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Report Highlights:

Anti-biotechnology campaigns are increasing in Russia, largely due to upcoming elections. No significant improvements on national biotechnology policy are expected in the next year, and loopholes in existing policies will continue to restrict development of the biotech product market. Imports of biotech products are expected to continue, but not to increase, and cultivation of biotech crops will likely continue to be banned. New biotech labeling regulations in Moscow, Russia's largest urban market, conflict with federal regulations and are creating new barriers to trade in biotech products.

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Executive Summary

In 2006/2007, Russia's attitude toward agricultural biotechnology was heavily influenced by the approaching elections,¹ in which potential Duma candidates and regional authorities are using the "anti-GMO" campaign to showcase their concern for the well-being of Russia's population. In the coming crop market year, 2007/2008, significant improvements to national biotech policy are not expected, although Russia will continue imports of biotech products, including soybean meal in large quantities, and will continue registration of biotech products for importation as food and feed.

In 2006/2007, registration of biotech crops for cultivation was put on hold indefinitely, as was the development of a coherent federal biotechnology policy. Growing of GMO plants is not allowed, and consideration of amendments to the Federal Law for Environmental Protection, which could have solved the problem, has also been postponed indefinitely. Registration of biotech products for importation for food use is going smoothly, although it takes more time, requires more tests, and is more expensive than it was last year. The information on this registration is transparent, and is published on the website of the Federal Service for the Protection of Consumer Rights and Human Well-being of the Ministry of Health (Rospotrebnadzor). Responsibility for registration of biotech crops for importation and feed use was transferred from the Ministry of Agriculture to the Federal Service for Veterinary and Phytosanitary Surveillance of the Ministry of Agriculture (VPSS). Registration opened again in December 2006, but the fine-tuning of the registration process is slow, and only two crops, which entered that process in 2004, were registered.

Information on actual demand for and consumption of registered biotech products is not available, because the food industry avoids disclosure of this information. Meanwhile, consumer demand for these products is suppressed by an active nationwide anti-GMO campaign.

Food labeling requirements remain opaque. Labeling of the presence of biotech ingredients in products is mandatory, but there is no consistency about the threshold levels that render GMO-labeling necessary. The anti-GMO campaign has culminated in the adoption of voluntary "GMO-free" labeling of all food products in Moscow, Russia's largest food market, and declarations of some provinces in Russia as "GMO-free" zones.

There are no direct bans on biotech product imports into Russia. However, biotech product imports from the United States encounter the same obstacles faced by many U.S. imports to Russia. Some examples are the ban on imports of all U.S. rice (all varieties from all origins), and requirements for phytosanitary certificates for deeply processed soybean products, as well as phytosanitary restrictions on imports of corn for laboratory testing in the course of biotech registration.

¹ Elections to the Russian State Duma, Russia's lower chamber of parliament (analogous to the U.S. House of Representatives), will be held in December 2007, and the Russian presidential election will be held in March 2008. In the election campaigns, especially for the Duma, food safety and quality of life will be popular issues. The four-year long, high-powered campaign in the mass media against GMOs has by now created a situation ripe for populist, anti-GMO rhetoric. Science-based or common-sense approaches to biotechnology will be ignored by the general population and set aside by politicians standing for election.

Biotechnology Trade and Production

As of July 2007, 16 biotech crops were registered for import into Russia and for use in the food industry and in feeds, including three varieties of soybeans, seven varieties of corn, one variety of rice, one variety of sugar beets, and four varieties of potatoes.

Status of Product Approval

There are no biotech crops approved for commercial production in Russia, and a system of registration of these biotech crops for commercialization does not exist. Biotech crops may only be imported if they (or products containing them) are registered in Russia for other uses than planting, and have a certificate confirming that registration. The list of approved and registered biotech crops in Russia is given in Table 1.

Table 1. Russia: Approved and Registered Biotech Crops, 1999-2007

Crop	Applicant	Year and Period of Registration		
		For Food Use	For Feed Use	Biosafety approval for cultivation
BT potato Russet Burbank NL (resistant to Colorado potato beetle)*	Monsanto	2000 – 2003, extended for 2003 – 2008		2002 - 2007
Bt Potato Superior NL (resistant to Colorado potato beetle)*	Monsanto	2000 - 2003, extended for 2003 – 2008		2002 - 2007
Bt corn MON 810, resistant to European corn borer	Monsanto	2000 - 2003, extended for 2004 – 2009	2003 - 2008	
Roundup Ready® corn NK 603, tolerant to glyphosate	Monsanto	2002 – 2007	2003 - 2008	
Bt corn MON 863, resistant to corn root worm (<i>Diabrotica spp.</i>)	Monsanto	2003 – 2008	2003 - 2008	
Corn Bt 11 Tolerant to gluphosinate, insect resistant	Syngenta Crop Protection	2003 – 2008	Dec. 2006 – 2011	
LL Corn T25, tolerant to gluphosinate	Bayer Crop Sciences	2001 – 2006, 2006 – for unlimited period	Dec. 2006 - 2011	
Roundup Ready ® corn GA 21, tolerant to glyphosate**	Monsanto	2000 - 2003, extended for 2004 – 2009	2003 - 2008	
Roundup Ready ® corn GA 21, tolerant to glyphosate**	Syngenta Seeds S.A.	2007 - for unlimited period		
Corn MON 88017, stacked product: tolerant to glyphosate and resistant to corn root worm (<i>Diabrotica spp.</i>)	Monsanto	May 2007 – for unlimited period		

Roundup Ready® soybeans 40-3-2, tolerant to glyphosate	Monsanto	1999 - 2002, extended for 2002 – 2007	2003 - 2008	
Liberty Link® Soybeans A2704-12, tolerant to gluphosinate	Bayer Crop Sciences	2002 – 2007		
Liberty Link® Soybeans A5547-127, tolerant to gluphosinate	Bayer Crop Sciences	2002 – 2007		
Rice LL62, tolerant to gluphosinate	Bayer Crop Sciences	2003 – 2008		
Roundup Ready ® Sugar beet H7-1, tolerant to glyphosate	Monsanto/ German Co KWS	2006 – for unlimited period		
BT potato “Elizaveta” (resistant to Colorado potato beetle)	Center “Bio-engineering”, Russia	2005 – for unlimited period***		
BT potato “Lugovskoy” (resistant to Colorado potato beetle)	Center “Bio-engineering”, Russia	July 2006 – for unlimited period		

* Upon expiration of registration these products will not be submitted for re-registration, as Monsanto has dropped these projects.

** Monsanto sold RR corn GA 21 to Syngenta, and Syngenta has received registration for this crop for importation and food use in 2007, but in Russia Monsanto’s registration of this corn for imports and food use will also be valid until 2009, and for feed use until 2008.

*** In 2006 registration was changed from up to 2010 to an unlimited period.

Approval for Imports and Food Use

In 2006/2007, the Federal Service for Protection of Consumer Rights and Human Well-being of the Russian Ministry of Health and Social Development (Rospotrebnadzor) continued approval and registration of biotech crops for importation for food use and food industry processing. Starting July 2006, the following four crops were approved for imports for food use and food processing.

- In May 2007, Monsanto received a certificate of registration for biotech corn, line MON 88017, resistant to glyphosate and *Diabrotica spp.* This line was approved for importation and food processing for an unlimited period. Corn MON 88017 was the first stacked product submitted for food registration in Russia. Its registration exceeded the normal time period (since 2005) due to the fact that no regulations exist for stacked crop registration.
- Russia’s “Center Bio-engineering” BT potato “Lugovskoy” was registered for food use and for sale in July 2006 for an unlimited period. The application for registration was submitted in 2004.
- Syngenta’s RR Corn GA 21, tolerant to glyphosate, was registered in February 2007 for an unlimited period; and
- Bayer Crop Science’s LL Corn T 25, tolerant to glyphosate, was re-registered in 2006 for importation and food use for an unlimited period.

Starting May 2006, Rospotrebnadzor began approving biotech crops for an unlimited period of time, provided there is no evidence of harmful effect on humans. Six crops have received this approval, including sugar beet, potato, and corn varieties. These approvals were granted both to varieties that were registering for the first time, and to crops that

were re-registering after the previous registration had expired. This is why Bayer Crop Science's LL Corn T 25 was re-registered for an unlimited period.

Approval for Importation and Feed Use

Registration of bioengineered crops for feed use and registration of feeds containing biotechnology crops resumed in December 2006, after the transfer of these authorities from the Ministry of Agriculture to the Federal Service for Veterinary and Phytosanitary Surveillance at the Ministry of Agriculture (VPSS) on July 14, 2006, by Resolution of the Russian Government No. 422 (see GAIN report RS-6039 *New Resolution Transfers GMO Feed Registration Duties to VPSS*). VPSS developed a procedure for this registration by March 2007, but in reality only two crops were registered after renewal of registration: Syngenta's Corn Bt 11, glufosinate-tolerant and insect-resistant, and LL Corn T25, glufosinate-tolerant. Both crops were submitted for feed registration to the Ministry of Agriculture in 2004, and all tests and examinations had been completed before the ministry ceased registration of biotechnology feeds.

Biotech Crops Awaiting Approval, Expected Applications, and Closure of Projects

The list of expected applications and biotech crops awaiting approval is in Table 2 below.

Table 2. Russia: Biotech Crops Awaiting Approval and Anticipated Applications

Crop	Applicant	Date of Submission for Approval	
		Food and Food Processing	Feeds
Corn 3272 (with alpha-Amylase)	Bayer Crop Sciences	January 2006	
Corn MIR 604 resistant to corn root worm (<i>Diabrotica spp.</i>)	Bayer	April 2006 (Registration is awaited in July – August 2007)	
Roundup Ready® soybeans 40-3-2, tolerant to glyphosate	Monsanto	2007 (for extension of registration)	
Roundup Ready® corn NK 603, tolerant to glyphosate	Monsanto	2007 (for extension of registration)	
LL soybeans A2704-12	Bayer		July 2007
LL soybeans A5547-127	Bayer		July 2007

The current registration of some crops for importation for food use will expire in 2007 and 2008. Some of the crops have already been submitted or will be submitted for re-registration in 2007-2008. Re-registration of crops for imports and food use takes less time and is cheaper than the primary registration.

Registration of most crops for feed use will expire in 2008, and most of these crops will be submitted for feed re-registration at the end of 2007 and in 2008.

Monsanto plans to submit Corn MON 88017 (stacked product, tolerant to glyphosate and resistant to corn root worm, *Diabrotica spp.*) for feed registration in 2007. Syngenta Seeds S.A. plans to submit its Corn GA 21 for feed registration in 2007.

Registration of crops for importation for both food and feed use is taking longer, and is becoming more expensive. The anti-biotech campaign has created an unfavorable environment for marketing of most of biotech products. Given cost-benefit analysis, and in particular a comparison of the income from biotech crops in Russia against the costs of the examination and registration process, some international biotech producers have shut down their projects in Russia. Thus, Monsanto/Syngenta's Roundup Ready® Sugar Beet 77, as

well as the sugar derived from it, was registered for importation and food use for 2001-2006, but the company is not renewing registration.

The duration and expense of examinations, testing processes, and paperwork for registration of biotech crops and biotech products are not the only obstacles. Some Russian authorities use non-GMO related restrictions to limit the import of biotech crops from the United States for testing and examination. VPSS refuses to grant import quarantine permits for the importation of biotech corn from the United States for research and examination, referring to existing quarantine restrictions on the import of U.S. seed corn. VPSS refuses to relent even when this corn is for use in laboratories, where no field tests are involved, or when the corn has been milled and is thus incapable of reproduction. VPSS restricts the imports of highly processed soybean products, like protein concentrates and textured proteins, biotech or not, by requiring U.S. exporters to provide quarantine certificates and to have import quarantine permits, which demands are not consistent with international standards.

Biosafety Approval

There is no agency in Russia authorized to grant biosafety approvals.

Production and Development

Russia does not produce any biotech crops commercially. The situation with commercialization of biotech crops has not improved in the last year. Hopes that the legal and fundamental registration system might soon allow Russia to produce biotech crops domestically have actually weakened.

Biosafety approval of two potato varieties, Bt Potato Russet Burbank NL (Monsanto) and Bt Potato Superior NL (Monsanto), expire in 2007, and there is no agency for re-registering these varieties for biosafety. Even with biosafety approvals these varieties were not allowed for commercialization due to the insurmountable requirement for environmental protection, stipulated in Article 50 of the Federal Law of 2002 "On Environmental Protection" (see GAIN report RS-6038 *Annual Agricultural Biotechnology Report 2006*). The Federal Law for Environmental Protection stipulates, "it is prohibited to produce, grow and use plants, animals and other organisms not typical for natural ecological systems, or created artificially, without developing effective measures to prevent their uncontrolled reproduction, obtaining a positive state ecological expert's conclusion, and permission from the federal bodies of executive power ..." (Article 50 "Protection of the Environment from Negative Biological Impact" of the Federal Law). Theoretically, the requirement of the Federal Law applies to any artificially created plant, animal and organisms, including new varieties, hybrids, etc., but in practice it is used only for restricting bioengineered plants. These requirements are in effect; no amendments have been made to this Article of the Federal Law so far, and none are expected in the foreseeable future.

Monsanto halted its two aforementioned potato projects in 2007. Several years ago, Bayer Crop Sciences submitted LL Corn T 25 for biosafety approval, but this approval is still in abeyance because of the absence of any biosafety registration procedure, and thus the company stopped the T 25 project as well.

As was reported last year, two of Monsanto's biotech varieties were undergoing field trials for registration for cultivation on isolated, certified fields: Roundup Ready® Soybean 40-3-2 (glyphosate tolerant) and Roundup Ready® Corn NK 603 (glyphosate tolerant). Small-scale field trials are continuing, exclusively for the maintenance of scientific cooperation with Russian research institutes, but not for registration. Approval of these crops is not expected in the near future, and none of these products will appear in the market within the coming year.

Sources report that VPSS and some officials in the Ministry of Agriculture are trying to insert provisions that would prohibit any biotech cultivation in Russia into drafts of different agriculture-related laws, including the draft Law on Seeds. Some agencies and local administrations, including Moscow's city government, hope to declare all of Russia a "GMO-free zone". Moscow Mayor Yuriy Luzhkov wrote a special letter to President Putin on this issue, and strongly supports all efforts in this direction by the Moscow city government. These include drafting a federal-level prohibition on the production of biotech crops and on the use of biotech products in food for the army, baby food, and so on.

In the letter to President Putin, Mayor Luzhkov proposed to introduce a moratorium on biotech products throughout the Russian Federation. The idea of a moratorium is popular with politicians because, after joining the World Trade Organization, in their words Russia will be in "heavy transgenic reliance on the Western food holding companies". Thus, anti-biotech measures proposed by some Russian officials are based on protectionism rather than on concerns about the well-being of Russia's population.

Trade

Russia continues to import both food and feed containing biotech products, but specific trade data on imports of such products are not collected. Given that most bioengineered product imports include either corn or soybeans, or have corn or soybean components, information on imports of these crops and products containing them, in addition to the sources of these imports, may provide some idea about imports of biotech products into Russia. From July 2006 through March 2007, Russia imported 135,681 metric tons of corn (12 percent less than in the same period last year). Corn imports decreased primarily as domestic corn production increased. Ukraine was the source of 70 percent of all Russia's corn imports, 7 percent came from Hungary, and other major corn suppliers to Russia were Argentina and Kazakhstan. Russia imported 1,154 metric tons of corn from the U.S., compared with 10,807 metric tons in the same period a year ago.

Russia imported 2,333 metric tons of soybeans from July 2006 through March 2007 (6 percent more than in the same period last year); including 2,267 metric tons from Canada. Imports of soybean flour decreased from 3,643 metric tons for the period from July 2005 to March 2006, to 3,140 metric tons for the period from July 2006 to March 2007. Netherlands and Kazakhstan remained the major suppliers of soybean flour to Russia. Imports of soybean meal in the period from July 2006 to March 2007 increased to 576,048 metric tons (34 percent more than the period from July 2005 to March 2006). Soybean meal was imported from 13 different countries, dominated by Argentina (70 percent of imports, or 403,217 metric tons). Imports of soybean meal from Argentina almost doubled compared with previous period. Brazil was the number two supplier of soybean meal to Russia (88,570 metric tons of beans, tripling its exports over the previous period). The United States exported 24,415 metric tons of soybean meal to Russia (95 percent more than in the previous period). Imports of soybean meal from the Netherlands, which usually contain U.S. soybeans that have been processed in the Netherlands or other EU countries, decreased to 7,530 metric tons from 124,716 metric tons in the period from July 2005 to March 2006. Thus, in spite of hardships with registration of biotech feeds, imports of soybean meal from countries, where significant portions of soybeans, if not all beans, are represented by biotech varieties, is increasing.

Russia requires that all imported products containing biotech crops be registered. Regarding feeds, the product itself must also be registered and certified, based on the registered crop it contains. Registration and certification are required both for foods and feeds, but registration procedures for biotech food and biotech feeds are different.

There are no special or temporary bans on imports of biotech products in Russia. One restriction, which was indirectly related with biotechnology, was an overall phytosanitary ban imposed by VPSS in September 2006 on imports of rice from the United States (all types and points of origin). The ban was imposed due to reports of admixture of the unapproved LLRICE 601 event. The ban is still in effect, even though LLRICE 601 has never been found in rice shipped from the United States to Russia, and even though the American side confirmed that this event could not be found in the types of rice that were typically exported to Russia.

Food Aid

Russia is not likely to be a food aid beneficiary in the foreseeable future. Officially, all imports, including any food aid, are allowed only if a biotech product is registered with Rospotrebnadzor at the Ministry of Health and Social Development (for food and food-processing imports) or with VPSS at the Russian Ministry of Agriculture (for feed imports).

Biotechnology Policy

In the last year, Russia has not developed a comprehensive biotechnology policy, or a single code of laws that determine this policy. Concerning biotechnology, Russian officials refer to several laws and regulations as a base for regulation in the field of biotechnology. The list of basic laws and federal-level regulations that concern agricultural biotechnology and use of biotech products in food and feeds were described in GAIN report RS-6038 *Annual Agricultural Biotechnology Report 2006*. A short summary of this list is given below with a few amendments that concern biotechnology product registration for feed use.

- Federal Law "On State Regulation in the Sphere of Genetic Engineering Activities" of July 5, 1996 (No. 86-FZ) as amended by the Federal Law "On Making Changes and Amendments to the Federal Law On State Regulation in the Sphere of Genetic Engineering Activities" of July 12, 2000 (No. 96-FZ);
- Federal Law "On the Quality and Safety of Food Products" (No. 29-FZ of January 2, 2000) as amended December 30, 2001; January 10 and June 30, 2003; August 22, 2004; May 9, December 5, and December 31, 2005; and March 31, 2006;
- Federal Law "On the Protection of Consumers Rights (No. 2300-1 of February 7, 1992 as amended June 2, 1993; January 9, 1996; December 30, 2001; August 22, November 2, and December 21, 2004;
- **NEW:** Resolution of the Government of the Russian Federation No. 422 of July 14, 2006, "On Amendments to Resolution No. 26 of the Russian Federation Government dated January 18, 2002." This resolution transferred testing and registration of biotech feeds from the Ministry of Agriculture of the Russian Federation to the Federal Service for Veterinary and Phytosanitary Surveillance (VPSS) (see GAIN report RS-6039 *New Resolution Transfers GMO Feed Registration Duties to VPSS*). Along with transfer of functions from the ministry to VPSS, this resolution contains other important amendments:
 - Subparagraph "c" in point 4 of the original resolution was repealed, implying that a copy of the safety certificate, which was formerly issued by the liquidated Ministry of Industry, Science and Technology, is no longer required for the registration of GMO feeds;
 - The new resolution releases VPSS from its obligation to share the establishment of the Expert Council for Biological Safety with the Inter-Agency Commission on Genetic Engineering, as was outlined in Resolution 26;

- The name of the Expert Council is changed from the “Expert Council for Safety Matters” to the “Expert Council for Biological Safety Matters”. This implies that all issues regarding the biological safety of plants fall under the Expert Council, which is created by the head of VPSS; and
- The role of the Ministry of Agriculture was limited to keeping the State Register of GMO feeds.
- Resolution of the Government of the Russian Federation No. 120 of February 16, 2001, “On State Registration of Genetically Modified Organisms and Registration Regulation.”
- Resolution of the Government of the Russian Federation No. 988 of December 21, 2000, “On State Registration of New Food Products, Materials and Goods” as amended by GOR Resolutions No. 324 of April 27, 2001; No. 11 of January 14, 2002; and No. 90 of February 11, 2003; and “Regulations of State Registration of New Food Products, Materials and Goods.”
- Article 50.1 “Environmental Protection from Negative Biological Impact” of the Federal Law “On Environmental Protection” (No. 7-FZ) of January 10, 2002. This article actually prohibits approval of biotech plans for cultivation.
- **NEW:** Federal Law of the Russian Federation No. 65-FZ “On Amendments to the Federal Law ‘On Technical Regulation’” of May 1, 2007, made several amendments that could influence the adoption of biotech related technical regulations.
 - The list of 17 “priority” technical regulations that are to be adopted before January 1, 2010 does not include any technical regulation specifically relating to biotech food products. This indicates that the adoption of already drafted technical regulations “On requirements for biosafety and safety of biotech plants” and “On requirements for safety of foodstuff produced from raw materials derived from biotech plants and animals” may be postponed indefinitely.
 - The previous stipulation, “International standards and/or national standards may be used fully or partially as a basis for development of technical regulations...” (paragraph 8 of Article 7 of the Law) was replaced by the following: “International standards shall be used fully or partially as a basis for the development of drafts of technical regulations, excepting cases in which the use of international standards is acknowledged to be impossible due to climatic and geographic peculiarities of the Russian Federation, technical and/or technological peculiarities, or other grounds, or if the Russian Federation, in accordance with the established procedures, opposed the adoption of international standards or its separate provisions. National standards may be used fully or partially as a basis for the development of drafts of technical regulations in the case of these exceptions.” This amendment weakens the international science-based approach in the development of technical regulations in favor of Russian specifics (including ill defined and arbitrary climatic, geographic, technical, and technological peculiarities). This premise will most seriously affect fields where international science and developments are ahead of Russia’s.
- Order of the Ministry of Education and Science of the Russian Federation No. 154 of May 27, 2005, “On the Inter-Agency Commission on Genetic Engineering Activity”

In addition to Rospotrebnadzor’s orders listed in GAIN report RS-6038, in 2007 the Head of Rospotrebnadzor issued orders to his line officers to strengthen control over the presence of biotech ingredients in food products (see GAIN report RS-7028 *Russian Sanitary Inspector Strengthens Control Over Biotech Food*).

These internal Rospotrebnadzor instructions only regulate activities of employees within that agency. However, in the case of Rospotrebnadzor, these instructions influence producers and traders because Rospotrebnadzor inspectors follow these instructions when surveying production sites, shops, warehouses, and other facilities.

Officials are now focusing their attention on laws that require that consumers be informed of the presence of biotech crops in products. In many cases, sections and paragraphs of these laws can be interpreted very broadly.

Status of Technical Regulations Concerning Biotechnology

Labeling instructions and specifications for thresholds of presence of biotech products in food and feeds were expected with the adoption of the technical regulations on food and feeds, "On requirements for bio-safety and safety of biotech plants" and "On requirements for safety of foodstuff produced from raw materials derived from biotech plants and animals." However, since the last year's annual biotechnology report none of the technical regulations concerning biotechnology has been adopted. The aforementioned amendments to the Federal Law on Technical Regulations actually postpone adoption of technical regulations related to biotechnology products.

Drafts of technical regulations on biotech food and on biotech plants have been prepared and submitted to the Ministry of Industry and Energy (MinPromEnergO), in accordance with the previously defined procedures. MinPromEnergO sent these drafts to different ministries and agencies for concurrence. Sources report that several ministries and agencies, including the Ministry of Agriculture, have already disagreed with some provisions of these drafts; the fortune of these drafts is not clear. These drafts will not be adopted as regulatory documents in 2007/2008.

Present Regulatory Framework for Agricultural Biotechnology

The only existing framework for agricultural biotechnology is the Interagency Commission on Genetic Engineering chaired by the Minister of Education and Science. Since the creation of this commission, it has met only infrequently and has not developed a national strategy on biotechnology, nor has it allocated responsibilities to agencies. Issues regarding biotech registration for bio-safety concerns remain unresolved.

Government Ministries and Their Roles

Registration for Food Use

The Russian Ministry of Health developed registration procedures in 1999, and, in many ways, these procedures remain identical to those of Rospotrebnadzor. The registration process is as follows:

- The applicant submits application and dossier to Rospotrebnadzor;
- Rospotrebnadzor issues an assignment for safety assessment to the Institute of Nutrition of the Academy of Medical Sciences; and
- The applicant concludes an agreement for food safety assessment with this Institute.

After the safety assessment is finished, on the basis of the Institute's conclusion, Rospotrebnadzor issues a certificate of registration and adds the crop or product to the Register. For safety examinations, the Institute of Nutrition subcontracts other research institutes for medical and genetic tests and for technological tests.

It currently takes twelve months to conduct all of the laboratory tests, plus between two and three months to organize and prepare documents. This testing period is longer than in

Europe. Responding to consumer concerns and the massive anti-biotech campaign in Russia, the Ministry of Health and Social Development decided to conduct medical and biological tests of major biotech crops over several generations, but these examinations will be done for scientific purposes, and will not affect registration procedures, and will not increase the testing period. In general, the system of registering biotech products for imports and food use is transparent, and the cost of testing and examinations is publicly available. The cost of re-registration is one quarter of the expense of registering a new product.

The list of registered products contains all new food products, not only biotech products or products with biotech ingredients (several hundred different products and names), and can be found on the agency's web-site by searching for the name of the crop and the words "genetically modified". Since May 2006, more than 20 new products were added to this register. A list of crops registered for food use is given in Table 1. A list of food products that can have these registered crops as an ingredient or source material was attached to the instructions of Rospotrebnadzor entitled "On improvement of supervision over foods containing biotech products" of April 3, 2006, (the table is reproduced in GAIN report RS-6038).

Registration for Feed Use

Imports of plant-origin feeds require a veterinary certificate and a letter confirming that the feed is biotech free (a phytosanitary quarantine certificate is also required, but does not include references to biotechnology). If the feed contains biotech components, it must be accompanied by the appropriate registration. Registered feeds are outlined in Table 3.

The procedure for feed registration is as follows:

- The applicant submits application and dossier to VPSS;
- VPSS issues an assignment for safety assessment to its research institute of veterinary control (All-Russian Center of Quality and Standardization of Veterinary Pharmaceuticals and Feeds);
- The applicant agrees to a feed safety assessment with the institute; and
- After tests and examination of the product are concluded, based on the institute's conclusions VPSS issues a certificate of registration and registers the product.

For some time in Spring 2007, the feed register was available on the VPSS website. This list is given in Table 3, and includes two new crops since last year – Corn T25, and Corn Bt 11 (Nos. 60 and 61).

Table 3. Russia: List of Registered Biotech Feeds

No.	Name of feed	Producer	Country	Genetically modified crop	Date of registration
1	Soybeans (beans for processing by technologies that deprive beans of its ability to reproduce)	Monsanto Co (developer)	USA	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
2	Soybean meal (powder, flakes, grits, granules)	ADM EUROPOORT	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
3	Soybean meal (powder, flakes, grits, granules)	Bunge Proteins LLC	USA	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003

4	Soybean meal (powder, flakes, grits, granules)	Alfred C Toepfer Inc.	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
5	Soybean meal (powder, flakes, grits, granules)	Oelmuhle Hamburg Akitiengesellschaft	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
6	Soybean meal (powder, flakes, grits, granules)	Louis Dreyfus S.A.S.	Argentina	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
7	Soybean meal (powder, flakes, grits, granules)	Russian Farm Community Project Inc.	USA	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
8	Non-fat milk replacer "Delak" (powder)	Joosten Products b.v.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	August 19, 2003
9	Whole milk replacer "Joosten Milk Extra" (powder)	Joosten Products b.v.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	August 19, 2003
10	Soybean meal (powder, flakes, grits, granules)	Oelmuhle Hamburg Akitiengesellschaft	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
11	Protein-vitamin-mineral concentrate KLC-5 GM (powder)	Koudijs Feed B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	September 09, 2003
12	Protein-vitamin-mineral concentrate KBC-5 GM (powder)	Koudijs Feed B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	September 09, 2003
13	Whole milk replacer "KMR" (powder)	Koudijs Pasze Sp. Zoo	Poland	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	September 09, 2003
14	Pre-starter feed "Prestarter WEAN" (granules)	HL Hamburger Leistungsfutter GmbH	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	September 09, 2003
15	Protein-vitamin-mineral concentrate "Panto F-10" (powder)	HL Hamburger Leistungsfutter GmbH	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	September 09, 2003
16	Protein-vitamin-mineral concentrate "Panto B-10" (powder)	HL Hamburger Leistungsfutter GmbH	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	September 09, 2003
17	Whole milk replacer EKOLAK	Polmass S.A.	Poland	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	October 2, 2003
18	Soybean meal (powder, flakes, grits, granules)	Ghent N.V. Cargill	Belgium	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
19	Soybean meal (powder, flakes, grits, granules)	Amsterdam Soy Plant	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
20	Non-fat dry milk replacer "Prelak" - gm (powder)	Nutrifeed, Veghel	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	October 2, 2003
21	Concentrate "Kalvolak 60" gm (powder)	Nutrifeed, Veghel	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	October 2, 2003

22	Whole milk replacer "Kalvolak" -gm (powder)	Nutrifeed, Veghel	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	October 2, 2003
23	Protein-vitamin-mineral concentrate KL	Hamburger Leistungsfutter GmbH&Co	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	October 23, 2003
24	Protein-vitamin-mineral concentrate KB	Hamburger Leistungsfutter GmbH & Co	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	October 23, 2003
25	Protein-vitamin-mineral concentrate "Economics-1" (powder)	Reiffeisen Central-Genossenschaft Nordwest eG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
26	Protein-vitamin-mineral concentrate "Economics-2" (powder)	Reiffeisen Central-Genossenschaft Nordwest eG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
27	Protein-vitamin-mineral concentrate "Economics-3" (powder)	Reiffeisen Central-Genossenschaft Nordwest eG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
28	Whole milk replacer "Kombimilk-1" (powder)	Reiffeisen Central-Genossenschaft Nordwest eG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
29	Whole milk replacer "Kombimilk-2" (powder)	Reiffeisen Central-Genossenschaft Nordwest AG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
30	Combi-feed-pre-starter "Olimp-pig" (granules)	Reiffeisen Central-Genossenschaft Nordwest AG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
31	Combi-feed-pre-starter "GoldChik" (granules)	Reiffeisen Central-Genossenschaft Nordwest AG	Germany	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
32	Whole milk replacer "Levita" – GM (powder)	Jansen Op-& Overslag B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
33	Non-fat milk replacer "Fidolak" – GM (powder)	Jansen Op-& Overslag B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	November 4, 2003
34	Soybean meal (powder, flakes, grits, granules)	Archer Daniels Midland	USA	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
35	Soybean meal (powder, flakes, grits, granules)	Cargill Saci	Argentina	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
36	Corn (grain for processing by technologies that deprive grain of its ability to reproduce)	Monsanto Co (developer)	USA	Roundup Ready® corn GA21 (Monsanto Co, USA)	October 14, 2003
37	Corn (grain for processing by technologies that deprive grain of its ability to reproduce)	Monsanto Co (developer)	USA	Roundup Ready® corn NK603 (Monsanto Co, USA)	October 14, 2003

38	Corn (grain for processing by technologies that deprive grain of its ability to reproduce)	Monsanto Co (developer)	USA	BT corn MON810 (Monsanto Co, USA)	October 14, 2003
39	Corn (grain for processing by technologies that deprive grain of its ability to reproduce)	Monsanto Co (developer)	USA	BT corn MON863 (Monsanto Co, USA)	October 14, 2003
40	Non-fat milk replacer "IAB Miksmilk" – GM (powder)	IAB Belgie N.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	December 15, 2003
41	Dry corn gluten (powder)	Archer Daniels Midland Co	USA	Roundup Ready® corn NK603 (Monsanto Co, USA)	December 15, 2003
42	Dry corn gluten (powder)	Archer Daniels Midland Co	USA	BT corn MON810 (Monsanto Co, USA)	December 15, 2003
43	Soybean meal (powder, flakes, grits, granules)	Bunge Alimentos S.A.	Argentina	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
44	Soybean meal (powder, flakes, grits, granules)	Bunge Alimentos S/A.	Brazil	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	May 19, 2003
45	Soybean protein concentrate "Soykomeal R" – GM	ADM Europort B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	February 10, 2004
46	Whole milk replacer "Provimilk" -GM for calves (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2004
47	Ready compound feed "Super pre-starter" -GM for broilers (granules)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
48	Ready compound feed "Super pre-starter" -GM for pigs (granules)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
49	Protein-vitamin-mineral additive for sows – GM (BVMD - SS – GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
50	Protein-vitamin-mineral additive for cattle (BVMD - KRS – GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
51	Protein-vitamin-mineral additive for chicken (BVMD - Ts – GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
52	Protein-vitamin-mineral additive for layers (BVMD - N - GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003

53	Protein-vitamin-mineral additive for feeder swine (BVMD SO – GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
54	Protein-vitamin-mineral additive for chicken-broilers Starter – GM (SVMD - Starter B – GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
55	Protein-vitamin-mineral additive for chicken-broilers Grower - GM (BVMD Grower B-GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
56	Protein-vitamin-mineral additive for chicken-broilers Finisher –GM (BVMD-Finisher B – GM) (powder)	Provimi B.V.	Netherlands	Roundup Ready® soybeans 40-3-2 (Monsanto Co, USA)	March 5, 2003
57	Corn – ground grain, bran, chaff, husking bran, meal	Bunge North America Inc.	USA	BT corn MON810 (Monsanto Co, USA)	March 5, 2003
58	Corn – ground grain, bran, chaff, husking bran, meal	Bunge North America Inc.	USA	Roundup Ready ® corn NK603 (Monsanto Co, USA)	March 5, 2003
59	Corn – ground grain, bran, chaff, husking bran, meal	Bunge North America Inc.	USA	Roundup Ready® corn GA21 (Monsanto Co, USA)	March 5, 2003
60	Corn (grain for processing by technologies that deprive grain of its ability to reproduce)	Bayer Crop Science GmbH	Germany	LL Corn T 25, tolerant to gluphosinate (Bayer Crop Science GmbH, Germany)	December 25, 2006
61	Corn (grain for processing by technologies that deprive grain of its ability to reproduce)	Syngenta Crop Protection	Switzerland	Corn Bt11, tolerant to gluphosinate, insect resistant (Syngenta Crop Protection, Switzerland)	December 25, 2006

Regarding the registration of formula feeds and not crops, in accordance with previous regulations (i.e., those in effect whenever the Ministry of Agriculture was issuing certificates), each feed registration certificate was granted to a specific applicant, who applied for certification for a specific shipment during a specific period of time. Certificates could only be issued for feeds that were also registered for the biotech crop that was used in production of the feed. The certificate could not be transferred to a different importer. There is no information on issuance of new certificates for compound feeds based on biotech crops, but imports of feeds, like soybean meal, are increasing. This might signify that the original specificity of importer and shipment is no longer a stipulation of certification, or that these requirements have been changed unofficially in favor of importers of feeds.

Role of the Biosafety Commission

No information exists on the re-establishment of the Biosafety Commission.

Policy on Coexistence of Biotech and Non-Biotech Crops

There are no commercial biotech crops, and field trials are conducted on a very limited scale for scientific purposes only. Research institutes conduct these tests on isolated and strictly controlled fields. On sample plots within these institutes and laboratories, researchers are studying coexistence, but only at the laboratory level. One of the arguments against biotech crops is that in Russia it is not possible (or will be too expensive) to provide for the necessary isolation of biotech and non-biotech crops.

Food Labeling

In February 2007, a Resolution of the Russian Chief Medical Officer called for "better" public information about the safety of biotech products and more rigorous government control over product labels. The resolution further recommends that sanitary inspectors increase their control over the labeling process, and the surveillance of biotech food products to be a top priority of Russian sanitary inspectors. The resolution also calls on the mass media to report on biotech safety issues to increase popular awareness of the safety of these food products.

The resolution does not clarify what threshold level for biotech components will require consumer labeling. It implies that the level is the same as the level reported in the latest amendments to "Hygiene Requirements and Nutritive Value of Food Products, SanPIN 2.3.2.1078 – 01". The resolution also implies that sanitary inspectors will conduct tests and inspections based on the amended SanPIN, and that this percentage will serve as their guideline. Resolution No. 32 appears to be a step toward cementing the 0.9 percent threshold in the minds of producers and traders, although this is not directly stated².

Some regions initiated special measures on labeling biotech ingredients in food products. The most important initiative as far as its influence on consumers' attitudes nationwide was the initiative of the Moscow city government on voluntary "GMO-free" labeling³. Beginning July 1, 2007, food producers may voluntarily test their products for ingredients made from products of biotechnology through the Moscow city government. Products without biotechnology-origin ingredients may be marked with a special label, "Does not contain GMO!"

The Moscow city resolution also outlines measures for informing the public about companies that use biotech products. Other provisions in the resolution allow the city of Moscow to force biotech labeling on major food processors. As a result, the price of food products is expected to increase, because producers must pay for testing and for more expensive, non-biotech ingredients. Due to Moscow's disproportionate share of wholesale and retail food trade (approximately 20 percent by value of food consumed in Russia), these actions will influence the Russian food market nationwide.

Feed Labeling

Labeling of feeds is not required.

Status of Ratification of Biosafety Protocol

Russia has not signed or ratified the Biosafety Protocol. The Russian Customs Service is not aware of and does not require any documentation on the conformity of shipped samples to the Biosafety Protocol.

² For more information, see GAIN RS-7028 *Russian Sanitary Inspectors Strengthen Control over Biotech Food* and GAIN RS-6014 *GMO Labeling Requirements*.

³ For more information, see GAIN RS-7023 *"GMO-Free" Labeling of Food Products in Moscow*.

Marketing Issues

The attitudes of Russian consumers toward agricultural biotechnology have not improved in the last year. In reality, the vast majority of Russian consumers still chose food products based on prices, and prefer less expensive food.

However, with rising incomes, especially in large cities, concerns about quality have increased. Specialists complain that instead of teaching basic principles of food safety and hygiene, the mass media have intensified the campaign against biotech food products. This campaign has been strongest in Moscow, with potential for national repercussions, when one considers that with less than ten percent of Russia's population,

- Moscow accounted in 2006 for about 40 percent of Russia's wholesale turnover of foodstuffs,
- the Moscow population's share of the value of Russian retail food trade is estimated at about 24 percent, and
- one-fifth of the food consumed in Moscow passes through the hands of the Moscow city government's food procurement authority.

Thus the Moscow city government exerts substantial influence on food production and trade throughout Russia through its system of procurement and certification programs for all major activities in the Moscow food sector. The Moscow city government has never been noted for tolerance of biotechnology products, and ratcheted up its anti-biotechnology policy in last summer, with resolutions that prohibit the purchase of biotech food using the city government's funds, prohibit the use of biotech ingredients in baby food, and encourage voluntary labeling: "Does not contain GMO!"

This last resolution was targeted at average consumers, and was widely publicized in a variety of media outlets to heighten concerns about the "could-be threats" of biotech products or biotech ingredients in food products. The resolution also reaffirmed that money from the Moscow city budget could not be used to purchase any food products containing biotech ingredients.

Furthermore, in 2007 50 million rubles (\$2 million) will be allotted from the city budget for the creation of special GMO-testing laboratories. In order to implement this resolution, to keep the laboratories busy, and to strengthen dependence of food producing companies that supply food products to Moscow on the Moscow city government, city authorities have recommended that retail chains and large supermarkets purchase only those products that bear the "Does not contain GMO!" label. Some large chain food stores have followed these recommendations, and, according to the press, have warned their suppliers that their stores will purchase only food products that have "Does not contain GMO!" label.

In this manner, the Moscow city government has extended its influence over large food companies that are located outside of Moscow, those not already dependent on city authorities (for rental payments, ownership rights, or municipal utilities and services). The fees for testing for GMO in the municipal or quasi-municipal laboratories are high, and will be added to food prices. The resolution effectively manipulates producers and traders, as well as the wholesale, retail, and food-processing establishments with which they do business, into "voluntarily" avoiding the use of biotech ingredients and products, and registering their products as GMO-free (using administrative controls, quasi-official authorities, and policy instruments at the government's disposal). It is expected that this voluntary labeling process will lead to a further shrinking of the biotech product market in Moscow.

Unlike last year, the preparation of draft technical regulations has not been the primary reason for the intensification of anti-GMO campaign this year. With the expected adoption of

amendments to the Federal Law on Technical Regulation, it was clear that the technical regulations regarding biotech food and biotech plants would not take high priority. Meanwhile, the absence of a statutory GMO threshold level in food products abets coercion of food producers to avoid biotech products altogether.

In spite of intense anti-biotechnology campaigns, it is very difficult to find any products in Moscow or other cities that provide biotech information, even though some of the products definitely contain biotech ingredients. Before July 16, 2007, it was possible to find a product that claimed to be biotech-free, and with the new "Does not contain GMO!" label, the number of labeled products in Moscow will increase. In the beginning of July, some TV programs in Moscow reminded consumers that they can bring any food products to the testing laboratory to find out the "truth" about the presence of GMO. In the case of any violations (any product that is labeled, "Does not contain GMO!" which does contain a GMO; or products that have biotech ingredients, but do not indicate it on the label) the name of the product and the name of the producer will be put in a special "register of shame".

Capacity Building and Outreach

The resources of pro-biotechnology forces in Russia are meager when it comes to outreach, especially when it concerns agricultural biotechnology, and particularly in comparison to the millions of dollars spent by Greenpeace Russia and other NGOs. Russia's electronic and print media eagerly place articles based on cash payments (so-called "journalism for sale") and thus anti-biotechnology propaganda, published in the guise of factual reporting, is a widespread problem. Science-based articles to counter disinformation are rarely seen in the mass media. The situation has not improved in the last year.