

USDA Foreign Agricultural Service

GAIN Report

Global Agricultural Information Network

THIS REPORT CONTAINS ASSESSMENTS OF COMMODITY AND TRADE ISSUES MADE BY
USDA STAFF AND NOT NECESSARILY STATEMENTS OF OFFICIAL U.S. GOVERNMENT
POLICY

Required Report - public distribution

Date: 11/20/2017

GAIN Report Number: ID1727

Indonesia

Agricultural Biotechnology Annual

2017

Approved By:

Chris Rittgers

Prepared By:

Titi Rahayu

Report Highlights:

This report updates the 2016 Agricultural Biotechnology Annual Report. The U.S. exported over \$1.5 billion in GE products to Indonesia in 2016. While Indonesia has a detailed regulatory framework to assess risk of genetically engineered (GE) plant products, changes in the variety release process and other regulatory barriers continue to hinder approval of GE crops for domestic cultivation.

SECTION I. EXECUTIVE SUMMARY:

The United States exported over \$1.5 billion of genetically engineered (GE) products to Indonesia in 2016, including Bt cotton, herbicide tolerant soybeans and meal, Bt corn, and a variety of food products derived from GE crops.

At present, there are no imported or locally developed commercial GE seed varieties approved for planting in Indonesia. However, the Government of Indonesia (GOI) and local universities continue to research a number of GE crops, including virus resistance for tomato, rice, potato and sugar cane. In addition, Indonesian researchers are genotyping Indonesian livestock, including poultry, sheep, Balinese cattle, and fish. Additional research being carried out includes identification of rapid growth and disease resistance in catfish and common carp. Practical applications in Indonesia for GE animals and animal products are still very far in the future.

The GOI's overarching policy on agricultural biotechnology is to use science along with the "precautionary approach" on issues surrounding environmental safety, food safety, and/or feed safety. The stated policy is also to take into consideration religion, ethical, socio-cultural, and esthetic norms. As a result of all these considerations, the GOI has issued several regulations and guidelines.

With the completion of Indonesia's regulatory framework for risk assessment of new genetically engineered crops, the technical committees were finally able to evaluate GE crops. However, directly following the regulatory framework completion, the Ministry of Agriculture (MOA) invoked Government Regulation 21/2005 on the Biosafety of Genetically Engineered Products, requiring a "monitoring and control" system to regulate approved GE products. As a result, commercial cultivation of GE crops in Indonesia remains on hold.

To date, ten GE corn varieties, eight GE soybean varieties, three GE sugarcane varieties, and one GE potato variety have undergone risk assessment for either food, feed or environmental safety. Only one crop, a GE corn product, has undergone all three, making it eligible for commercialization. This GE corn event, however, is delayed in the variety-release process, and will remain delayed until the GOI determines how to implement its "monitoring and control" system required by Government Regulation 21/2005. Besides the 22 GE plants varieties, since 2011 GOI has approved a GE structuring protein for human consumption, a GE livestock feed additive, and nine GE vaccines for commercialization.

TABLE OF CONTENTS

SECTION I. EXECUTIVE SUMMARY:	2
SECTION II. PLANT AND ANIMAL BIOTECHNOLOGY	3
CHAPTER 1: PLANT BIOTECHNOLOGY	4
PART A: PRODUCTION AND TRADE.....	4
PART B: POLICY	5
PART C: MARKETING.....	12
CHAPTER 2: ANIMAL BIOTECHNOLOGY	13
PART D: PRODUCTION AND TRADE.....	13
PART E: POLICY	13
PART F: MARKETING.....	14

SECTION II. PLANT AND ANIMAL BIOTECHNOLOGY

CHAPTER 1: PLANT BIOTECHNOLOGY

PART A: PRODUCTION AND TRADE

a) PRODUCT DEVELOPMENT:

Indonesia continues to develop GE crops, albeit at a moderate pace. For example, the Indonesian Institute of Science (LIPI) has completed confined field trials for stem borer resistant rice in four locations and next will submit its environmental safety application to the Ministry of Environmental and Forestry. MOA's Indonesia Center for Agricultural Biotechnology and Genetic Resources (ICABIOGRAD) has conducted confined field trials for virus resistant tomato in two locations, and in 2018 will conduct confined field trials in two other locations. ICABIOGRAD has also started researching Bt rice and genome editing for geminivirus resistant chili, greening disease resistant citrus, and low cadmium absorbent rice. The University of Jember, in collaboration with a state-owned company, is developing high glucose content sugarcane. The University of Jember is also conducting research on golden rice (IR36) and will extend this research to include IR64 rice, with the expectation that these crops will be ready for risk assessment in two years. Research on mosaic virus resistant sugar cane at the University of Jember is ongoing. USAID is funding the development of a GE late blight resistant potato. The potato project is being carried out in a partnership with Michigan State University, the University of Minnesota, the JR Simplot Company and ICABIOGRAD, and organized under the Feed the Future Biotechnology Partnership Project. Finally, Arcadia Biosciences Inc. is collaborating with MOA under a USAID grant to evaluate GE nitrogen use efficiency rice. This project is for research purposes only.

b) COMMERCIAL PRODUCTION:

To date Indonesia has not cultivated any GE crops commercially, including GE seed production. Nonetheless, state-owned company PT Perkebunan Nusantara XI is reportedly ready to cultivate and market GE sugarcane as soon the GOI issues feed safety approval for local GE sugarcane cultivars.

c) EXPORTS:

Indonesia does not export any GE crops to the United States or any other country.

d) IMPORTS:

In 2016, Indonesian imported nearly 2.3 million metric tons of soybeans. U.S. soybeans account for the vast majority of all soybeans consumed. Soybean consumption in Indonesia is predominantly for human food, with most imported soybeans going to tempeh and tofu production.

As one of the world's largest cotton importers, in 2016 Indonesia imported over 188,000 tons from the United States. The U.S. was the largest cotton supplier.

Indonesia's livestock feed industry relies on imported soybean meal and corn. In 2016 Indonesia imported around 4.0 million tons of soybean meal. Argentina and Brazil were the primary suppliers. Corn imports declined to 1.1 million tons in 2016, due to GOI's import restrictions. Local poultry producers imported over 305,000 tons of corn gluten meal and 358,000 tons of distillers dried grain and soluble in 2016. These originated primarily from the United States.

Please see GAIN Reports [ID1705](#), [ID1706](#) and [ID1707](#) for more information regarding the trade of

soybean, soybean meal, cotton, and corn.

e) **FOOD AID:**

Indonesia is not a recipient or donor of food aid.

f) **TRADE BARRIERS:**

Indonesia's regulatory framework prevents the commercialization of GE crops. Indonesia, however, imports GE foods and products.

PART B: POLICY

a) **REGULATORY FRAMEWORK:**

The GOI's policy on biotechnology is "accept with a precautionary approach" and use science to assess environmental safety, food safety, and/or feed safety. In addition, the GOI's policy is to consider religion, ethical, socio-cultural, and esthetical norms. Indonesia's regulatory framework to evaluate and approve GE crops was incomplete until August 4, 2016, when MOA issued regulation 36/2016. Regulation 36/2016 established risk assessment guidelines for feed safety, completing the risk assessment framework along with environmental and food safety guidelines. Despite the recent completion of Indonesia's risk assessment framework, approvals for GE products remain on hold due to MOA's invocation of Government Regulation 21/2005 on the Biosafety of Genetically Engineered Products. This regulation requires that a "monitoring and control" system be implemented in order to regulate approved GE products. The monitoring and control system has yet to be developed, and MOA officials have commented that its creation could take several years.

The Ministers of Environment, Agriculture, Forestry, Marine Affairs and Fisheries, and the Head of BPOM are the authorities responsible for approving and releasing GE products (See Table 1). The Indonesian Council of Ulama (MUI) in 2013, declared that GE food, pharmaceutical, and cosmetic products are halal.

Recent changes to regulations governing the use of genetic engineering include BPOM's amendment to their guidelines for food safety evaluation (regulation [19/2016](#)). This regulation includes the new requirements for the evaluation of GE processing aids. Also, the Ministry of Environment and Forestry published regulation 69/2016 on procedures for environmental safety testing of GE crops during confined field trials. Other Indonesian laws and regulations related to biotechnology can be seen at [the Indonesian Biosafety Clearing House \(BCH\)'s website](#).

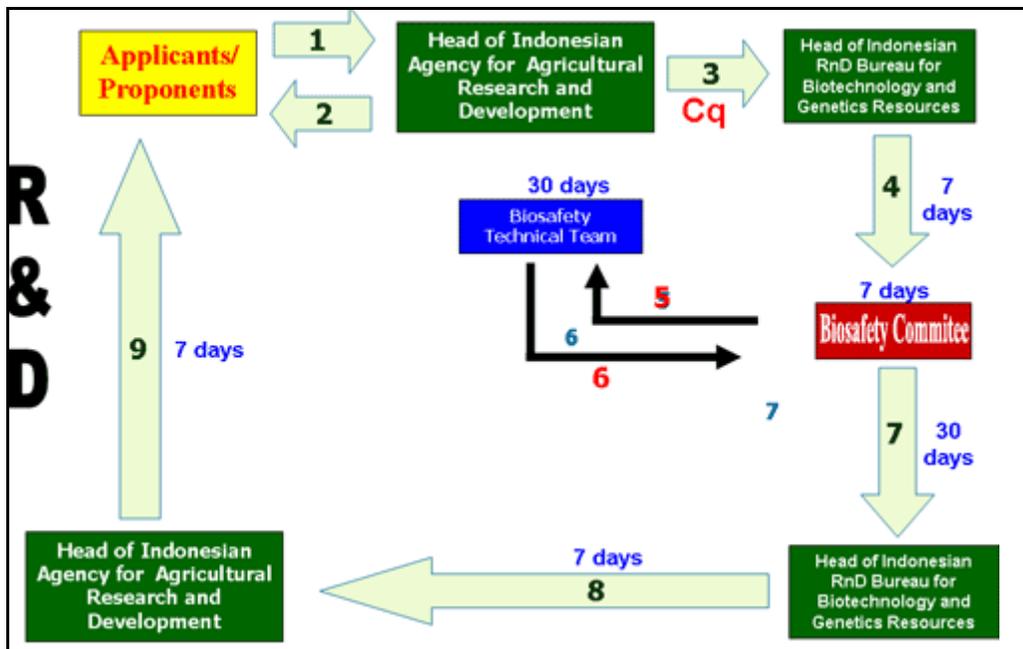
The National Competent Authority for GE Products

No.	National Competent Authorities		Responsible for
	Ministry	Office	
1.	Ministry of Environment	Directorate General for Conservation	Environmental

	and Forestry	of Natural Resources and Ecosystem	safety
2.	Ministry of Agriculture		Feed safety
3.	Ministry of Agriculture	Center for Plant Variety Protection and Agricultural License	Seed imports permit
4.	Ministry of Agriculture	National Seed Agency	Crop variety release
5.	Ministry of Agriculture	Indonesian Agency for Agriculture Research and Development	Research permit
6.	Ministry of Agriculture	Indonesian Agency for Agriculture Quarantine	Plant and animal imports
7.	National Agency of Drug and Food Control (BPOM)		Food safety
8.	Ministry of Marine Affairs and Fisheries	Research Center for Marine and Fisheries Product Processing and Biotechnology	Fisheries products and fish feed
9.	Ministry of Environment and Forestry		Forestry plants

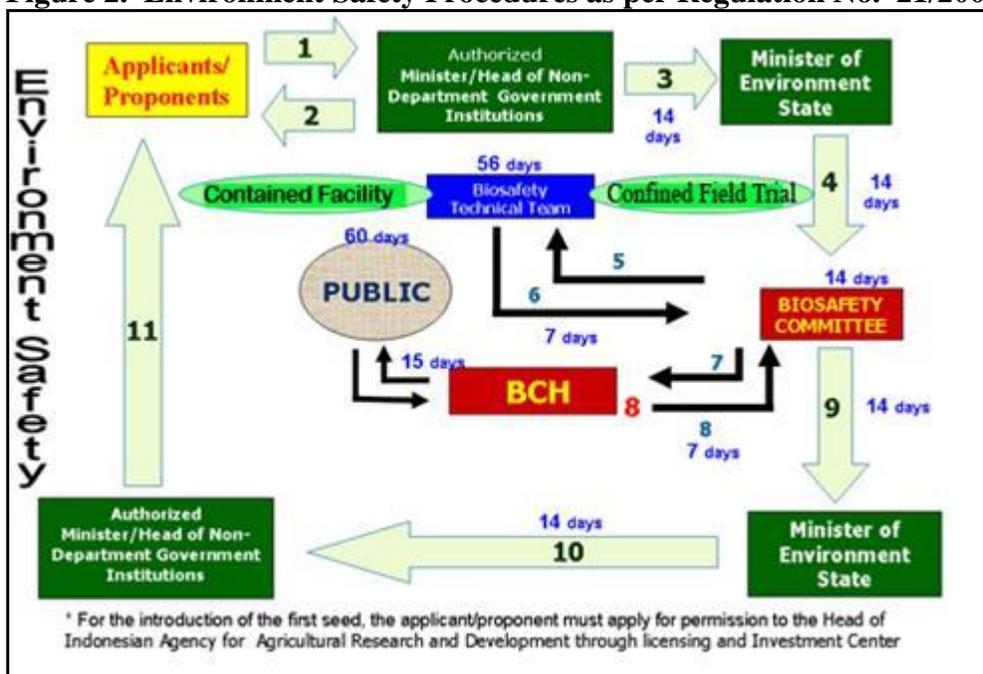
The procedures for the approval of food, feed, processing and environmental releases are described in the diagrams below, as per government regulation No. 21, 2005.

Figure 1. Research and Development Procedures as per Regulation 21/2005



(Source: Indonesia Bio-safety Clearing House, 2010)

Figure 2. Environment Safety Procedures as per Regulation No. 21/2005



(Source: Indonesia Bio-safety Clearing House, 2010)

Figure 3. Food Safety Procedures as per Regulation 21/2005 and BPOM Regulation

for providing biosafety recommendations, suggestions, and considerations of GE products to the authorized ministries. The BCGEP, established in 2010 based on Presidential Regulation 39/2010, was inactive until June 2, 2014, when it was reauthorized through [Presidential Regulation 53](#). The reauthorization contained two significant changes. First, the commission was reduced from 21 to 19 members, which will include members of government, the community, and academia. Of the 19 seats, five are newly reserved for members of the Indonesian community at large. Second, academic and community membership is limited to four years with the possibility of one reappointment for an additional term.

Three Technical Teams for Biosafety (TTB) assist the BCGEP in conducting technical assessments and reviews for food, feed and environmental biosafety. The technical team for environmental safety is divided into four groups: plant, animal, fish, and microorganisms. In addition to this team, BCGEP also established the Team of Legal, Economic, Social, and Culture Assessment (TLESCA) in 2012.

b) APPROVALS:

Several GE plants have received food, feed, and/or environmental safety certificates from the GOI. However, due to incomplete biosafety assessments, no imported or locally developed GE plants have yet been commercialized. Please see the table below for the biosafety approved GE products.

Table 3. GE Products with Environmental, Feed or Food Safety Approvals

Food Safety		
No.	Product	Applicant
1.	Insect resistant corn event MON 89034	PT. Branita Sandhini
2.	Herbicide tolerant corn event NK 603	PT. Branita Sandhini
3.	Herbicide tolerant soybean event GTS 40-3-2	PT. Branita Sandhini
4.	Herbicide tolerant soybean event MON 89788	PT. Branita Sandhini
5.	Herbicide tolerant corn event GA21	PT. Syngenta Indonesia
6.	Insect resistant corn event MIR 162	PT. Syngenta Indonesia
7.	Insect resistant corn event BT 11	PT. Syngenta Indonesia
8.	Insect resistant corn event MIR 604	PT. Syngenta Indonesia
9.	Corn event 3272 (contained optimal alpha amylase enzyme for ethanol production)	PT. Syngenta Indonesia
10.	Drought tolerant sugarcane event NXI-1T	PT. Perkebunan Nusantara XI
11.	Drought tolerant sugarcane event NXI-4T	PT. Perkebunan Nusantara XI
12.	Drought tolerant sugarcane event NXI-6T	PT. Perkebunan Nusantara XI
13.	Insect resistant soybean event MON 87701	PT. Branita Sandhini
14.	Herbicide tolerant and fatty acid change soybean event MON 87705	PT. Branita Sandhini
15.	Herbicide tolerant and insect resistant corn event TC 1507	PT. DuPont Indonesia
16.	Herbicide tolerant soybean event MON 87708	PT. Branita Sandhini
17.	Higher Nutritional value soybean event MON 87769	PT. Branita Sandhini
18.	Herbicide tolerant corn event MON 87427	PT. Branita Sandhini

19.	Drought tolerant corn event MON 87460	PT. Branita Sandhini
20.	Late blight resistant potato event SP951	ICABIOGRAD, Ministry of Agriculture
21.	High oleic acid soybean event 305423	PT DuPont Indonesia
22.	Soybean event SYHT02H2	PT Syngenta Seed Indonesia
For Feed Safety		
1.	Herbicide tolerant corn event NK 603	PT. Branita Sandhini
2.	Insect resistant corn event MON 89034	PT. Branita Sandhini
For Environmental Safety		
1.	Drought tolerant sugarcane event NXI-1T	PT. Perkebunan Nusantara XI
2.	Drought tolerant sugarcane event NXI-4T	PT. Perkebunan Nusantara XI
3.	Drought tolerant sugarcane event NXI-6T	PT. Perkebunan Nusantara XI
4.	Herbicide tolerant corn event NK 603	PT. Branita Sandhini

Source: [Biosafety Clearing House](#) (2017)

The feed safety assessment of drought tolerant sugar cane event NXI-4T has been completed and is waiting a final recommendation from the Biosafety Commission. Herbicide tolerant corn event NK603 has completed all three risk assessments, but still waiting to undergo MOA's varietal release approval.

In addition to GE seed products, the GOI has approved a GE protein that is used as a processing aid in ice cream.

c) **STACKED or PYRAMIDED EVENT APPROVALS:**

Environmental safety approval for stacked events is similar to single event approval. GE crops must undergo laboratory and biosafety containment tests, confined field trial, as well as environmental risk analysis. However, the GOI has not yet decided if the existing food and feed safety approval process for single events can be used for stacked events.

d) **FIELD TESTING:**

Ministry of Agriculture regulation 61/2011 on the procedures for testing, evaluating, releasing, and withdrawing GE plant varieties speeds up the approval process, including aspects of the environmental safety approval process and field trials for GE crops. Under this regulation, limited field trials for the environmental safety assessment can be done in parallel with the adaptation trial for variety release. In addition, if the GE crop comes from approved conventional hybrids, that product will not require multi-location field trials and will only require one location field trial from one planting period.

e) **INNOVATIVE BIOTECHNOLOGIES:**

The GOI has not decided whether the regulations for innovative biotechnologies will follow the regulatory framework of GE products, although some government research institutions have

conducted research using gene editing and Clustered Regularly Interspaced Short Palindromic Repeats (CRISPR) technology.

f) COEXISTENCE:

Indonesia has no national policy on co-existence.

g) LABELING:

BPOM issued the regulation on food labeling controls for GE products in March 2012, implementing a 1999 regulation that requires labels and special logos for food containing GE ingredients. According to this regulation, packaged food that contains at least five percent of GE products must be labeled with the statement “Food Containing Genetically Engineered Material.” The five percent threshold level is measured as the content percentage of Deoxyribo Nucleid Acid (DNA) of GE product against the DNA of non GE product. For more information, please refer to GAIN Report [ID1217](#). No food products containing five percent GE materials have been registered to BPOM. As a result, there are no products labelled according to this standard in Indonesia.

h) MONITORING AND TESTING:

MOA is drafting guidelines for a monitoring and control system, as required by Government Regulation No. 21/2005 on Biosafety of Genetically Engineered Products. It remains unclear when this regulation will be finished and issued.

i) LOW LEVEL PRESENCE POLICY:

Indonesia is a member of the Global Low Level Presence Initiative (GLI), a group of countries that have endorsed the International Statement on LLP and committed to working collaboratively to develop international approaches to manage LLP. Currently Indonesia is drafting a regulation on LLP.

j) ADDITIONAL REGULATORY REQUIREMENTS:

Post is unaware of any additional requirements of GE seeds registration.

k) INTELLECTUAL PROPERTY RIGHTS (IPR):

Law No. 13/2016 on the Patent Act and Law No. 28/2014 on the Copyright Act address IPR. Law No. 29/2000 on Plant Variety Protection regulates the intellectual property of new plants varieties. MOA’s Center of Plant Variety Protection and Agricultural License manages new plant variety registration.

l) CARTAGENA PROTOCOL RATIFICATION:

In 2004 Indonesia ratified the Cartagena Protocol through Government Regulation No. 21/2004 concerning Bio-safety to the Convention on Biological Diversity. As a Cartagena Protocol ratification country, Indonesia has:

- assigned the Ministry of Environment as the National Focal Point of the Cartagena Protocol;
- appointed the Ministries to be the National Competent Authority of the Cartagena Protocol;
- published Government Regulation No. 21/2005 concerning the Biosafety of Genetically Engineered Products;
- established the Biosafety Clearing House (BCH)

More details can be found at [the Indonesia BCH’s website](#).

m) **INTERNATIONAL TREATIES/FORA:**

Indonesia is a member of the International Plant Protection Convention (IPPC) and the Codex Alimentarius (Codex). However, Indonesia hasn't taken any significant positions pertaining to biotechnology in these fora. Indonesia actively participates in the APEC High Level Policy Dialogue on Agricultural Biotechnology (HLPDAB). Indonesia was the host-venue of the 2013 APEC annual meeting, including the APEC HLPDAB. In addition, Indonesia has participated in the Global Low Level Presence (LLP) Initiative fora. BPOM's National Food and Drug Testing Center as Indonesia focal point of ASEAN Genetically Modified Food and Feed (GMFF) Testing Network has actively involved in its activities.

n) **RELATED ISSUES:**

In September 2017, the Coordinating Ministry for Economic Affairs issued a draft 2017-2030 roadmap for accelerating biotech product development. This roadmap focuses on five strategic targets, namely: (1) achieving self-sufficiency in rice, corn and soybeans, and increasing sugar production; (2) increasing food diversification; (3) increasing value added and competitiveness of commodities for export and import substitution; (4) supplying bio industry and bioenergy raw materials; and (5) increasing farmers' incomes. The targets for GE seeds development are: 1) increasing availability of GE seeds, especially food crop seeds with traits adapted to conditions in Indonesia; 2) protecting and using national genetic resources to develop seed varieties; 3) guaranteeing environmental safety, food safety and feed safety of GE seed varieties; and 4) fulfilling private/industrial sector involvement in supplying GE seeds. In terms of specific actions, the roadmap specifies the following activities: 1) strengthening research on various characteristics of GE seeds; 2) providing financial support for the biosafety assessment submissions of government research institutes/universities; 3) maintaining and protecting genetic resources; 4) utilizing superior properties of genetic resources; 5) strengthening system and legislation in biosafety assessment of GE products; 6) strengthening the institutions of biosafety assessment and examination of GE products; 7) strengthening partnership cooperation between private and public sector GE seed research and development; and 8) providing incentives and facilities for industry actively engaged in GE seed research and development.

PART C: MARKETING

a) **PUBLIC/PRIVATE OPINIONS:**

Several Indonesian non-governmental organizations (NGOs) occasionally oppose the production and use of GE plants, although their intended targets are usually multi-national companies behind the technology.

Modeled on the success of the Biotechnology Coalition of the Philippines, a pro-biotech advocacy association, the Society of Indonesian Agricultural Biotechnology (previously named the Indonesian Coalition on Agricultural Biotechnology (ICAB)) was formed in Lombok, West Nusa Tenggara on July 4, 2012, during the 5th Indonesia Biotechnology Conference for supporting the adoption of agricultural biotechnology in Indonesia. More information regarding ICAB can be seen at GAIN Report [ID1226](#). In addition, the Indonesian farmer association KTNA has stated their strong support for planting GE crops, as they believe the technology can greatly improve the livelihoods of their families.

b) **MARKET ACCEPTANCE/STUDIES:**

Indonesian farmers are open to using new technologies including biotechnology. There is broad support for the technology from farmer organizations.

Due to a lack of information and general knowledge about biotechnology, consumers are more hesitant if they know their food contains GE products. Nonetheless, Indonesians have widely consumed GE soybean derived tempeh and tofu for the last three decades.

CHAPTER 2: ANIMAL BIOTECHNOLOGY

PART D: PRODUCTION AND TRADE

a) **PRODUCT DEVELOPMENT:**

Some research institutions and local universities have reportedly conducted studies on molecular markers. This includes genetic research on local cows, bulls, and chickens using gene markers, identification of animal characteristics to heat tolerance and feed utilization, poultry resistance to Newcastle disease, and characteristics of rapid growth and disease resistance in common carp and catfish. This research is far from commercial release.

b) **COMMERCIAL PRODUCTION:**

There is no commercial production of GE animals in Indonesia.

c) **EXPORTS:**

Not applicable.

d) **IMPORTS:**

Not applicable.

e) **TRADE BARRIERS:**

Not applicable.

PART E: POLICY

a) **REGULATORY FRAMEWORK:**

Although the GOI has several regulations permitting animal biotechnology, there are no clear guidelines for their assessment and approval. However, in 2011 the GOI has accepted a GE livestock feed additive for feed safety and since 2015 has reviewed and approved nine GE vaccines for poultry diseases for environmental safety.

b) **INNOVATIVE BIOTECHNOLOGIES:**

Not applicable.

c) **LABELING AND TRACEABILITY:**

Not applicable.

d) **INTELLECTUAL PROPERTY RIGHTS (IPR):**

Similar to crops, IPR for animal production will follow Law 13/2016 on the Patent Act and Law 28/2014 on the Copyright Act.

e) **INTERNATIONAL TREATIES/FORA:**

Not applicable.

f) **RELATED ISSUES:**

Not applicable.

PART F: MARKETING

a) **PUBLIC/PRIVATE OPINIONS:**

Not applicable.

b) **MARKET ACCEPTANCE/STUDIES:**

Not applicable.