

## **Cross-border Trade in Spices**

**Updates & Trends Impacting US & Global Supply Chains** 

13 October 2020





## **Why Trade Matters**

US imports and consumes more spices than any other country

>\$2.2 B of spices cross US borders annually



# **Evolving Trade Landscape**Tough talk & uncertainty

### 2016 through mid-2019

Focus on limiting imports & disruptive trade policy

"I'm going to issue a notification of intent to withdraw from the Trans-Pacific Partnership... a potential disaster for our country." November 2016

"China has been taking out massive amounts of money & wealth from the U.S. in totally one-sided trade..." January 2017

"...trade wars are good, and easy to win." March 2018

"Tariffs are the greatest! Either a country which has treated the United States unfairly on Trade negotiates a fair deal, or it gets hit with Tariffs." July 2018

"...NAFTA was one of the worst trade deals ever made."

September 2018

## Challenges & Risks in the Supply Chain

**Increased tariffs & enforcement measures** 

Loss / potential loss of tariff preferences







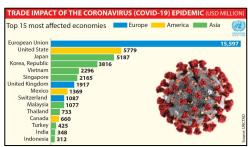
Tariff actions and counteractions







Trade facilitation vs. trade restrictions







## GSP for imports from developing countries

Prospects for renewal and possible changes

#### **Background & Implications**

GSP expires 31 December

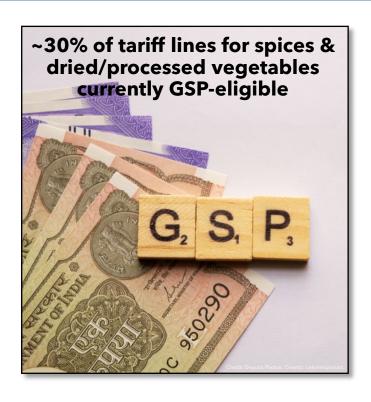
- Historically strong bipartisan Congressional support
- USTR has not yet indicated its support for renewal

Renewal vote during lame duck session possible

Discord from election and Supreme Court appointment could delay vote

Administration scrutinizing non-reciprocal preferences and interested in possible GSP reform

Other Administrations have considered GSP reform, but considered reform difficult



#### What could changes look like?

#### FTAs: Follow lead of EU in converting GSP to EPAs

- US-India bilateral negotiations ongoing
- US-Kenya bilateral negotiations ongoing
- US-Brazil bilateral discussions in process

#### **Modifications in requirements & criteria**

- Mandatory graduation for middle income countries
- Graduation for specific industry sectors
- Increase ROO to >35% processing requirements

#### **GSP for least developed countries only**

Limit to only 44 out of 119 currently GSP-beneficiaries

#### Let GSP program lapse

Will require notification and possible consultation with other WTO members

### **US Section 301 Tariffs**

### National security concerns target imports from China

#### Additional tariffs in place

- Additional tariffs applied on China-origin spices & dried/processed vegetables of 7.5% or 25%
- No clear-cut timing or criteria for removal of Section 301 tariffs

#### **US CIT court case:**

- Tariffs on Chinese goods unlawful as imposed after a 12-month deadline after USTR's Section 301 investigation
- Violated Administrative Procedure Act given stakeholders were not given sufficient time to participate.
- 3,500+ "me too" suits filed
- Considered a long shot, but necessary

#### **WTO case against the United States**

- China won its case against the US citing Section 301 tariffs not in compliance
- China already retaliating, so do not expect US to take any compliance action

#### **Actions under consideration**

- Impose Section 301 tariffs on de minimis shipments
- Review and potentially revoke US MFN rates for China
- America LEADS Act to support more US funding and initiatives to counter China



## Forced labor in the supply chain

Potential for import bans & risks to brand/company reputation

#### **Background & Implications**

Section 307 of the Tariff Act of 1930 prohibits importation of goods produced with forced labor

o 2015 TFTEA removed "consumptive demand" loophole

 WRO issued if information "reasonably but not conclusively indicates" that imports may be product of forced labor

o "Every reasonable effort" must be made to det source and type of labor

No WTO provisions related \*\*

Majority of WBC

o Since 19

o Since 20

CBP and legis regions within d

 CBP's 21 CCF init visibility into supp

**Examples of Spices & Vegetable Products** Targeted as Likely Produced by Forced/Child Labor



**Expectation by CBP that importers undertake** supply chain due diligence beyond Tier 1 suppliers

ore data to help increase

Shift from trade disruption to quick wins & deals.

"Big Trade Deal just agreed to with Prime Minister Abe of Japan. Will be great for our Farmers, Ranchers and more." August 2019

"America's great USMCA Trade Bill is looking good. It will be the best and most important trade deal ever made by the USA." December 2019

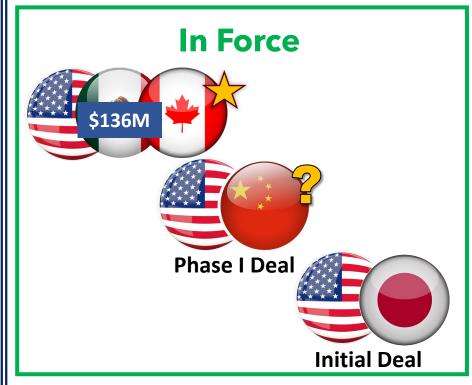
"I will be signing our very large and comprehensive Phase One Trade Deal with China on January 15." December 2019

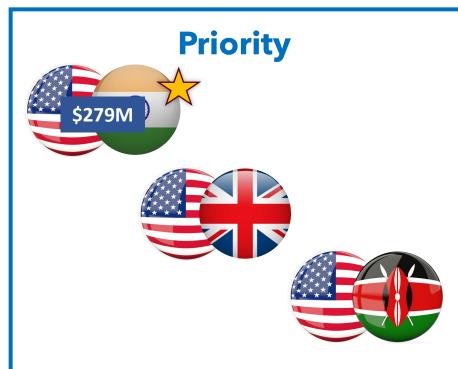
"This deal (with the UK) has the potential to be far bigger and more lucrative than any deal that could be made with the EU." December 2019

"(We are in) early stages of discussion for an incredible trade agreement (with India). It has to be reciprocal." February 2020

## Opportunities in the Supply Chain?

**New & Future Trade Agreements to Support US Imports** 





### **Prospective**









Phase 2

Phase 2

## US-Mexico-Canada Agreement Stability for North American Supply Chains

#### **Continuity & Improvements**

- Maintains duty-free treatment for spices, and dried & processed vegetables
- Nine minimum data elements, but COO form no longer required
- Origin certification may be completed by the importer, producer, or exporter; signed and submitted electronically
- Minimal changes to ROO for our sector
- De minimis provisions for ROO increased to 10%
- Removed prohibition on use of nonoriginating goods in FTZs; USTR supports reverting to NAFTA provision



#### **New Provisions & Transitional Issues**

- NAFTA-related rulings no longer valid
- Prohibits importation of goods sourced from forced labor
- MPF currently not refundable; technical fix in the works



# **Evolving Trade Landscape**Shifts in US Trade Policy?

### November 2020 & beyond



Continue to "rebalance" with trading partners

Enforce Phase 1 China trade deal and USMCA

Finalize new trade deals with the UK, Kenya, and India; pursue Phase 2 trade deals with China and Japan

Continue to aggressively enforce US trade laws and take other unilateral actions

Continue assessments of GSP countries compliance with criteria; possible reform

No change in enforcing against imports made with forced or child labor

Push for significant WTO reforms to limit the WTO, rethink tariff commitments, review WTO budget, pivot from DSB



"Reset" with trading partners but not full 180'

No immediate end to Section 301 tariffs on China;

Focus on comprehensive FTAs, rather than phased deals; possible re-visit of CPTPP to counter China in Asia; unclear on UK & EU

Hardline on Chinese IP theft and "unfair" trade practices; partner with allies

Support for GSP renewal without major reform of program

No change in enforcing against imports made with forced or child labor

Strengthen & reinvigorate WTO without major reforms; work with allies on over-capacity issues



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TradeMoves LLC



## Resources & Guidance Helpful links on cross-border trade issues

#### **Forced Labor / Supply Chain Due Diligence**

- > CBP's Responsible Business Practices on Forced Labor Risk in the Global Supply Chain Guide
- > CBP's Supply Chain Due Diligence Factsheet
- > DOL's List of Goods Produced by Child Labor or Forced Labor
- > DOL's "Comply Chain": Developing a Social Compliance System
- ➤ CBPs' Withhold Release Orders (WROs)

#### **USMCA**

- USMCA text
- ➤ <u>USMCA rules of origin</u>

#### **Generalized System of Preferences**

- ➤ GSP Beneficiaries
- ➤ USTR's GSP Guidebook
- ➤ GSP Coalition

#### **Section 301 Tariffs on Imports from China**

- ➤ USTR's Section 301 Exclusions Portal
- ➤ WTO Report on Section 301 case

# Annex: US Import Data

	Country	Tariff treatment into the United States	Total
1	Madagascar	GSP	\$338,219,262
2	India	MFN (GSP until mid-2019) Bilateral agreement in negotiation	\$279,296,685
3	Vietnam	MFN	\$259,774,720
4	China	MFN + Section 301	\$227,052,279
5	Indonesia	GSP	\$210,903,230
6	EU27 + UK	MFN Bilateral agreements under negotiation	\$110,400,000
7	Мехісо	NAFTA/USMCA	\$79,055,142
8	Peru	US-Peru FTA	\$54,504,236
9	Canada	NAFTA/USMCA	\$56,738,531
10	Turkey	MFN	\$33,987,775
11	Brazil	GSP Bilateral agreement under consideration	\$81,910,565
12	Sri Lanka	GSP	\$32,383,365
13	Guatemala	DR-CAFTA	\$24,114,919
14	Pakistan	GSP	\$15,810,371
15	Egypt	GSP	\$16,804,445

\$1,927,791,581

## Annex

## **Section 301 Tariffs on US Imports from China**

US Section 301 Tariffs on ASTA products				
US Codes	Product	Additional Section 301 Tariff in place		
0712.20.40 – 0712.90.65	Dried onions, garlic, fennel, marjoram, parsley, savory and tarragon, parsley			
0910.99.60	Other spices, nesoi	25.0%		
1207.40.00 – 1207.50.00	Sesame seeds and mustard seeds			
2005.99.xx	Prepared vegetables			
0712.90.70 , 0904 - 0910	All other spices and dried vegetables	7.5%		

## Annex: Forced Labor/Supply Chain Due Diligence

**INTEGRITY OF THE SUPPLY CHAIN:** If contacted by CBP to investigate possibility of forced or child labor in the supply chain, CBP will likely focus its questions on the systems and processes companies have in place to ensure the integrity and transparency of its supply chain to comply with Tariff Act of 1930.

- 1. Outline actions taken thus far to prevent use of forced or child labor in the company's supply chain.
- 2. Can the importer **guarantee** that goods were not "manufactured wholly or in part in any foreign country by convict labor or/and forced labor or/and indentured labor"?
- 3. Are there any known court cases or petitions against the importer related to forced or child labor?
- 4. How does the importer obtain information on/monitor activities at the farm level?
- 5. How does the importer work with its suppliers to ensure that good were not harvested by forced or child labor?
  - a) Does the importer ensure that goods were not harvested by forced or child labor **beyond Tier 1 suppliers**? If so, does the importer have **established written process** covering every level of the product supply chain?
  - b) Does the importer have a **Supplier Code of Conduct**? Is the code of conduct shared with all suppliers? Is it a stand-alone document or included as an addendum to purchase orders and contracts?
  - c) Does the **code of conduct address minimum labor standards** as specified by the United Nations International Labor Organization or other intergovernmental organizations?
  - d) Is there a program in place to **detect instances of non-compliance** with the code of conduct? How does the importer address any detected non-compliance with the code of conduct?
  - e) What **information** is **provided** by suppliers to ensure that goods were not harvested or processed by forced or child labor?
  - f) Does the importer **conduct risk assessments of suppliers** for forced or child labor?
  - g) Does the importer conduct regular or **unscheduled supplier audits** of its suppliers? Are these audits onsite? Are audits conducted by in-house personnel or external audit professionals?
- 7. Does the importer have adequate corrective action plans to address noncompliance and deter weak business practices?
- 8. What are the **steps/actions the importer takes if it encounters reasonable information** that there is forced or child labor in its supply chain?
- 9. Outline any **industry specific multi-stakeholder initiatives** to prevent forced labor where the importer is engaged and active.

# **Annex:**USMCA Origin Certification Data Elements

- 1. Importer, Exporter, or Producer Certification of Origin
- 2. Certifier
- 3. Exporter
- 4. Producer
- 5. Importer
- 6. Description and HS Classification of the Good
- 7. Origin Criteria
- 8. Blanket Period (if applicable)
- 9. Authorized Signature and Date

# Annex: US - Japan Trade Agreement

## Market Access Achieved for ASTA products under US-Japan Trade Agreement (Effective 1 January 2020)

Tariff code	Product	Japan's MFN rate	Preferential tariffs for US Goods
0904.11.100	Pepper of the genus Piper, Neither crushed nor ground; Put up in containers for retail sale	3%	Free
0904.12.100	Pepper of the genus Piper; Crushed or ground; Put up in containers for retail sale	3%	Free
0910.12.299	Ginger; Crushed or ground; Other; Other	2.5%	Free
0910.91.210	Other spices; Mixtures of spices; Put up in containers for retail sale	3.6%	Free
2005.99.919	Other vegetables prepared or preserved otherwise than by vinegar or acetic acid, not frozen, other than products of heading 20.06; Other; In airtight containers not more than 10kg each including container; Other	12%	Free
2005.99.991	Other vegetables prepared or preserved otherwise than by vinegar or acetic acid, not frozen, other than products of heading 20.06; Other; Other; Garlic powder	10.5%	Free
2005.99.999	Other vegetables prepared or preserved otherwise than by vinegar or acetic acid, not frozen, other than products of heading 20.06; Other; Other; Other	9%	Free





## Navigating Trade Requirements: Focus on Organic and Pesticide MRLs

**ASTA Regulatory Workshop** 

Maile Gradison Hermida, Partner

October 13, 2020

#### AGENDA

- National Organic Program Overview
- Organic Equivalency Programs
- Pesticides and Dehydration Factors
- When Laws Conflict
- Case Studies and Hypotheticals

#### Overview

- Organic space is growing rapidly consumers are increasingly interested in sustainable practices
- Organic products have numerous requirements, e.g., labeling, growing, certification
- The organic program incorporates various international arrangements that allow for import of organic products into the US
- Domestic and international pesticide regulations make some of these arrangements (and importing generally) tricky to understand and comply with
- At the end of the day, adulteration provisions under the FFDCA trump labeling
  - i.e., it doesn't matter if the organic program lets you call the imported product "organic" in the
     US it's still considered adulterated



### Organic – Domestic Overview

- The National Organic Program (NOP) is a federal regulatory program under the U.S. Department of Agriculture that develops and enforces uniform national standards for organically produced agricultural products sold in the US
- Regulated by NOP under 7 CFR Part 205
  - Certifiers are responsible for making sure USDA products meet all organic standards
- Five steps to organic certification:
  - Selecting USDA-accredited certifying agent and submitting application
  - Certifying agent reviews the application
  - On-site inspection
  - Certifying agent reviews application and inspector's report
  - Certifying agent issues organic certificate

## Organic Labeling

- Organic labeling must meet the NOP standards
  - 100% Organic" = 100%
    - May include USDA organic seal
  - "Organic" = 95%
    - May include USDA organic seal
  - "Made with" organic ingredients = 70%
  - "Organic" ingredients in the ingredients statement





## Organic Equivalency & Recognition Programs

- In addition to NOP, there are multiple global organic standards and certifications
- USDA establishes international trade agreements for organic products
- Two types of programs
  - Equivalency arrangements
  - Recognition agreements

## International Organic Logos



**United States** 



Canada



**European Union** 



Japan



Korea

There is no Swiss organic seal

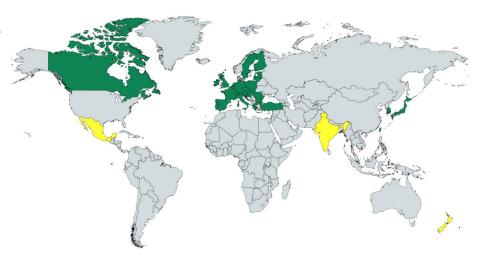
Switzerland

## **Importing Organic Products**

- 1. Equivalency Program: An agent certifying to the organic standards of another country with which the U.S. has an equivalency agreement
  - > Canada, EU, Taiwan, Japan, South Korea, Switzerland, and the UK
- 2. Recognition Program: USDAaccredited certifying agents in a foreign country
  - > India, Israel, New Zealand, Mexico







## **Equivalency Arrangement - Details**

- AMS works with Foreign Ag Service (FAS) and US Trade Representative (USTR) to establish
- Through these arrangements, two countries may recognize each other's organic program as being "equivalent"
  - Products can be sold with just one organic certification
- For US and foreign entities, this reduces the number of certifications they must maintain

## **Equivalency Arrangement - Details**

- How the U.S. enters into an equivalency arrangement:
  - The foreign government provides USDA with information regarding its:
    - organic system (lead organization; organic standards; enforcement, etc.)
    - crops/products for which equivalency is sought
  - If USDA chooses to proceed, the foreign government provides a detailed side-by-side comparison between its organic system and the USDA system
  - If a system is deemed equivalent, a final agreement is reached and posted on USDA's website (including specific products subject to the agreement)
  - USDA conducts onsite audits of foreign programs on a two-year cycle

### Importing Organic Products - Details

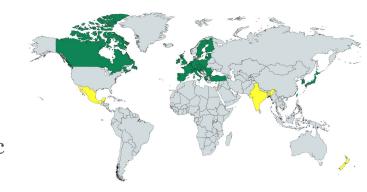
- Product imported under an equivalency agreement must generally:
  - 1. Be produced or have had final processing or packaging occur in the specific country
  - 2. Be accompanied by a NOP import certificate and organic certificate issued by the certifying agent
    - Canada instead requires an attestation that the products comply with the terms of the equivalency agreement
  - 3. Comply with USDA organic labeling requirements
  - 4. Meet any other restrictions/limitations under the specific equivalency agreement
    - Ex., certain products are excluded under some trade agreements (such as meat, dairy and alcohol from Japan, and pears and onions from Korea)
    - Ex., imports from the EU must meet additional specification for wine
- Equivalency agreements impose similar restrictions on U.S. exports

## Recognition Agreement - Details

- Recognition agreements allow a foreign government to accredit certifying agents in that country to the USDA organic standards
- These foreign certifying agents are authorized to certify organic farms and processing facilities, ensuring that USDA organic products meet or exceed all USDA organic standards
  - Organic exports must be accompanied by specific documentation, e.g., transaction certificates
  - Products must meet all USDA organic labeling requirements

## **Exporting Organic Product**

- USDA organic products may be exported and sold in the EU and the six countries with which the USDA has equivalency agreements
- Some restrictions apply, e.g.,:
  - Canada agricultural products produced with the use of sodium nitrate or hydroponic or aeroponic production not allowed
  - Japan this equivalence covers only USDA organic products that fall under the scope of the Japan organic regulations.
    - Organic products that are not regulated under the Japan organic regulations, yet are certified by a USDA accredited certifier, can be exported to Japan under certain conditions



## Importing Organic Products – Hot Topics

- In July 2016, USDA issued a letter to organic importers reminding them that imported organic products cannot be fumigated with prohibited substances or treated with irradiation
- In August 2020, USDA issued a proposed rule that would require all imported organic products to be "associated with" an NOP import certificate - not just those imported from a country with which the U.S. has an equivalency agreement
  - Shipment could enter the U.S. without the certificate at the time of entry, but it would need to be uploaded into the Customs electronic system within 10 calendar days of the shipment entering the U.S.
  - Comments on the proposed rule were due October 5



# Pesticides – U.S. Legal Framework

- The Environmental Protection Agency (EPA) issues tolerances for pesticide residues in food 40 CFR Part 180
- FDA enforces the tolerances
  - Biggest potential vulnerability is at import
- Under the FFDCA, a food that bears or contains pesticide residues not covered by a tolerance or tolerance exemption, or with residues in excess of the tolerance, is deemed adulterated
- If there is no tolerance, the tolerance is interpreted as zero, with no allowance for *de minimus* levels, unlike in Canada and the EU
  - Regardless of the level
  - Even if there is no health or safety concern

# FDA Food Safety Modernization Act (FSMA)

- FSMA requires companies to:
  - Consider pesticide residues in the hazard analysis, as a potential chemical hazard; and
  - Implement preventive controls if pesticide residues are determined to be a "hazard requiring a preventive control" as an output of the hazard analysis

# Pesticides Internationally

- Countries have highly variable pesticide allowances and they are constantly changing!
  - Some countries will allow the use of pesticides that are considered safe by Codex
     Alimentarius, but that are not authorized for use by the U.S., Canada, or the EU
- The U.S./Canada/EU market for a particular agricultural commodity may represent only a small fraction of the worldwide demand for the commodity, making it less likely the farmers will only use pesticides authorized in these countries

### Potential Issues with Zero Tolerance

- Small-scale farmers may not be aware of the end product market to which their product will be exported
- Analytical detection capabilities are increasingly sensitive
  - Some crops inherently present pesticide metabolites even if no pesticide was applied
  - Issues can be caused by drift

# Dehydration Factors (DFs) – It's Complicated!

- As noted, EPA does not recognize DFs
  - However, FDA has provided guidance on when DFs may be appropriate for a commodity
- FDA 3 considerations :
  - If there is NOT an MRL for a specific pesticide for a processed food in its concentrated or dehydrated form
  - the processed foods consists primarily of one ingredient, AND
  - the product is sold in a form requiring further preparation prior to consumption
    - e.g., fruit juice concentrates, dehydrated vegetables, and powdered potatoes

# Dehydration Factors (DFs) – It's Complicated!

- If a processed commodity <u>meets all three of these considerations</u>, application of a dehydration factor could be considered appropriate
  - i.e., examine the product for residues after reconstituting to the commodity's normal moisture content
- Onus is on the manufacturer/importer to show why DFs are appropriate



### When Laws Conflict

- A potential conflict can arise when, for example:
  - A food can be certified organic in the EU
  - When imported, the food contains a pesticide for which the US does not have an approved tolerance, but which is legal for a certified organic food in the EU
  - The food is considered adulterated in the US
- Under the FFDCA, a food that bears or contains pesticide residues not covered by a tolerance or tolerance exemption, or with residues in excess of the tolerance, is deemed adulterated

## When Laws Conflict

TAKE-AWAY - Adulteration trumps labeling!

Now some Case Studies and Hypotheticals

# Case Study: Carbendazim in Orange Juice

- In 2012, the Food and Drug Administration (FDA) found carbendazim in orange juice concentrates coming from Brazil and refused to allow the entry into the United States of any concentrate with detectable levels of carbendazim
- While the low levels found were well within tolerances established in the EU and Canada, and did not present any health or safety issues, FDA deemed the products adulterated as a matter of law and issued an import alert



## Hypothetical 1: Vanilla Beans

Vanilla Beans			
Residue	US Tolerance	EU MRL	
LAMBDA-CYHALOTHRIN	no tolerance (40 CFR 180.438)	0.03 (EU 2019/1015)	
DELTAMETHRIN	no tolerance (40 CFR 180.435)	15 (EU 2018/832)	

- A product could contain EU-compliant levels of either residue but be considered non-compliant for US markets
- Company could argue:
  - There is no health or safety issue
  - In compliance with EU MRL
- FDA would still consider it adulterated



# Hypothetical 2 (Basil) – Dehydration Factors (DFs)

Basil				
Residue	US Tolerance	EU MRL (ESA dehydration factor of 7)		
DIMETHOMORPH	No tolerance (40 CFR 180.493)	10 (70) (EU 2016/1902)		
METALAXYL M & S ISOMER	No tolerance (40 CFR 180.408)	3 (21) (EU 2017/1164)		

- The European Spice Association (ESA) developed and published a list of proposed "dehydration factors" for herbs
- EPA does not *per se* recognize DFs
- Dehydration factors, applied to already higher MRL levels, can lead to significant disparity between EU and US compliant product

#### Letter to the editor

Kontakt:
Gerhard Weber
Fachverband der Gewürzindustrie e. V.
Reuterstraße 151
D-53113 Bonn
16 September 2008

European Spice Association, ESA, recommends dehydration factors to assess pesticide residues on products of the spice industry1

Maximum residue levels (MRLs) for products of plant origin have been set at Community level in Regulation (EC) no. 396/ 2005 of the European Parliament and of the Council of 23 February 2005 on maximum residue levels of pesticides in or on food and feed of plant and animal origin (O.J. L 70 of 16.03. 2005). The annexes to this Regulation have been published in several regulations since. They have come into force in September 2008.

Commission Regulation (EC) no. 178/2006 of 1 February 2006 establishes Annex I of Regulation no. 396/2005 listing the food and feed products to which maximum levels for pesticide residues apply. In the Annex to this Regulation, group 2 v), it is defined that MRLs apply to fresh herbs. The European spice industry usually trades dried herbs.

When assessing the MRLs the pesticide residues found in a dried product have to be put in relation to the fresh product. Article 20 of Regulation 396/2005 permits in the case of dried products (e.g. herbs) the concentration caused by the drying process be taken into account when determining the maximum residue level.

#### ESA recommends a harmonised pesticide residue assessment

The European Spice Association proposes the application of dehydration factors for dried products (e.g. herbs) in order to 

Product name	Dehydration factor
basil	7
celery leaves	10
chervil	5
chives	7
coriander leaves	13
dill tops	7
garlic	3
laurel leaves	7
lovage leaves	7
marjoram	7
onion	9
oregano	6
parsley leaves	6
mint	7
capsicums	10
rosemary	7
sage	7
savory herb	7
tarragon	7
thyme	7

The list is also available at the website of ESA (http://www.esaspices.org/documents).

#### How dehydration factors were derived

The ESA experts have derived the dehydration factors from literature data (see annex) and data from company labs. The experts calculated the relation of dry matter of the fresh herb to the dried product.

The resulting values were checked with the following formula:

dehydration factor =  $1/[1-(%H_20/100)]$ 

A good correlation could be confirmed. This formula has been used by A. Ambrus for the development of dehydration factors for paprika in the framework of the Codex Alimentarius work

### Conclusion

- As organic and pesticide regulations proliferate globally, both companies and regulators are faced with the challenges of conflicting laws
- Compliance in a global market will probably get harder before it gets easier (for a variety of reasons)
- Hogan Lovells can help you navigate these challenges

# **Discussion and Questions**



## **Contact Information**



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# USDA Resources on International Trade in Organic Products

- https://www.ams.usda.gov/services/organic-certification/internationaltrade
- https://www.ams.usda.gov/sites/default/files/media/Importing%20Orga nic%20Products%20Factsheet.pdf
- https://www.ams.usda.gov/content/usda-reminds-organic-importersrequirements





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