck and container station, a packing house and the SOIVRE laboratory and inspection point at the Port of Valencia. The Team managed to follow the quality inspection at export/import stage and at the expedition stage to EU/internal market implemented by SOIVRE inspectors.

7.1 Organisation of fruit and vegetables quality inspection in Spain

The task of fruit and vegetables inspection is shared between the official inspection bodies of the Central Administration (national), the Autonomous Administrations (regional) and the Local Administration (Municipalities).

In the national level, the Coordinating Authority, (and designated authority for the implementation of the OECD Fruit and Vegetables Scheme), is the Ministry of Economy and Competitiveness – State Secretariat for Trade – General Directorate of Trade and Investments – Deputy Directorate of Inspection, Certification and Technical Assistance for Foreign Trade. This Deputy Directorate is also the Head of the Inspection Body of the Ministry (SOIVRE).

In the regional level, SOIVRE Inspection Body of the Territorial and Regional Directorate of Trade is responsible for the implementation of the fruit and vegetables inspection at export and import stage as well as at the producer level. The quality at producer level and wholesale markets is also controlled by the Regional Ministries of Agriculture. The fruit and vegetables retail market is inspected by the Regional Ministries of Health and Consumptions.

7.1.1 Ministry of Economy and Competitiveness - SOIVRE

SOIVRE was established in 1934 under the Ministry of Economy and Competitiveness, with the objective of promoting Spanish fruit and vegetables export through quality inspection of the products. Currently they also undertake quality inspection and certification on other agro-food products (e.g. olive oil, fish, poultry meat, eggs, etc.). SOIVRE is in charge of safety controls of industrial products in import (e.g. shoes, toys, clothes, electronic materials). Moreover, SOIVRE is the administrative authority for the application of the CITES (Convention on International Trade in Endangered Species of Wild Flora and Fauna). They also provide technical assistance to producers and traders on different areas related to trade.

SOIVRE has 31 offices, mainly at Border Facilities for Goods and Foods Control. They also maintain a network of 17 laboratories which support the implementation of inspections checking. These laboratories control the pesticide residue levels in citrus fruits to be exported to the US and Japanese markets, based on bilateral agreements. SOIVRE is also represented in the main trading partner countries in order to facilitate trade.

7.1.2 Ministry of Agriculture, Food and Environment

The Ministry of Agriculture, Food and Environment has only coordination role. They are involved in fruit and vegetables inspection via the Regional Ministries of Agriculture. The Regional Administration

Chapter 7 - Summary and conclusions

covers any agro-food product and not only fresh fruit and vegetables. Consequently the organisation of their control activities takes into account a wide range of products and different industries. Furthermore, the institutional organization may differ from one Region to another.

7.1.3 Coordination between the administrative levels and authorities

Coordination between all inspection bodies is the responsibility of the Coordinating Authority. Another way of coordination are the Collaboration Agreements between the Ministry of Economy and Competitiveness and the Regional Ministries of Agriculture. Currently three agreements are signed with Comunitat Valenciana (2002), Andalucía (2003) and Region of Murcia (2002). These Agreements affect around 77 % of the registered traders in Spain. These Agreements cover the harmonisation of trader's databases, the coordination of control procedures and the implementation of inspections at production level.

The monitoring of the collaboration is the responsibility of the Deputy Directorate of SOIVRE Inspection Body. In case, when a Collaboration Agreement is signed with a Region, a Monitoring Committee is established. They meet every four month with the aim to harmonise control procedures, the trader's databases, the implementation of risk assessment systems and annual inspection programmes, sanctions, approval of traders and to exchange statistical information.

7.2 Quality inspectors

SOIVRE employs 134 inspectors (2012) from which around 50 inspectors and 84 technical inspectors are dedicated to quality control of fruit and vegetables. Inspectors are responsible for coordination and inspection and technical inspectors are responsible only for inspection

In order to become a State Administration Inspector, applicants need to hold a university diploma and pass a specific public examination in order to become civil servant. The second part of the public examination consist of a training/practice course that takes up to 4 months' time. This period includes theoretical formation and practical training in at the inspection stations under the supervision of experienced inspectors. SOIVRE organizes regular training courses on specific products or a group of products, in order to keep the inspectors up to date. These training courses are organized regionally. Moreover, SOIVRE regularly sends inspectors to attend to international training courses and to OECD Working Group Meetings.

The inspectors are fully equipped with all tools necessary to implement quality inspection. They implement the conformity checks based on an Inspection Manual. The inspectors also have access to OECD explanatory materials through SOIVRE's internal electronic information system. They can also contact the Deputy Directorate of SOIVRE via this tool if they need clarification or assistance related to inspection. Moreover, an internal electronic forum, moderated by the Deputy Directorate of SOIVRE Inspection Body is also ensured to inspector to discuss inspection related issues. Inspectors in the Regional Governments have similar requirements and systems of training, although they may vary from one region to another.

7.3 Marketing standards

Spain applies EU marketing standards as defined in the EU legislation. Their application is compulsory. They apply 10 specific marketing standards (plus the marketing standard for bananas) and EU General Marketing Standard.

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The application of the OECD/UNECE standards in Spain is voluntary. However, in case when a produce is out of scope of the 10 specific EU standards, and a classification is marked on the label, the consignment has to comply with the OECD/UNECE standards. Currently the OECD/UNECE standards are not available in Spanish, but the State Administration is working on their translation.

Furthermore, where no EU legislation exists, Spain may apply National Standards at a national (domestic trade) or at export and import level depending on the product. These standards are based on the OECD/UNECE standards. Currently Spain applies only the National Standard for Potatoes in the domestic market.

7.4 Fruit and vegetables quality inspection system

Spain applies the fruit and vegetables inspection procedure defined in EU Regulation No. 543/2011 which is also in line with the OECD Fruit and Vegetables Quality Inspection System. The inspection system is based on a risk analysis. Spain established different inspection frequencies for export, import and for the EU market (including the Spanish market). The cost of the official quality inspections is covered by the Inspection Authorities.

SOIVRE cannot apply penalties. They can only warn the market actor and inform the Customs authorities or the Regional Ministries of Agriculture. The Regional Administration may initiate a Report of Offence when dealing with the internal EU market. Usually they notice the company first and only repeated non-conformity cases lead to penalties.

7.4.1 Export and import inspection

Export and import control is the responsibility of SOIVRE. Customs only accept export or import declarations for the products subject to specific marketing standards, if the goods are accompanied by a Conformity Certificate. Thus, the traders have to request quality control in all cases. However, the issuance of a Conformity Certificate is not always based on physical control. Some cases only documentary check is done. The selection for physical control is based on a risk analysis. However, as this system determines only the percentages of the lots to be physically controlled, the inspectors have the responsibility to decide on the inspection of a given lot based on their experiences.

If non-conformities are found during export or import control, the inspector will put the consignment on hold. The company has the possibility put the consignment in conformity with the standards and then can request a repeated inspection. In severe cases (rotting, maturity problems) the consignment has to be destroyed. SOIVRE inform the Customs Regional Office, which won't permit the clearance until the Conformity Certificate is issued.

In case of non-conformities of Spanish products reported by other EU Inspection Bodies via the EU system, SOIVRE headquarters sends the information to the regional SOIVRE office concerned. The regional SOIVRE office visits the trader and sends a report on the result to the Headquarters. If Spain found non-conformity of a lot originated in another EU country, they also apply the EU system for reporting. They do not send notification of nonconformity to third countries.

7.4.2 Expedition to EU and the Spanish market

The inspection of traders which dispatch products to the EU or the Spanish market is the responsibility of SOIVRE and the Regional Ministries of Agriculture. Spain implements the relevant EU Regulation No 543/2011 which includes the application of the OECD/EU inspection methods. A risk assessment system determines the number of visits of the traders per season according to several risk

Chapter 7 - Summary and conclusions

parameters. These inspections are planned in advance. Spain established a Trader's Database which is a requirement in the EU system. This database is the basis of the implementation of the risk assessment system.

The risk assessment system takes into account the existence and efficiency of a self-assessment system at the traders. It also takes into account third party accreditation and the approval of the trader by the official Inspection Body. The risk assessment system applies double risk classification. The initial risk of the trader is determined based on its position in the market chain, the efficiency of the self-assessment system and the size of the trader (marketed volume). The final risk of the trader is calculated on the basis of the initial risk modified by other risk factors which can affect only the trader (e.g. the result of previous inspections) or the produces (growing season, specific weather conditions, strikes etc.) or a specific market (oversupply, negative publicity campaigns, decline in consumption etc.).

Many companies in Spain have their own quality control systems in place which open the possibility for approving them and reduce the visits of the Inspection Body. The approval is based on the EU regulation No. 543/2011.

Chapter 8 - Assessments and recommendations

8.1 General remarks

This Peer Review report discussed the Spanish fruit and vegetables export and import quality inspection system, as well as the inspection of traders which dispatch products to the EU and the Spanish Market. The inspection at retail stage was not discussed as it is the responsibility of the Regional Ministries of Consumption, coordinated by the National Institute of Consumption (INC) which were not involved in the Peer Review.

The Peer Review Team followed the export and import inspection and the inspection of expeditions to the EU and the Spanish market in Comunitat Valenciana. The assessment and recommendations on the quality inspection system are based on this experience.

8.2 The coordinating authority

The Peer Review Team met with officials from the Coordinating Authority (General Directorate of Trade and Investment within the Ministry of Economy and Competitiveness). Depending of this General Directorate is the Deputy Directorate of Inspection, Certification and Technical Assistance for Foreign Trade is the Head of the SOIVRE Inspection Body and, as such, the responsible authority for the OECD and the EU inspection system. During the visit the Peer Review Team was convinced that the staff is professional and well experienced. They coordinate the inspection very well and have a good communication and cooperation with the Territorial and Regional Directorates of Trade (Regional SOIVRE Inspection Bodies) as well as with the Regional Ministries of Agriculture (see Chapter 7.5).

8.3 Quality inspectors

The SOIVRE and regional authority inspectors are well educated and well experienced. They know the characteristic of the products as well as the relevant standards. They are also well informed on the production especially if unforeseen events happen during the growing season (e.g. hail, frost, etc.). This information is taken into account during the inspection and the selection of produces for physical inspection.

8.3.1 Equipment

The inspectors are well equipped with all necessary inspection tools for the implementation of quality inspections. The Peer Review Team recognises the well-equipped inspection room at the Silla Truck and Container Station. SOIVRE also has inspection tables which are sloped to one direction. This facilitates the inspection and the handle of the inspected products. Forklifts are also available if download of trucks or containers are necessary during export or import inspection. However, the Peer Review Team was informed that official cars are not available for SOIVRE inspectors. They use their private cars and the Financial Department reimburses them based on the mileage. However, the amount of the reimbursements were not increased for several years and now it does not cover the real cost.

The Peer Review Team therefore suggests the purchase of official cars as financial possibilities allows. These would be available for the inspectors for the implementation of inspection tasks. It would increase the efficiency of the inspection and improve the working environment.

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8.3.2 Number of inspectors

The Peer Review Team was informed that the number of inspectors was reduced about 30% in the last three years at the SOIVRE Inspection Body of the Valencia Territorial Directorate of Trade, which is a provisional situation as a result of the financial crisis. Currently the implementation of the risk assessment system is difficult and the number of import and export inspection was reduced to the acceptable minimum. In order to ensure the proper implementation of the quality inspection system, the Peer Review Team suggests increasing the number of inspectors to the appropriate level, as soon as the financial situation allows the recruitments.

8.4 Quality inspection system

The Peer Review Team managed to follow export and import inspection as well as inspection of packaging houses dispatch produces to the EU and Spanish market implemented by the Valencia Territorial Directorate of Trade (SOIVRE). The Peer Review Team can confirm that all of these inspections are well executed, harmonised and follows the OECD/EU Rules. The Team also recognised several elements of the Spanish quality inspection system which could be considered by other Members. On the other hand, in several cases, Spain may further improve the efficiency and effectiveness of the inspection system.

8.4.1 The electronic data management system

During the visit at the Deputy Directorate of SOIVRE Inspection Body in Madrid, the electronic data management system was introduced to the Peer Review Team. SOIVRE developed a remarkable system which supports a smooth implementation of the different inspection tasks, including the management of the trader's database and different risk assessment systems (GARFYH). It provides surface to the registered traders; so all inspection's request can be done online (ESTACICE). It is also a good tool to communicate the changes in the standards or legislations with the inspectors (LEGISLA) as well as to receive feedback from them on technical challenges occurred during the inspection. This facilitates the work of the Deputy Directorate of SOIVRE Inspection Body which can discuss these issues at international level, if it is necessary.

The Peer Review Team suggests to other Members to take into consideration the Spanish electronic information system. It provides a good example for a tested and well implemented system if they wish to develop or revise their own system.

8.4.2 Official forms used during the inspection

SOIVRE developed well-structured official documents which are used by all inspectors during the inspection. The Inspection Form contains all information on the sample and possible defects. This information is arranged in a logical structure which facilitates a smooth inspection and reduces the possibility for procedural mistakes. The evaluation of samples, using the form, is also user friendly. A Specimen Inspection Form (the one used in Comunitat Valenciana by both SOIVRE and regional inspectors) is attached to this Report as Annex IV.

The Peer Review Team suggest to other Members to consider the Spanish inspection documentation system as a proven example, whenever they undertake a revision of their inspection documents.

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8.4.3 Computerisation of the administration during inspection

As it was already mentioned in this Report, SOIVRE has a well-developed electronic information system as well as well-structured inspection documents. However, inspectors filled in all forms by hand during the inspections. Laptops or other electronic devices were not in use.

The Peer Review Team recommends the introduction of the electronic document management during the inspection. SOIVRE has already developed all of the necessary elements (ESTATICE, GARFYH and Inspection Forms) to introduce this digitalized document management system. SOIVRE could provide portable computers or tablets to the inspectors if financial possibilities were allowed. This would improve the efficiency and reduce the time spent for inspection of a consignment. Moreover, the inspector could record the outcome of the inspection only once, which would immediately appear in the electronic database as well and it would be available for the risk assessment system.

8.4.4 Consideration of the introduction of an inspection fee

Currently the official fruit and vegetables quality inspections are free of charges for the traders. All costs are covered by the Central and Regional Governments. This system is well introduced and accepted by the stakeholders.

However, Spain may consider the introduction of a basic fee for the inspections, which could partly cover the cost of the authorities. The fee could also be used for the development of the inspection system e.g. for purchase of computers, cars, update of the electronic data management system, etc).

8.4.5 Consideration of the introduction of an integrated quality inspection system

In Spain, fruit and vegetables consignments are inspected by several authorities before export, import or expedition to the EU internal market (including Spain itself). The controls of quality, phytosanitary and health aspects are the responsibilities of different independent authorities. This system is well implemented in Spain. However, on the other hand, the implementation of the current system in Spain means several visits to the companies and control of the produce by different authorities. The OECD Scheme is currently working on guidelines on the implementation of the different inspections in an integrated system aiming the rationalization of the implementation of the inspection.

8.5 Cooperation between different authorities involved in fruit and vegetables quality inspection

The Peer Review Team met with the representatives of the Regional Ministry of Agriculture of Comunitat Valenciana (RMoAV) which is also responsible for the implementation of quality inspection in case of expeditions to the EU and the Spanish market.

The cooperation and communication between SOIVRE and the RMoAV is good. This is done in the framework of the Collaboration Agreement. Similar Agreements are signed between the Ministry of Economy and Competitiveness and three Regional Governments (Comunitat Valenciana, Andalucía and Region of Murcia) which cover the most important Regions as regards fruit and vegetables production (75 %). The fruit and vegetables inspection is implemented in the framework of these Agreements which means a high level coordination between the authorities.

The Collaboration Agreement between the Ministry and Economy and Competitiveness and the Regional Government of Valencia has been implemented for 10 years. However it is still improving based on the experiences and new challenges. The Peer Review Team had an insight view on the execution of this Collaboration Agreement. Based on these experiences, it is confirmed that the Agreement is implemented well and is a proved legal instrument to coordinate the work of the Authorities especially in

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case when they do parallel inspection. However, the Team also found several areas where the cooperation between SOIVRE and the RMoAV could be further improved.

8.5.1 Development of collaboration agreements with all Regions

As a general remark, the Peer Review Team suggests to the Central Administration to develop Collaboration Agreements with all Regions in Spain. The Peer Review Team was convinced during the visit in Valencia, that the Agreement facilitates cooperation between the different levels of the Spanish Administration. It would help to maintain a harmonized fruit and vegetables quality inspection system in Spain, even in Regions where fruit and vegetables production and trade is less important. This would also facilitate the work of the Coordination Authority providing a consistent framework for cooperation and communication with the responsible Authorities in all Regions.

8.5.2 Complete harmonisation of the risk assessment systems

The Peer Review Team suggests to completely harmonise the implementation of the risk assessment system in case of inspection of traders expediting fruit and vegetables to the EU and Spanish market. Currently SOIVRE and the RMoAV implement their risk assessment systems practically on the same way based on same principles. They also regularly harmonise their trader's databases. However, the results of inspection are kept separately in the databases of the two authorities. Therefore, they do not have immediate information on implemented inspections by the other authority. Based on the Collaboration Agreement, the two authorities completely exchange the inspection territories within a year. Thus, it can happen that a trader receives double inspection than assessed as necessary in a year. The authorities are also not properly informed if non-conformity found in a trader, which would put the trader to a higher risk category. The Peer Review Team was informed that currently the fruit and vegetables traders are part of a larger food trader database of the RMoAV. Therefore it would be difficult to separate the inspection results of fruit and vegetables traders from the others.

However, the Peer Review Team suggests making an effort to share regularly or merge the detailed information on the result of inspection of the fruit and vegetables traders. This would lead to a fully harmonized risk assessment system and would be advantageous for both the authorities and traders. The number of visits could be reduced which would lead to less burden on authorities and less interruption in business for the trader. Moreover, in case of non-conformity, the risk could be better managed.

8.5.3 Organisation of common training programmes

Currently SOIVRE provides regular trainings for its own inspectors on a regular basis. This is organised on specific product groups. During these trainings the inspectors are updated on latest changes in the applied standards as well as inspection procedures and practices. The Regional Ministry of Agriculture of Comunitat Valenciana has its own training system as well.

The Coordinating Authority provides information to the RMoAV regularly as part of its coordination task and as part of the Collaboration Agreement. However, the Peer Review Team recommends organizing joint training programmes to the inspectors of both authorities. This would lead to a higher level of harmonization between the two inspection systems.

ANNEXES

Annex I. Basic statistics of Spain

Annex II. Spanish fruit and vegetables production by area, weight and value

Annex III. Spanish export and import of fruit and vegetables by value and weight

Annex IV. Specimen quality inspection form

Annex V. Programme of the peer review visit

Annex VI. List of persons met by the peer review team

Annex VII. List of references

ANNEX I.

BASIC STATISTICS OF SPAIN, 2011

BASIC STATISTICS OF SPAIN, 2011

The numbers in parentheses refer to the OECD average

LAND, PEOPLE AND ELECTORAL CYCLE				
Population (1 000 000):	44.8		Population density per km ²	88.7 (34.3)
Under 15 (%)	14.9 (18.4)		Life expectancy (years, 2010):	82.2 (79.7)
Over 65 (%)	17.6 (14.9)		Males	79.1 (76.9)
Foreign-born (%; 2010)	14.5		Females	85.3 (82.5)
Latest 5-year average growth (%)	0.3 (0.5)		Last general election:	November 2011
ECONOMY				
GDP, current prices (billion USD)	1 479.6		Value added shares (%; 2010):	
GDP, current prices (billion, local currency)	1 063.4		Primary	2.5 (2.6)
Latest 5-year average real growth (%)	0.1 (0.8)		Industry incl. construction	27.0 (27.8)
GDP per capita, PPP (thousand USD)	33.1 (35.4)		Services	70.5 (69.5)
GENERAL GOVERNMENT				
Expenditure (% of GDP)	44.1 (45.0)		Gross financial debt (% of GDP)	76.0 (99.2)
Revenue (% of GDP)	35.5 (36.8)		Net financial debt (% of GDP)	49.0 (59.8)
EXTERNAL ACCOUNTS				
Exchange rate (EUR per USD)	0.719		Main exports (% of total merchandise exports, 2010):	
PPP exchange rate (USA = 1)	0.716		Machinery and transport equipment	33.7
Exports of goods and services (% of GDP)	30.3 (52.4)		Manufactured goods	17.2
Imports of goods and services (% of GDP)	31.1 (49.3)		Chemicals and related products	14.2
Current account balance (% of GDP)	-3.5 (-0.6)		Main imports (% of total merchandise imports, 2010):	
Net international investment position (% of GDP, 2010)	-92.5		Machinery and transport equipment	28.8
			Mineral fuels, lubricants and related materials	18.4
			Chemicals and related products	14.2
LABOUR MARKET, SKILLS AND INNOVATION				
Employment rate (%) for 15-64 year olds:	57.7 (64.8)		Unemployment rate (%):	21.6 (7.9)
Males	63.2 (73.0)		Youth (%)	46.5 (16.2)
Females	52.0 (56.8)		Long-term unemployed (%)	9.0 (2.6)
Average worked hours per year	1 690 (1 776)		Tertiary educational attainment	
Gross domestic expenditure on R&D (% of GDP, 2009)	1.4 (2.4)		25-64 year-olds (%; 2010)	31.0 (31.0)
ENVIRONMENT				
Total primary energy supply per capita (toe):	2.8 (4.3)		CO ₂ emissions from fuel combustion per capita (tonnes, 2009)	6.2 (9.8)
Renewables (%)	11.4 (8.2)		Water abstractions per capita (dam ³ , 2009)	0.7
Fine particulate matter concentration (urban, PM ₁₀ , µg/m ³ , 2008)	27.6 (22.0)		Municipal waste per capita (tonnes, 2010)	0.5 (0.5)
SOCIETY				
Income inequality (Gini coefficient, %)	31.7 (31.4)		Education outcomes (PISA score, 2009):	
Relative poverty rate	20.6 (17.7)		Reading	481 (493)
Public and private spending (% of GDP):			Mathematics	483 (496)
Health care (2008)	9.0 (8.8)		Science	488 (501)
Pensions (2007)	8.6 (8.6)		Share of women in parliament (%; July 2012)	34.9 (24.4)
Education (2008)	3.1 (3.7)		Net official development assistance (% of GNI)	0.3 (0.4)

Better Life Index: www.oecdbetterlifeindex.org/

Note: An unweighted average of latest available data is used for the OECD average, calculated when data for at least 29 countries are available.
 Source: OECD.STAT (<http://stats.oecd.org/>); OECD Economic Outlook Database.

Source: OECD Economic Surveys: Spain 2012, OECD Publishing

ANNEX II.

SPANISH FRUIT AND VEGETABLES PRODUCTION BY AREA, WEIGHT AND VALUE

FRUITS	2010			2011			
	Surface (thousand hectares)	Production (thousand tonnes)	Value (Euros X 1000)	Surface (thousand hectares)	Production (thousand tonnes)	Value (euros X 1000)	Production 2011 (% of total production)
TOTAL	650.0	11 937.9		646.9	11 592.2		100.00
Oranges	153.6	3 114.8	723 258	153.2	2 818.9	533 897	24.32
Mandarins	120.3	2 196.9	604 584	120.2	2 117.1	509 379	18.26
Peaches and nectarines	78.4	1 186.8	667 835	81.4	1 336.4	686 144	11.53
Melons	30.6	926.7	343 062	28.6	872.0	226 632	7.52
Watermelons	18.6	782.4	314 067	17.8	766.3	186 441	6.61
Lemons	40.8	717.9	214 654	39.6	736.2	121 031	6.35
Apples	31.8	646.3	191 488	31.5	670.3	204 169	5.78
Pears	27.3	476.6	223 376	27.0	502.4	199 366	4.33
Bananas	9.1	396.6	130 319	9.1	346.5	202 015	2.99
Strawberries	7.6	275.4	368 287	6.9	262.7	344 604	2.27
Table grapes	16.2	228.9	141 388	15.2	239.7	144 080	
Plums	18.5	232.8	131 358	17.1	230.9	108 212	
Persimmons	5.8	102.1		7.2	121.7		
Cherries	24.3	85.1	123 712	25.0	101.9	137 034	
Avocados	10.5	75.7	99 524	10.6	98.5	129 298	
Apricots	19.2	79.1	46 290	18.7	86.9	54 778	
Custard apples (<i>Annona Cherimola</i>)	3.2	50.2	60 576	3.2	50.2	48 545	
Grapefruits	1.9	46.8	7 431	1.9	48.2	7 186	
Pomegranates	2.4	26.6	21 319	2.6	32.6	20 923	
Figs	12.0	29.1	38 741	11.8	29.1	33 979	
Medlars – Japanese plums (<i>Eriobotrya Japonica</i>)	2.8	31.8	27 581	2.6	28.8	28 708	

Source: Ministry of Agriculture, Food and Environment -- Magrama

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VEGETABLES	2010			2011			
	Surface (thousand hectares)	Productio n (thousan d tonnes)	Value (euros X 1000)	Surface (thousan d hectares)	Productio n (thousan d tonnes)	Value (euros X 1000)	Production 2011 (% of total production)
TOTAL	384.8	13 461.1		378	13 527.1		100
Tomatoes	59.3	4 312.7	1 629 341	51.2	3 864.1	1 069 975	28.57
Potatoes	77.6	2 297.6	595 780	79.9	2 455.1	522 200	18.15
Onions	22.5	1 105.1	273 851	24.5	1 307.5	228 687	9.67
Lettuce and endives	33.7	869.2	411 489	35.1	929.2	290 954	6.87
Sweet Peppers	18.0	873.0	731 583	17.6	918.5	607 528	6.79
Cucumbers	8.1	665.0	322 047	8.2	719.2	267 190	5.32
Courgettes	7.6	366.5	201 171	8.1	403.4	118 311	2.98
Carrots	8.2	424.3	146 812	7.0	400.6	113 538	2.96
Eggplants	3.4	190.2	114 935	3.7	215.8	113 149	1.60
Headed cabbages	7.4	237.6	59 556	6.1	213.1	52 624	1.58
Artichokes	14.7	166.7	142 879	15.1	182.1	120 418	
Beans	8.9	144.3	205 008	8.9	152.5	196 749	
Cauliflowers	6.8	151.6	82 926	6.8	147.3	47 917	
Garlics	14.9	136.6	231 344	15.8	140.8	264 506	
Cultivated mushrooms	0.5	121.2	117 999	0.5	135.5	140 235	
Peas	13.3	83.5	56 809	12.3	85.3	51 385	
Spinaches	3.0	59.4	35 155	3.6	77.6	35 899	
Broad beans	8.6	80.2	67 988	8.0	67.7	53 881	
Swiss chards (<i>Beta Vulgaris</i>)	2.2	59.4	24 960	2.1	59.0	21 823	
Asparagus	10.2	49.5	78 781	11.1	58.5	83 129	

Source: Ministry of Agriculture, Food and Environment -- Magrama

ANNEX III.

SPANISH EXPORT AND IMPORT OF FRUIT AND VEGETABLES BY VALUE AND WEIGHT

	EXPORT		IMPORT	
	thousand euros	tonnes	thousand euros	tonnes
2010 TOTAL VEGETABLES (from 0701 to 0709)	3 639 956	4 135 398	508 038	1 260 366
070190 Potatoes	72 804	237 383	148 744	721 774
0702 Tomatoes	818 977	739 903	55 961	163 976
07031019 Onions	93 409	223 250	22 131	57 503
070320 Garlic	161 909	65 155	25 520	13 546
070390 Leeks	15 714	11 614	7 826	12 295
0704 Cabbages, cauliflowers, kohlrabi, kale and similar edible brassicas	306 011	314 555	9 534	14 789
0705 Lettuce (<i>Lactuca Sativa</i>) and chicory (<i>Cichorium</i> Spp.)	589 056	613 031	20 718	22 852
0706 Carrots, turnips, salad beetroot, salsify, celeriac, and similar roots	43 875	85 142	6 931	26 729
07070005 Cucumbers	372 470	449 352	1 942	1 932
070820 Beans	21 630	14 449	74 471	89 674
070810 Peas	4 128	3 155	787	2 531
070920 Asparagus	30 767	11 996	30 448	10 779
070930 Eggplants	100 946	110 593	327	323
070940 Celery	48 863	67 921	207	382
070951 Mushrooms of the genus <i>Agaricus</i>	1 488	562	3 912	2 994
07096010 Sweet Peppers	574 355	434 664	16 738	19 747
070970 Spinach	13 388	9 218	1 172	847
07099070 Courgettes	247 085	243 159	6 782	7 014
07099080 Artichokes	16 573	10 655	185	223

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	EXPORT		IMPORT	
	thousand euros	tonnes	thousand euros	tonnes
2011 TOTAL VEGETABLES (from 0701 to 0709)	3 518 897	4 270 814	490 020	1 111 809
070190 Potatoes	68 595	239 050	148 364	584 332
0702 Tomatoes	842 764	959 010	43 406	142 893
07031019 Onions	85 862	251 385	23 136	53 668
070320 Garlic	140 588	60 354	27 160	14 800
070390 Leeks	15 577	12 361	7 956	17 393
0704 Cabbages, cauliflowers, kohlrabi, kale and similar edible brassicas	290 673	353 025	7 575	13 001
0705 Lettuce (<i>Lactuca sativa</i>) and chicory (<i>Cichorium</i> spp.)	503 482	654 627	18 344	19 113
0706 Carrots, turnips, salad beetroot, salsify, celeriac and similar roots	57 306	119 530	3 564	20 070
07070005 Cucumbers	389 289	537 040	1 790	1 745
070820 Beans	21 630	14 449	74 471	89 674
070810 Peas	4 128	3 155	787	2 531
070920 Asparagus	33 832	13 265	33 602	11 205
070930 Eggplants	107 821	121 363	275	469
070940 Celery	47 618	70 931	81	132
070951 Mushrooms of the genus <i>Agaricus</i>	2 523	1 487	3 867	2 955
07096010 Sweet peppers	582 255	484 803	15 632	25 427
070970 Spinach	17 315	12 012	1 275	1 511
07099070 Courgettes	184 146	269 575	4 983	9 416
07099080 Artichokes	18 261	12 248	186	204

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	EXPORT		IMPORT	
	thousand euros	tonnes	thousand euros	tonnes
2011 TOTAL VEGETABLES (from 0701 to 0709)	3 904 707	4 239 859	460 574	1 091 487
070190 Potatoes	68 204	234 669	129 127	637 605
0702 Tomatoes	924 866	901 648	53 826	92 889
07031019 Onions	76 435	251 732	15 972	50 864
070320 Garlic	142 142	81 542	14 106	10 558
070390 Leeks	18 649	12 682	7 882	13 694
0704 Cabbages, cauliflowers, kohlrabi, kale and similar edible brassicas	322 128	335 981	9 543	16 567
0705 Lettuce (<i>Lactuca sativa</i>) and chicory (<i>Cichorium spp</i>)	631 251	687 756	19 052	17 906
0706 Carrots, turnips, salad beetroot, salsify, celeriac and similar roots	55 684	101 981	3 265	16 079
07070005 Cucumbers	430 008	490 487	5 791	5 479
070820 Beans	25 377	13 681	74 953	89 856
070810 Peas	4 908	3 926	787	1 900
070920 Asparagus	35 859	14 704	32 803	9 728
070930 Eggplants	116 244	130 212	619	657
070940 Celery	50 056	75 058	186	504
070951 Mushrooms of the genus <i>Agaricus</i>	2 490	1 400	5 027	3 562
07096010 Sweet peppers	624 194	517 474	18 003	25 144
070970 Spinach	25 202	24 886	1 388	1 038
07099070 Courgettes	237 436	265 800	8 819	9 012
07099080 Artichokes	15 717	12 004	201	218

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	EXPORT		IMPORT	
	thousand euros	tonnes	thousand euros	tonnes
2010 TOTAL FRUITS (from 0801 to 0810)	5 288 948	5 979 567	1 402 282	1 351 788
080119 Coconuts	1 666	1 523	1 346	2 618
080121 080122 Brazil nuts in shell/shelled	569	361	3 344	1 199
080131 y 080132 Cashew nuts in shell/shelled	1 349	370	23 781	4 919
08021190 y 08021290 Sweet almonds in shell/shelled	231 438	61 313	194 175	68 649
08022100 y 08022200 Hazelnuts in shell/shelled	9 108	2 230	26 081	6 171
08023100 y 08023200 Walnuts in shell/shelled	7 079	1 760	84 724	23 883
08024000 Sweet chestnuts in shell/shelled	10 566	6 733	3 532	2 050
08025000 Pistachios in shell/shelled	1 631	212	58 162	9 840
08026000 Macadamia nuts	365	38	4 467	517
08029050 Peanuts	24 905	6 268	27 195	18 548
08030011 Plantains	982	1 216	12 330	25 367
08030019 Bananas	40 944	56 861	78 676	159 031
080410 Dates	1 229	621	16 796	7 119
080420 Figs	6 761	4 787	3 869	1 406
080430 Pineapples	12 147	19 239	78 160	117 797
080440 Avocados	85 722	53 063	48 097	32 793
080450 Guavas, mangoes and mangosteens	16 295	11 340	26 833	32 268
080510 Oranges	924 790	1 341 535	86 536	137 669
080520 Mandarins	1 280 704	1 483 928	5 699	7 628
080540 Grapefruits and pummelos	32 467	47 087	5 816	8 191
080550 Lemons	315 741	397 626	54 889	53 683

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080610 Table grapes	195 825	126 786	60 479	42 730
080711 Watermelons	214 125	491 822	8 412	19 665
08071900 Melons	247 259	376 584	40 597	65 024
080720 Papaws (papayas)	1 673	1 748	9 226	5 540
080810 Apples	55 449	111 472	158 821	253 543
080830 Pears	84 100	122 033	39 042	50 026
080840 Quinces	1 467	2 221	42	208
080910 Apricots	37 601	29 205	2 236	1 545
080920 Cherries	51 272	24 416	10 821	3 021
08093010 Nectarines	410 766	351 127	8 335	9 603
08093090 Peaches	218 351	234 001	5 310	7 355
08094005 Plums	85 812	85 840	8 673	6 324
081010 Strawberries	396 760	360 309	33 773	15 017
081020 Raspberries, blackberries, mulberries and loganberries	84 261	11 843	8 371	1 650
081030 Black-, white- or redcurrants and gooseberries	332	55	619	88
081040 Cranberries, bilberries and other fruit of the genus <i>Vaccinium</i>	46 875	7 388	5 490	890
081050/08109010 Kiwifruit	9 551	11 415	124 042	124 447
081070 Persimmons				

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	EXPORT		IMPORT	
	thousand euros	tonnes	thousand euros	tonnes
2011 TOTAL FRUITS (from 0801 to 0810)	5 371 315	6 276 196	1 433 745	1 323 164
080119 Coconuts	2 841	2 588	1 490	2 287
080121 080122 Brazil nuts in shell/shelled	641	444	5 841	1 816
080131 y 080132 Cashew nuts in shell/shelled	4 039	636	27 998	4 430
08021190 y 08021290 Sweet almonds in shell/shelled	244 042	59 728	237 606	75 994
08022100 y 08022200 Hazelnuts in shell/shelled	14 134	2 911	24 833	5 232
08023100 y 08023200 Walnuts in shell/shelled	8 106	1 538	105 843	24 791
08024000 Sweet chestnuts in shell/shelled	12 153	6 994	4 190	2 264
08025000 Pistachios in shell/shelled	6 831	828	48 644	7 718
08026000 Macadamia nuts	106	11	4 332	405
08029050 Peanuts	38 824	8 265	33 094	25 840
08030011 Plantains	402	490	12 343	22 364
08030019 Bananas	49 825	49 862	96 906	189 379
080410 Dates	1 307	592	13 354	5 780
080420 Figs	7 544	4 590	3 207	1 337
080430 Pineapples	16 079	23 208	87 045	134 925
080440 Avocados	120 456	68 050	43 618	29 552
080450 Guavas, mangoes and mangosteens	22 598	17 245	29 985	25 625
080510 Oranges	906 514	1 506 053	66 138	114 308
080520 Mandarins	1 242 398	1 577 145	3 983	5 308
080540 Grapefruits and pummelos	34 658	53 698	4 149	5 936
080550 Lemons	302 547	477 305	31 715	42 603

ANNEXES

080610 Table grapes	226 824	138 419	64 064	42 565
080711 Watermelons	184 652	408 677	10 802	18 410
08071900 Melons	220 187	371 486	42 120	71 256
080720 Papaws (papayas)	1 699	1 786	8 993	5 455
080810 Apples	78 326	130 039	167 596	244 800
080830 Pears	83 416	120 464	34 338	41 661
080840 Quinces	1 264	2 774	138	111
080910 Apricots	40 121	31 439	2 390	1 808
080920 Cherries	59 410	30 467	11 121	3 088
08093010 Nectarines	339 776	393 023	6 474	6 296
08093090 Peaches	228 593	263 534	5 070	4 568
08094005 Plums	86 372	102 895	7 685	5 939
081010 Strawberries	442 222	229 797	11 501	6 043
081020 Raspberries, blackberries, mulberries and loganberries	114 304	17 166	4 728	1 013
081030 Black-, white- or redcurrants and gooseberries	162	19	264	41
081040 Cranberries, bilberries and other fruit of the genus <i>Vaccinium</i>	61 032	10 983	5 681	1 112
081050/08109010 Kiwifruit	11 557	11 774	118 128	114 265
081070 Persimmons				

ANNEXES

	EXPORT		IMPORT	
	thousand euros	tonnes	thousand euros	tonnes
2012 TOTAL FRUITS (from 0801 to 0810)	6 116 430	6 957 810	1 501 247	1 320 248
080119 Coconuts	3 669	2 054	1 391	1 818
080121 080122 Brazil nuts in shell/shelled	2 020	1 486	5 572	2 086
080131 y 080132 Cashew nuts in shell/shelled	2 797	428	28 952	4 890
08021190 y 08021290 Sweet almonds in shell/shelled	281 666	59 035	276 693	78 193
08022100 y 08022200 Hazelnuts in shell/shelled	12 955	2 529	26 317	5 477
08023100 y 08023200 Walnuts in shell/shelled	13 005	2 222	115 432	22 496
08024000 Sweet chestnuts in shell/shelled	19 418	8 407	5 044	2 153
08025000 Pistachios in shell/shelled	4 706	616	52 661	7 968
08026000 Macadamia nuts	36	3	4 147	349
08029050 Peanuts	35 654	7 310	17 981	4 941
08030011 Plantains	26 174	8 766	26 028	40 668
08030019 Bananas	47 004	68 787	98 166	184 273
080410 Dates	907	421	12 842	5 502
080420 Figs	7 712	4 728	3 718	1 535
080430 Pineapples	17 497	25 181	79 261	130 549
080440 Avocados	105 397	59 924	52 742	33 948
080450 Guavas, mangoes and mangosteens	32 548	24 650	31 995	24 278
080510 Oranges	999 964	1 627 044	79 960	126 723
080520 Mandarins	1 297 988	1 670 512	8 831	10 040
080540 Grapefruits and pummelos	31 741	47 224	5 114	6 534
080550 Lemons	386 067	559 654	54 775	60 906

ANNEXES

080610 Table grapes	211 326	128 076	54 669	33 657
080711 Watermelons	208 252	508 227	9 065	18 049
08071900 Melons	259 893	431 732	44 182	66 184
080720 Papaws (papayas)	2 414	1 633	8 352	5 296
080810 Apples	85 344	128 281	162 084	223 047
080830 Pears	86 495	114 335	26 017	32 244
080840 Quinces	1 403	3 175	4	6
080910 Apricots	54 368	42 135	2 133	3 162
080920 Cherries	8 370	3 348	430	153
08093010 Nectarines	350 767	354 071	4 493	9 150
08093090 Peaches	289 198	282 250	3 290	5 017
08094005 Plums	100 083	105 296	6 409	5 009
081010 Strawberries	521 671	285 170	12 281	7 333
081020 Raspberries, blackberries, mulberries and loganberries	119 410	16 219	4 782	1 155
081030 Black-, white- or redcurrants and gooseberries	1 191	952	438	96
081040 Cranberries, bilberries and other fruit of the genus <i>Vaccinium</i>	84 546	12 711	7 797	1 521
081050/08109010 Kiwifruit	14 504	15 821	113 695	121 378
081070 Persimmons	246 581	247 532	176	188

Source: Spanish Customs

ANNEX IV.

SPECIMEN INSPECTION FORM

GENERALITAT VALENCIANA
CONSELLERIA D'AGRICULTURA, PESCA I ALIMENTACIÓ
INSTITUT VALENCIÀ DE QUALITAT AGRICOLA I ALIMENTÀRIA



MINISTERIO DE INDUSTRIA,
TURISMO Y COMERCIO

SECRETARÍA DE ESTADO DE TURISMO Y COMERCIO
SECRETARÍA GENERAL DE COMERCIO EXTERIOR

FORMAT GC01/07

ACTA Nº:
MATERIA: FRUTAS Y
HORTALIZAS FRESCAS
MATERIA: FRUITES I
HORTALISSES FRESQUES
Pàgina de

Se procede a realizar controles de conformidad del producto con las normas de comercialización de acuerdo con el artículo 4 y el anexo IV del Reglamento (CE) 1148/2001/ Es procedit a realitzar controls de conformitat de producte amb les normes de comercialització d'acord amb l'article 4 i l'annex IV del Reglament (CE) 1148/2001.

Identificación del lote/Identificació lot:	Tipo de producto/ Tipus producte:
Expedidor/ Expedidor:	Variedad/ Tipo comercial/ Varietat/Tipus comercial:
País de origen/ País d'origen:	Categoría/ Categoria:
Peso neto/ Pes net:	Tipo de envase/ Presentación/ Tipus d'envàs/Presentació:
Marca/ Marca:	Destino/ Destinació:
Número de envases/calibres/ Nombre d'envasos/calibres:	

Muestra elemental/ Mostra elemental	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	TOTAL
Código de calibre/ Codi de calibre																
Número de unidades/ Nombre d'unitats																
Defectos tipo A/ Defectes tipus A																
Podrido/ Podridura																
Daños fino/ Danys fiu																
Heridas abiertas/ Ferides obertes																
Manchas evolutivas/ Taques evolutives																
Total def. A/ Total def. A																
% def. A																
Defectos tipo B/ Defectes tipus B																
No enteros/ No sencors																
Falta frescura/ Falta frescor																
Sucos/ Sucos																
Heridas calcinadas/ Ferides calcinades																
Daños plagas/ Danys plagues																
Presencia plagas/ Presència plagues																
Olor/ Sabor extraño/ Olor/ Sabor estranya																
Daf color/ Daf. color																
Daf. piel/ Daf. pell																
Daf. madurez/ Daf. maduresa																
Total def. B																
% def. B																
Mal calibre/ Mal calibre																
% mal calibre/ % mal calibre																
Presentación/ Presentació																
Marcado/ Mercat																

Calificación global del lote/ Qualificació global del lot:

Conforme No conforme Motivo/ Motiu (*):

Comentarios de la empresa/ Comentaris de l'empresa:

Solución/ Solució:

SI NO Medidas tomadas/ Mesures preses:

(*)A Características mínimas/ Característiques mínimes B Categoría comercial/ Categoria comercial. C Calibre/ Calibratge D Presentación/ Presentació E Mercado/ Mercat

EL/LOS INSPECTOR/ES/EL/S INSPECTOR/S:

REPRESENTANTE DE LA EMPRESA/ REPRESENTANT DE L'EMPRESA:

Nombre/ Nom:

Nombre/ Nom:

de Publicacions/ECP/MI/TC 26.000/07
to de Indústria, Turisme y Comerç/BD/019E 19

ANNEX V.

PROGRAMME OF THE PEER REVIEW VISIT

Tuesday, 29 October 2013. MADRID	
9:30 – 16:30	Meeting at the Ministry of Economy and Competitiveness. Paseo de la Castellana, 162. 28046 MADRID.
	Organization of quality controls for fruit and vegetables in Spain
	Organization of SOIVRE Inspection body
17:20	Travel to Valencia (by train)
Wednesday, 30 October 2013. VALENCIA	
9:00 – 12:30	Meeting in the Central Office of SOIVRE in Valencia
	Export control. Inspection point: truck station of Silla (15 km from Valencia)
14:00 – 18:00	Inspection at the packing house AMC Grupo Alimentación at Cárcer (54 Km from Valencia city) .
Thursday, 31 October 2013. VALENCIA	
9:00 – 12:30	Export/import control. & visit to the SOIVRE Laboratory - Inspection point Port of Valencia
14:00 – 16:00	Closing session. Conclusions

ANNEX VI.

LIST OF PERSONS MET BY THE PEER REVIEW TEAM

Name	Title	Address
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<p>REGIONAL MINISTRY OF AGRICULTURE OF COMUNITAT VALENCIANA</p>		
<p>Ms. Teresa VELÁZQUEZ HENAR</p>	<p>Head of Division</p>	<p>Conselleria de Presidencia y Agricultura, Pesca, Alimentación y Agua. Dirección General de Producción Agraria y Ganadería. Servicio de Seguridad Alimentaria y Control de Calidad Ciudad Administrativa 9 de Octubre. Edificio B3 – planta 1. Calle Castán Tobeñas, 77. 46018 Valencia. Spain</p> <p>Email: velazquez_ter@gva.es</p>
<p>Ms. Carmen MONTORO CAVERO</p>	<p>Head of Section Agro food Quality Control</p>	<p>Conselleria de Presidencia y Agricultura, Pesca, Alimentación y Agua. Dirección General de Producción Agraria y Ganadería. Servicio de Seguridad Alimentaria y Control de Calidad Ciudad Administrativa 9 de Octubre. Edificio B3 – planta 1. Calle Castán Tobeñas, 77. 46018 Valencia. Spain</p> <p>Tel: +34.96.124.72.09 Fax: +34.96.124.79.35 Email: montoro_car@gva.es</p>
<p>VISITED COMPANIES</p>		
<p>AMC GRUPO ALIMENTACIÓN, FRESCO Y ZUMOS, S.A C/ Llosa de Ranes, s/n. 46294 CÁRCER (Valencia) Spain</p>		

ANNEX VII.

LIST OF REFERENCES

COUNCIL OF THE EUROPEAN UNION

Council Regulation (EC) No 1234/2007 of 22 October 2007 establishing a common organisation of agricultural markets and on specific provisions for certain agricultural products (Single CMO Regulation);

EUROPEAN COMMISSION (2011)

Commission Implementing Regulation (EU) No 543/2011 of 7 June 2011 laying down detailed rules for the application of Council Regulation (EC) No 1234/2007 in respect of the fruit and vegetables and processed fruit and vegetables sectors;

OECD (2006)

Council Decision revising the OECD "Scheme" for the Application of International Standards for Fruit and Vegetables [[C\(2006\)95](#)]

OECD (2012)

OECD Economic Surveys: Spain 2012, OECD Publishing; http://dx.doi.org/10.1787/eco_surveys-esp-2012-en

Peer Review of the Fruit and Vegetables Quality Inspection System in Spain

2014

This Peer Review is produced within the framework of the Scheme for the Application of International Standards for Fruit and Vegetables established by the OECD in 1962. The Peer Review is a systematic examination and assessment of the performance of national fruit and vegetables quality inspection systems by experts from other countries under the umbrella of the OECD Fruit and Vegetables Scheme. The ultimate goal is to help to improve policy making, adopt best practices and comply with established international standards and principles. The examination is conducted on a voluntary basis, and relies on mutual trust and co-operation among reviewers, as well as their shared confidence in the process.

Spain's Peer Review primarily focuses on the fruit and vegetable export and import quality inspection system. Spain is the largest exporter of fruit and vegetables in the world. The Spanish fruit and vegetables quality inspection system is well organised in order to manage the large amount of produced and traded fruit and vegetables. The system has to accomplish two main objectives; the promotion of Spanish fruit and vegetables abroad; and, compliance with all responsibilities determined by Spain's membership in the European Union and in other intergovernmental organisations such as the OECD Fruit and Vegetables Scheme. The Peer Review examines the implementation of the quality inspection system for exports, imports and the EU internal market, as well as the electronic data management system and the integration of different types of inspections. Moreover, the Peer Review also outlines recommendations on possible further improvements in the Spanish quality inspection system such as organizing joint training programmes for the inspectors of Ministry of Economy and Competitiveness (SOIVRE) and the Regional Ministries of Agriculture. This would lead to a higher level of harmonization between the two systems. Spain developed a remarkable electronic information system (ESTATICE) which supports a smooth implementation of inspection, manages databases and risk assessment systems, allows the distribution of information and provide surface for multi-way communication. The Peer Review Team suggests to other Members to take into consideration the Spanish electronic information system.