EUROPEAN
COMMISSION

Brussels, 28.9.2026
COM(2026) 508 final

REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL

on the availability on the Union market of organic plant reproductive material, organic animals and organic protein feed in accordance with Article 53(7) of Regulation (EU) 2018/848

{SWD(2026) 284 final}

1. Introduction

This report explores the availability on the EU market of organic plant reproductive material, organic animals, including pullets, and organic protein feed intended for the nutrition of poultry and porcine animals. It is adopted in accordance with Article 53(7) of Regulation (EU) 2018/848 on organic production and labelling of organic products (the 'Organic Regulation)[1], which applies since the 1st of January 2022.

The co-legislators requested this report in view of the phasing out of the derogations concerning the use of non-organic plant reproductive material, non-organically reared poultry, non-organic livestock for breeding purposes, as well as non-organic protein feed for poultry and porcine animals. The Commission was asked to "consider the availability of such material in organic form on the market in the Union, on the basis of the data on the availability of organic material collected through the database and systems set up by Member States," five years after the date of application of the Organic Regulation. The report should address the availability of these materials and the causes for the possibly limited access of organic operators to such material.

In drawing up this report, the Commission considered data collected in accordance with Article 26 of the Organic Regulation and information on derogations and authorisations referred to in Article 53(6) as follows:

(a) information provided in the database on plant reproductive material referred to in Article 26(1) and in the data collection systems on animals referred to in Article 26(2) and, if relevant, in the data collection systems referred to in Article 26(3) on pullets;

(b) information on the derogations granted on plant reproductive material in accordance with point 1.8.5 of Part I of Annex II and points 1.3.4.3 and 1.3.4.4 of Part II of Annex II; and

(c) information on the availability on the Union market of organic protein feed for poultry and porcine animals and on the authorisations to use non-organic protein feed for young pigs and poultry granted respectively in accordance with points 1.9.3.1(c) and 1.9.4.2(c) of Part II of Annex II.

In addition, Commission Implementing Regulation (EU) 2020/464[2] introduced requirements on data reporting from Member States, and templates available via the Organic Farming Information System (OFIS) were progressively used from 2023 to 2025. However, the differences in data reported by Member States over the three years hamper the robustness of the

[1] Regulation (EU) 2018/848 of the European Parliament and of the Council of 30 May 2018 on organic production and labelling of organic products and repealing Council Regulation (EC) No 834/2007 (OJ L 150, 14.6.2018, p.1) ELI: http://data.europa.eu/eli/reg/2018/848/2025-03-25/oj

[2] Commission Implementing Regulation (EU) 2020/464 of 26 March 2020 laying down certain rules for the application of Regulation (EU) 2018/848 of the European Parliament and of the Council as regards the documents needed for the retroactive recognition of periods for the purpose of conversion, the production of organic products and information to be provided by Member States (OJ L 98, 31.3.2020 p. 2) ELI: http://data.europa.eu/eli/reg_impl/2020/464/oj

statistical analysis. The accompanying Commission Staff Working Document (SWD) presents Member State data for years 2022 to 2024[3].

2. Organic plant reproductive material

With the view to promote the development of organic breeding, the Organic Regulation introduced new provisions regarding organic plant reproductive material ('PRM') by defining organic varieties and organic heterogeneous material suitable for organic production. It also put an end to derogations for use of non-organic PRM (31 December 2036)[4].

Having great diversity in PRM is essential for organic farming with the view to secure the necessary adaptation to varying pressures and conditions while, on the other hand, organic PRM production is technically more challenging than conventional production due to the limited use of pesticides and fertilisers (SWD Section I.7).

The scope of the databases to collect information on the availability of organic PRM (existing under the previous legislative framework governing organic production, in particular Commission Regulation (EC) 889/2009)[5] was extended from seeds and seed potatoes to all types of vegetative plant propagating material.

Under the Organic Regulation, organic farmers must use organic PRM[6]. Only where official data show that operator needs cannot be met by the volumes of organic and in-conversion PRM[7] available on the market, national competent authorities (NCAs) may grant derogations for the use of non-organic PRM under specific conditions. In accordance with point 1.8.5.6. of Part I of Annex II to the Organic Regulation, NCAs must set up an official list of species, subspecies or varieties for which organic and in-conversion PRM is available in sufficient quantities (the 'Category I list'). Where there is a serious lack of organic PRM, instead of individual derogations, NCAs may grant annual general derogations for a list of species, subspecies or varieties[8].

As information on available organic and in-conversion PRM present on the market triggers the possibility for farmers to ask for derogations in cases of insufficient supply, a widespread accessibility to this information is essential.

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[3] As the deadline to present the report to the European Parliament and the Council is 31 December 2026, the information sent by Member States by June 2026 is not included.

[4] Further information: SWD Section I.7

[5] Commission Regulation (EC) No 889/2008 of 5 September 2008 laying down detailed rules for the implementation of Council Regulation (EC) No 834/2007 on organic production and labelling of organic products with regard to organic production, labelling and control (*OJ L 250, 18.9.2008, pp. 1)* ELI: http://data.europa.eu/eli/reg/2008/889/oj

[6] Points 1.8.1 and 1.8.3. of Part I to Annex II to Regulation (EU) 2018/848

[7] Article 10(4) of Regulation (EU) 2018/848 provides for in-conversion PRM to be placed on the market as such when a conversion period of at least 12 months has been complied with.

[8] Point 1.8.5.7. of Part I of Annex II to the Organic Regulation.

Unfortunately, dedicated research[9] and information collated shows little progress on this domain: 17 Member States have some type of interactive databases in place, with functions to explore availability of PRM for specific crops, while the rest opted for static tables (SWD Section I.8). Due to the recent regulatory changes, Member States adapted their previous systems to allow operators to make information on their productions of organic or in-conversion PRM[10] public on a voluntary basis. National databases are essential to promote the use of organic and in conversion PRM and to support the electronic processing of derogations and should be fully functional[11].

2.1. Analyses of national data reported in compliance with Article 53(6) of Regulation (EU) 2018/848

An overview of national data on availability of PRM, as well as individual and general derogations, is provided in the SWD, broken down for main crop groups[12]. Results are broken down per individual Member State and, in some cases, have also been grouped together into 4 main geographical areas[13].

2.1.1. Availability of organic and in-conversion plant reproductive material

Most Member States reported only qualitative information, listing species and varieties for which organic and in-conversion PRM had been included in their national databases. Only 4 Member States reported every year quantitative data for a wide number of crop species (SWD Section I.1.1).

Operators may use the systems on a voluntary basis[14] but several Member States indicated that some suppliers consider quantitative data commercially sensitive.

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[9] *The State of organic seed in EU* -https://www.liveseed.eu/wp-content/uploads/2019/12/FNL-FNL-Web-Interactive-NOV19-Booklet2-LIVESEED_web.pdf

[10] FIBL OrganicXseeds database which has been operative for over 10 years, has been recently further extended to include all forms of PRM and various new functionalities and it is now used by eight Member States. Within the Liveseed project, a European Router Database has also been developed, to permit suppliers and operators to offer and search for organic PRM across all Member States, as well as the UK, Iceland and Switzerland - EU Organic Seed Database - LIVESEEDING

[11] Extract From Solfanelli, F.; Ozturk, E.; Dudinskaya, E.C.; Mandolesi, S.; Orsini, S.; Messmer, M.; Naspetti, S.; Schaefer, F.; Winter, E.; Zanoli, R. Estimating Supply and Demand of Organic Seeds in Europe Using Survey Data and MI Techniques. *Sustainability* **2022**, *14*, 10761. https://doi.org/10.3390/su141710761 : "*The results from the functionality of the organic seed database analysis and a recent survey conducted among organic farmers in the EU and Switzerland confirm the general expectation that organic seed use is higher in the countries where there is a well-functioning organic seed database with a well-developed seed sector".*

[12] Cereals, Wheat species, Vegetables, Leguminosae dries pulses, Oilseeds, Industrial crops, Aromatic herbs and spices, Fruit, Grape, Olive, Ornamentals, Fodder species and their mixtures (SWD Section I.3 and I.4.2)

[13] Central EU Member States: BE, CZ, DE, FR, LU, NL, AT- Eastern EU Member States: BG, LT, HU, PL, RO, SK- Northern EU Member States: DK, EE, IE, LV, FI, SE – Southern EU Member States: EL, ES, HR, IT, CY, MT, PT, SI

[14] From a recent Liveseeding Survey only 49% out of 140 organic producer respondents offer organic seeds via the national databases in EU - Insights into the opportunities and bottlenecks in organic seed and plant breeding sector - 13 February 2023 : LiveSeeding_Presentation-Template

For certain species, organic PRM may be self-produced or acquired through direct arrangements between farmers and suppliers: indeed, farm-saved seeds represent for certain crops (cereals) a high percentage[15].

Some analyses of varieties per crop group are available (SWD Section I.1.3), providing an indicator of the use of the databases. 12 Member States reported exhaustive data for fresh vegetables, cereals and wheat, whereas 11 reported only a small number of crops and varieties and 5 reported just one year or none.

An indicator of the improving availability of organic and in-conversion PRM is the existence of the official "Category I list", which may also be used by Member States to end derogations, in line with the development of market supply. Only 12 Member States have established a "Category I list", with the number of crops ranging from 1 to 90, consisting mainly of cereals (wheat) and fodder (SWD Section I.2).

2.1.2. Derogations under point 1.8.5. of Part I of Annex II to Regulation (EU) 2018/848

NCAs may issue derogations to allow the use of non-organic PRM for organic production on an individual basis or on a general basis[16].

Individual derogations may be issued in compliance with conditions set under point 1.8.5.1. of Annex II Part I to Regulation (EU) 2018/848 only in the following cases:

(a) where no variety of the species that the operator wants to obtain is registered in the database referred to in Article 26(1) or the systems referred to in Article 26(2);

(b) where no operator who markets plant reproductive material, is able to deliver the relevant organic or in-conversion plant reproductive material or plant reproductive material authorised in accordance with point 1.8.6 in time for sowing or planting in situations where the user has ordered the plant reproductive material in reasonable time to allow the preparation and supply of organic or in-conversion plant reproductive material or of plant reproductive material authorised in accordance with point 1.8.6;

(c) where the variety that the operator wants to obtain is not registered as organic or in-conversion plant reproductive material or as plant reproductive material authorised in accordance with point 1.8.6 in the database referred to in Article 26(1) or the systems referred to Article 26(2) and the operator is able to demonstrate that none of the registered alternatives of the same species are appropriate in particular to the agronomic and pedo-climatic conditions and necessary technological properties for the production to be obtained;

[15]Estimating Supply and Demand of Organic Seeds in Europe Using Survey Data and MI Techniques -Sustainability 2022, 14, 10761. https://doi.org/10.3390/su141710761

[16] Derogations must be issued in compliance with requirements set under points 1.8.5.1 to 1.8.5.7. of Part I to Annex II to Regulation (EU) 2018/848.

(d) where it is justified for use in research, test in small-scale field trials, for variety conservation purposes of for product innovation and agreed by the competent authorities of the Member State concerned.

Most Member States reported data for the situation described in paragraph (c) above (SWD Section I.4.1). In several other Member States[17] the situation described in paragraph (a) above is predominant, which indicates a total absence of organic or in-conversion PRM.

Individual derogations show a broad geographical variability, with the majority issued for fresh vegetables, cereals and fodder species (SWD Sections I.4 and I.6).

On general derogations, 15 Member States provided quantitative information (but not all for three years) and 6 Member States indicated that they do not apply the general derogation scheme at all[18]. 5 Member States[19] provided no information on general derogations.

On this basis, a tentative evaluation of quantitative data was made for cereals and wheat, showing an increase in the use of general derogations (SWD Section I.5).

SWD Section I.3 shows that general derogations may concern hundreds of species in some Member States (when ornamentals are included) while in others they are limited to a few dozen species (mainly fodder, cereals, vegetables, vine and fruit crops).

3. Organic animals, including pullets

Organic livestock must be born or hatched and raised on organic production units[20].

However, organic production of livestock suffers from a lack of organically reared animals to start or renew herds or flocks. The Organic Regulation provides for a new system of derogations built on the information collected by Member States on the availability of organic animals.

The system also allows operators marketing organic animals to make information on their stocks publicly available on a voluntary basis, free of charge, together with their names and contact details[21].

Where the data collected show that the demand of organic animals cannot be met, NCAs may authorise the introduction of non-organic animals into an organic production unit until 31 December 2036, subject to strict conditions[22].

In the case of pullets, setting up such a system is voluntary for Member States[23] and the NCAs may authorise non-organically reared poultry to be brought into an organic poultry production

[17] BG, CY, CZ, HR, HU, IE, LV, LT, PL, PT, SK, RO
[18] BG, CY, HR, MT, PL, SI
[19] IE, EL, CZ, HU, RO
[20] Point 1.3.1 of part II of Annex I to Regulation (EU) 2018/848
[21] Animals' derogation may be provided in accordance with point 1.3.4.4 of Part II of Annex II to Regulation (EU) 2018/848
[22] Points 1.3.4.4.1 to 1.3.4.4.4. of Part II of Annex II to Regulation (EU) 2018/848
[23] Article 26(3) of Regulation (EU) 2018/848

unit, provided that the pullets used to produce eggs and meat are less than 3 days old, where a flock is constituted for the first time, or is renewed or reconstituted.

This report analyses the availability in the EU of organic animals including pullets, as well as the derogations granted to introduce non-organic animals, based on the information from the Member States.

3.1. Analysis of the information received from Member States on the availability of organic animals

Setting up systems on the availability of organic animals has been mandatory for Member States only since 1 January 2022. From 2023 to 2025, the number of Member States with operational systems for organic animals increased. This report presents the state of play for the systems in place up to June 2025 when 25 Member States sent links to their databases (SWD Section II.1). These are available at https://ec.europa.eu/agriculture/ofis_public/national-databases.html.

Because the use of the system is not obligatory for suppliers of organic animals, data sent by Member States are highly variable, often incomplete, and therefore this report cannot present consolidated figures at EU level.

3.2. Analysis of the information received from Member States on the availability of organic pullets

The collection of information on the availability of organic pullets by Member States is optional. To date, Member States did not set up such systems to collect information explaining that most organic operators pre-order the pullets they need directly from the market.

3.3. Analysis of the information received from Member States on the derogations granted to introduce non-organic animals

All Member States sent data for the three years. However, for several Member States they were either incomplete or inconsistent from one year to another. The quality of data improved from 2023 to 2025 but still cannot be aggregated for the 27 Member States.

A qualitative analysis shows that derogations to introduce non-organic animals were granted in most Member States for bovine, equine, ovine, caprine, and porcine animals (SWD Section II.3).

3.4. Analysis of the information received from Member States on the derogations granted to introduce non-organic pullets

Most Member States submitted information which is incomplete or did not submit data. A qualitative analysis for non-organic pullets shows that several Member States were using the derogations in 2022 and ceased to report data for 2023 and 2024 (SWD Section II.4).

According to the information received from the European Rural Poultry Association (ERPA) the situation for the supply of organic pullets is under pressure. Most parental breeding facilities

focus on conventional production and only marginally on organic production, where (i) housing requirements imply large-scale investment and (ii) access to open-air areas increases animal health risks for parentals. The production of slow-growing strains of poultry would be particularly affected if the derogations to introduce non-organic pullets were ended.

4. Organic protein feed

4.1 Introduction

Organic animals must be fed with organic or in conversion feed that meets their nutritional needs and comes primarily from the farms where the animals are kept or others in the region[24].

There is a strong competition for organic protein feed because the use of synthetic amino acids is prohibited in organic production[25]. Young pigs and poultry have certain specific amino acids needs in their diets, mainly for growth and welfare purposes, that may not be met by existing organic protein sources[26].

The lack of sufficient organic supply has been an issue since the previous regulatory framework governing the organic production of pigs and poultry[27]. Hence, when farmers are unable to obtain the necessary protein feed from organic production and the NCA has confirmed that organic protein feed is not available in sufficient quantity, the use of non-organic protein feed produced or prepared without chemical solvents and providing specific protein compounds is authorised with a maximum percentage of 5% per period of 12 months for piglets of up to 35 kg and young poultry. These authorisations can be granted until 31 December 2026[28].

Member States provided information on the availability of organic protein feed for poultry and porcine animals on the EU market as well as information on the authorisations granted in accordance with points 1.9.3.1 (c) and 1.9.4.2(c) of Part II of Annex II to Regulation (EU) 2018/848.

This report analyses the availability of organic protein feed in the EU and the authorisations granted to use up to 5% of non-organic protein feed for young porcine animals and young poultry, based on that information[29].

4.2 Analysis of the information received from Member States on the availability of organic protein feed for pigs and for poultry

SWD Sections III.3 and III.4 provide a summary of the information received on the availability of organic protein feed for pigs and poultry.

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[24] Point 1.4.1 (a) and (b) of part II of Annex II to Regulation (EU) 2018/848
[25] Point 1.4.1(f) of part II of Annex II to Regulation (EU) 2018/848
[26] Recent advances in protein and amino acid nutritional dynamics in relation to performance, health, welfare, and cost of production - ScienceDirect
[27] Article 43 of Commission Regulation (EC) No 889/2008
[28] Point 1.9.3.1 (c) and 1.9.4.2 (c) of part II of Annex II to Regulation (EU) 2018/848
[29] Article 53(4) of Regulation (EU) 2018/848

Although the quality of the data improved between 2022 and 2024, a significant number of Member States did not report figures on the quantities of organic feed material used as source of specific proteins placed on the national market for pigs or poultry in 2024.

In 2024, only 11 and 13 Member States provided quantitative data on the organic feed material used as sources of specific proteins placed on their national market for pigs and poultry respectively. Several Member States carried out surveys among their feed operators to collect this data.

SWD Section III.2 provides the list of types of organic and non- organic protein feed used to feed pigs and poultry.

SWD Section II.5. provides an overview on what is considered as a "young poultry" in different Member States.

The Commission performed a qualitative analysis of the data which showed the following:

- The sources of both organic and non-organic protein feed used for young pigs and poultry are very similar and both species are competing for the same resources.
- Member States grant general and not individual authorisations to use non-organic protein feed for porcine animals and do not appear to have a precise knowledge of the number of pig farms benefiting from the authorisations (most of them did not provide an estimation of the number of certified organic pig producers with piglets ≤35 kg).
- Member States grant general, not individual, authorisations for the use of non-organic protein feed for young poultry and have different understandings of what the term young poultry means.
- Most organic certified pig and poultry farms are using authorisations.

5. Conclusions

Over the last few years, the information submitted by Member States on the topics in this report has improved. However, on the basis of the information made available, it is not possible to draw definitive conclusions on the level of supply of the organic materials considered in this report, the use of general and individual derogations granted by Member States and, more importantly, the evolution of the situation towards a better supplied market on these critical inputs.

Member States have set up systems where operators marketing organic or in-conversion PRM or organic animals can, on a voluntary basis, make detailed information on their products public, in accordance with Article 26 of the Organic Regulation. Although helpful, these systems are not always fully operational and their use by operators remains limited.

5.1 Organic plant reproductive material

Despite certain improvements on the availability of PRM for cereals (wheat), and to a lesser extent fodder species, the supply of organic and in-conversion PRM is still insufficient to cover the demand for thousands of species and their varieties. This raises a serious concern in view of the increase in land farmed organically (from 16.9 million hectares in 2022 to 18.1 Million hectares in 2024[30]) and the broad number of species concerned, as confirmed by recent research[31]: "*as shown in the previous project LIVESEED, the organic seed supply, including organic farm saved seed, is covering on average* ***less than 50% of the organic farm area*** *with great differences between crops and countries (Solfanelli et al. 2021. 2022*)" as well as[32]: "*The overall picture of the current use of seed in organic farming […] clearly shows that the demand for organic seed vastly exceeds the supply, particularly in the southern and eastern European regions."*

Against this background, derogations continue to be needed even if, for some species, 12 Member States could stay away from derogations through the "Category I list".

Considering the data currently available, a comprehensive study of supply and demand for organic PRM may be needed, together with an analysis on the implementation of derogations. This could help in identifying best practices, with a view to phasing out derogations by 2036. The study could also identify possible consequences of a complete phase out of general and individual derogations, focusing on crops such as cereals and wheat species with higher availability of organic and in-conversion PRM.

5.2 Organic animals

On organic animals, data are recent (starting in 2022) and still insufficient to provide a reliable overview on the availability of organic animals. In the case of pullets, no Member State set up a system advertising the availability of organic pullets at national level.

The analysis of the data sent by the Member States shows that organic operators still need to introduce non-organic animals or pullets to continue organic livestock production. For the sake of simplification, a delegated act to make the systems to collect information on the availability of organic pullets compulsory, and to condition the granting of derogations to the presence of such a system, does not appear appropriate[33].

[30] Organic in Europe - Browse latest production and market data

[31] Liveseeding 2025: Updated and improved roadmap/decision tree to reach 100% organic seed

[32] Solfanelli, F.; Ozturk, E.; Dudinskaya, E.C.; Mandolesi, S.; Orsini, S.; Messmer, M.; Naspetti, S.; Schaefer, F.; Winter, E.; Zanoli, R. Estimating Supply and Demand of Organic Seeds in Europe Using Survey Data and MI Techniques. *Sustainability* **2022**, *14*, 10761. https://doi.org/10.3390/su141710761

[33] Article 53(3) of Regulation (EU) 2018/848 : "*From 1 January 2027 , the Commission shall be empowered to adopt delegated acts in accordance with Article 54 amending point (b) of Article 26(2) to extend the scope of the information system referred to in Article 26(2) to pullets and point 1.3.4.3 of Part II of Annex II to base the derogations concerning pullets on the data collected in accordance with this system."*

Considering the recent downward trends in organic livestock and poultry production (except sheep)[34], maintaining the use of derogations for organic livestock and pullets till 31 December 2036 appears appropriate.

5.3 Organic protein feed for pigs and poultry

Finally, Member States provided information on the availability of organic protein feed for pigs and poultry and the authorisations granted to feed up to 5% of non-organic protein feed to piglets up to 35 kg and young poultry**.**

Data are available from 2022 to 2024 but remain incomplete, hampering the presentation of a quantitative overview on the availability of organic protein feed in the EU.

The lack of suitable organic protein feed for pigs and poultry is a structural issue in the organic sector that still requires several years to be resolved. The qualitative analysis of the data shows that many organic pigs and poultry producers still benefit from the authorisations to include a small percentage of non-organic protein feed in the diets of their young animals.

The main stakeholders of the organic sector[35] concur on the current lack of availability of organic protein feed for pigs and poultry on the EU market and on the need to extend the existing derogations.

On this basis and taking into account the obligation to meet the nutritional needs in amino acids of organic young pigs and poultry to ensure their growth and welfare, the Commission intends to adopt a delegated act extending for 10 more years (i.e. until 31 December 2036) the possibility for the NCAs to authorise the use of up to 5% of non-organic protein feed to piglets up to 35 kg and to young poultry.

[34] Section II.2 of Staff Working Document
[35] FEFAC, EUWEP,ERPA, Copa-Cogeca, IFOAM Organics Europe