

Indonesia

Food fortification

Indonesia has mandatory fortification of wheat flour with iron, zinc, folic acid, and vitamins B1 and B2; salt with iodine; palm oil with vitamin A or provitamin A.²³ Rice can be voluntarily biofortified.⁶³ Some ASEAN guidelines also refer to fortification, as detailed under the *Structure of nutrition labelling laws* below.

Responsibilities and regulatory governance for nutrition labelling

The Indonesian National Agency of Drug and Food Control (Badan Pengawas Obat dan Makanan, or BPOM) regulates the safety and suitability of food and drugs for consumption by end-consumers. Its role is primarily to oversee, check, test, approve, register, and monitor consumer products, including food and beverages imported to, distributed and sold in the Indonesian market to ensure they meet minimum standards and requirements under Indonesian law. BPOM must approve all processed foods for trade (inclusive of labelling) via a *pre- and post-market surveillance system* that requires five-yearly re-registration and supervises information about sugar, salt, and fat contents in food and the health messages on such foods.

Responsibilities for other areas of labelling are spread among the Minister for Health (who supervises the implementation of labelling provisions and appoints officials to inspect these), Provincial Health Offices and Regency or Municipal Health Offices which supervise required labelling of fast foods based on their respective tasks and functions.

The government organises the monitoring, evaluation and control of the food control programme periodically; and relevant government institutions' inspectors conduct inspections, including of food packaging, and conduct investigations if inspections indicate a criminal offence has occurred. The government and local governments are also responsible for establishing a publicly available information system for food control monitoring and evaluation, although this isn't required to cover labelling.

Penalties are in place across the main labelling regulations and range from administrative sanctions to fines and imprisonment.

Structure of nutrition labelling laws

Indonesia's nutrition labelling regulatory regime is structured as follows:

- **Law No 18 of 2012 on Food**⁶⁴ sets out the requirements for general food labelling (e.g., product name, ingredients list) and for labelling processed food for trade. It prohibits trading food with non-compliant labelling and false and/or misleading labelling, along with establishing "a Government institution ...to handle the food sector that is under and responsible to the President" which administers government affairs in the food sector.
- **Regulations of the President of the Republic of Indonesia No. 80 of 2017 About Body that Supervises Drug and Food**⁶⁵ [translated on Google Translate] replaces earlier legislation on the same, and establishes BPOM which is responsible to the President through the Minister for Health. BPOM is tasked with supervising food and drugs in accordance with regulations. The regulations also specify BPOM's functions and powers.
- **Government Regulation No 69 of 1999 Food labels and Advertisements**⁶⁶ mandates nutrient declarations ("information on content of nutrition of food") on labels that include statements that the food contains vitamins, minerals and/or other added nutritional substances or if food is required to be fortified by legislation. It also allows health and nutrition claims, including fortification and enrichment statements, and sets out requirements for general food labelling, such as prohibiting false and/or misleading labelling and mandating the inclusion of ingredients and expiry dates. The labelling and advertisement provisions in this regulation do not apply to foods whose package is too small, foods that are sold in bulk or are directly sold and packaged before buyers in small numbers.
- **Regulation of Head of Drug and Food Control Agency of the Republic of Indonesia No 09955 of 2011 Concerning Processed Food Registration** (as amended by Regulation No. 42/2013 dated June 28, 2013)⁶⁷ sets out requirements to register processed foods (including labelling) and minimum requirements, such as nutrient content and an ingredients list.
- **Ministry of Health Regulation No. 30 of 2013 on the inclusion of sugar, salt, and fat contents as well as health message on processed foods and fast foods.**⁶⁸ The FAIRS Country report notes this Regulation was amended by BPOM Reg No 63/2015, but the regulation could not be located.⁶⁹
- **Regulation of the Drug and Food Control Agency No 22 of 2019 About Nutritional Value Information on Processed Food Labels**⁷⁰ [translated on Google Translate] expands mandatory nutrient declarations to almost all processed foods and introduces the 'Healthier Choice' logo.

- *Several Ministry of Industry Regulations also govern Indonesian National Standards (SNI) for fortified wheat flour for foodstuff, salt for consumption and palm cooking oil that require use of an SNI mark to demonstrate conformity with the SNI.*⁶⁹ Several other foods also require use of the SNI mark such as bottled water, chocolate powder, instant coffee, biscuits, and several types of canned fish. Approval, product certification and issuing of a specific numbered SNI Mark, monitoring, and enforcement of these products is completed by an accredited institution approved by the Minister of Industry.⁷¹ These regulations are not detailed in our analysis below aside from identifying the SNI mark, given this label is not a fortification logo.

As an ASEAN Member State, a set of non-binding regional guidelines, principles and standards are also applicable to Indonesia's food labelling laws and/or fortification as indicated, although we found little by way of specific regional labelling regulation that influences ASEAN Member States' national labelling regulations:

- *ASEAN Guidelines on Promoting Responsible Investment in Food, Agriculture and Forestry 2018*⁷² propose considerations, including supporting food fortification, to improve nutrition security and promote the harmonisation of standards and regulations, while allowing national flexibility.
- *ASEAN Regional Guidelines on Food Security and Nutrition 2017*⁷³ serve as a reference guide to develop best practice policy that promotes nutrition and food security (including food fortification policies to address malnutrition and micronutrient deficiencies). Ultimately, the guidelines aim to build stronger cooperation and integration on food security and nutrition across the ASEAN region but they include few specifics on fortification.
- *ASEAN Principles and Guidelines for National Food Control Systems 2014*⁷⁴ is aligned with Codex principles and guidelines for National Food Control Systems CAC/GL 82-2013 and guide the development of food legislation that promotes food safety, including that national competent authority/ies should establish, implement, evaluate, and enforce evidence- and risk-based regulatory requirements.
- *ASEAN General Standards for the Labelling of Prepackaged Food 2016*⁷⁵ that adopt the Codex General Standard for the Labelling of Prepackaged Food (CODEX STAN 1-1985).

Policy context and objectives

The Law on Food states that food planning must "observe" food and nutrition consumption needs, population growth and distribution, and national and regional development plans, among other things. That law also requires that the central government and local governments establish a Food and Nutrition action plan every five years.⁶⁴ More broadly, regulatory objectives across Indonesia's labelling regulations aim to create fair and responsible food trade, increase knowledge and awareness of food nutrition, and facilitate consumer choice based on nutritional needs. As an ASEAN Member State, Indonesia must also evaluate new or existing regulation to ensure it is compatible with the ASEAN nutrition and food security policy.⁷³

Nutrition labelling is also integrated into BPOM's overall food safety and quality control regulation. Further, there is evidence that Indonesia's nutrition labelling regulations seek to ensure coherence in addressing both over- and under-nutrition, e.g., both with statements around fortification and the Healthier Choice logo for products that meet nutrient profiling criteria, in addition to requirements for labelling fast food and some highly processed foods.

Nutrition labels

Nutrient declarations are now mandatory for processed foods and where the Healthier Choice ('Pilihan Lebih Sehat') logo is used, with few exceptions (e.g., tea and spices). Prior to updated regulations that broadly apply nutrient declarations, they were required in more limited circumstances (e.g., where nutrition claims were made, and in fortified foods which are required to be supplemented with vitamins and minerals). Vitamins and minerals can be listed only if present in an amount of at least 2% of the Recommended Dietary Allowance (RDA) and it also appears that they must be listed if a label includes statements that the food contains vitamins, minerals, or is required by legislation to be fortified.

Voluntary **nutrition and health claims** are permitted provided they meet conditions (with some claims prohibited). Statements that a food has been fortified, enriched, or supplemented are also permitted, but cannot mislead (i.e., where the statement confers a commercial but not a consumer benefit). Processed food and fast foods containing sugar, salt and/or fat must include a health message on the label that can be easily read by consumers: "Consuming more than 50 grams of sugar, 2,000 milligrams of sodium, or 67 grams of fat per person per day increases the risk of hypertension, stroke, diabetes, and heart attack". For fast foods, this message must also be promoted through leaflets, brochures, menu books, or other media.

Supplementary nutrition information: A FOPNL in the form of a voluntary Healthier Choice logo can be used if the food meets nutrient profiling criteria and has a nutrient declaration. No standalone fortification logo was identified, however a conformity mark otherwise termed an ‘SNI’ mark must be added to several food products to demonstrate conformity of that food with Indonesian National Standards. This includes wheat flour for foodstuff, salt for consumption and palm cooking oil.⁶⁹



Indonesia's Healthier Choice logo ⁷⁶



Indonesian National Standard conformity mark or 'SNI' logo ⁷¹

Recommendations to reform nutrition labelling regulations to enable LSFF

- To help consumers more easily identify fortified foods beyond a label stating that food is enriched, fortified or supplemented with vitamins or minerals, **voluntary standard fortification claims** and/or a **voluntary or mandatory fortification logo** could be considered for mandatorily fortified food, in line with best practice. Broader claims regulation appears to contain some key elements of best practice regulation – noting that additional elements may sit in lower-level regulatory documents that were not identified in our review. For this reason, we do not make any specific recommendations for improving broader claims regulation based on our review.
- Based on our review and external analysis as below, Indonesia should consider **improving the clarity of regulations** and **increasing capacity to improve regulatory enforcement**. However, we note that current regulations provide a wide degree of flexibility in relation to who is responsible for what across government that may be common in Indonesia to prevent the invalidity of regulations if machinery of government changes take place. The United States Department of Agriculture's country report states that many Indonesian food regulations **"are unclear and confusing, not enforced, or are enforced on a cursory basis in a haphazard manner."**⁶⁹ It notes that there may also be significant differences between the legislation as it appears on paper and what occurs in practice (globally, this is not uncommon). In addition, while pieces of legislation may use the term **"in accordance with respective tasks or functions"** it is often unclear what responsibilities are undertaken by which body for which regulatory processes (Regulatory Governance).
- To assist in **monitoring and evaluation**, the central government and local governments could ensure that the food information system they are required to establish for monitoring and evaluation also extends to labelling.

Information sources and limitations

We only undertook a desktop regulatory review in Indonesia. Specific BPOM regulations that according to some reports^{69, 77} apply to food labelling could not be located, i.e.: 13/2016 concerning processed food claims and advertisements; 31/2018 and 20/2021 concerning labelling of processed food; and 63/2015 (amending 30/2013) concerning health messages and content information on processed food.

Little detail was identified on regulatory drafting and design and evaluation, aside from establishing a food information system for evaluation and specifying responsibilities for evaluating processed food labelling. Such information may sit outside of the regulatory documents reviewed or may have only been available in information published in Indonesian.

Table 5 – INDONESIA – Summary of nutrition labelling regulations

Excludes draft regulations unless specified.

Regulatory form and substance	Nutrient declaration	Nutrition and health claims	SNI
<p>Regulatory framework</p> <ul style="list-style-type: none"> Nutrient declarations are mandatory: <ul style="list-style-type: none"> On all processed food,^{70, 68} except for powdered tea and coffee, tea bags, mineral bottled water, herbs, spices, seasoning, alcoholic beverages, and condiments. They cannot be listed on alcoholic beverage labels. If a label includes statements that the food contains vitamins, minerals and/or other added nutritional substances or if food is required to be fortified by legislation ("supplementation with vitamins, minerals or other kinds of nutrition"),⁶⁶ If the Healthier Choice logo is used.⁷⁰ 	<ul style="list-style-type: none"> Voluntary nutrition and health claims are permitted provided they meet conditions (e.g., health claims must be supported by scientific evidence).^{66, 67} Voluntary statements that a food has been fortified, enriched, or supplemented are permitted (they are "not prohibited").^{66, 67} Comparative claims^{66, 67} – claims that a food functions as a medicine, or names, logos or identities of institutes conducting analyses of relevant food products^{66, 67} – are prohibited. 	<ul style="list-style-type: none"> Voluntary Healthier Choice logo.⁷⁰ 	<ul style="list-style-type: none"> Per nutrient declaration: To provide information to the public to be able to choose processed food in accordance with the nutritional needs need to be included in the information nutritional value on processed food labels.⁷⁰
<p>Regulatory objective(s)</p> <ul style="list-style-type: none"> The creation of fair and responsible food trade; to provide society with true and illuminating information about the food they consume⁶⁶ and to increase knowledge and awareness re food safety, quality and nutrition.⁶⁴ To reduce NCD risks (e.g., for hypertension, stroke, diabetes and heart attack) by improving consumer knowledge about sugar, salt and/or fat intake on processed foods and fast foods.^{68, 78} To provide information to the public to be able to choose processed food according to nutritional needs.⁷⁰ 	<ul style="list-style-type: none"> See "Regulatory objective" under Nutrient declaration.^{66, 68} 		

Operative terms and conditions	Nutrient declaration	Nutrition and health claims	SNI
<p>Requirements for nutrient declarations are set out in two regulations – one from 1999 mandating declarations where statements that the food contains vitamins and minerals etc.⁶⁶ and the other from 2019 mandating declarations on all processed foods⁷⁰ (both detailed above). The requirements in the 2019 regulation are detailed below, as these supplement and add to the requirements in the 1999 regulation which does not appear to be repealed. Nutrient declarations must list nutritional and non-nutritive content in a standardised table format – Information on Nutritional Value – and include:^{66, 70}</p> <ul style="list-style-type: none"> • Serving size; • Number of serves per package; • Nutrients listed by serving size, noting that for fortified processed food, only the nutrients that must be fortified must be listed per 100g or mL; • Type and amount of nutrient content: total energy, total fat, saturated fat, proteins, total carbohydrates, sugar, salt (sodium), dietary fibre if present in >0.5g per serve, cholesterol if present in >2mg per serve and/or claims re fats or fatty acids or cholesterol are made; • Vitamins and minerals can be listed only if they are present in an amount of at least 2% of the RDA [vitamins and minerals must be listed if the food falls under the 1999 regulations,^{66]} • Some additional elements can be listed, but only if they meet conditions in the regulations, e.g., the energy content of fat does not need to be listed for processed food intended for infants and children up to three years, but if it is included in such foods, it needs to comply with specifications in the regulations; • Type and amount of non-nutritive substance content; • Percentage of RDA per serve and footnote. <p>Fast foods containing sugar, salt and/or fat for trade must include total sugar, total sodium and total fat contents on food labels based on an accredited laboratory's test results, and must be easily read by consumers.^{68, 78} Details on labels must be in Indonesian and should be easy to read.⁶⁶</p>	<p>Fortification/enrichment/supplemented statements:</p> <ul style="list-style-type: none"> • Cannot be false or misleading regarding benefits to consumers, e.g., due to consumption patterns vs only providing commercial benefits to producers (guidance notes that “not misleading” implies that even though the enrichment or fortification is done correctly, a statement of enrichment could mislead, e.g., due to the relevant food, or the consumption pattern, or if the enrichment brings no benefits to consumers, rather commercial benefits to producers).⁶⁶ • In advertisements are “not prohibited” provided the enrichment processing is done correctly.⁶⁶ <p>Health claims:</p> <ul style="list-style-type: none"> • Must be supported by scientific facts that can be accounted for; further provisions on the procedure and requirements will be stipulated by the Minister of Health.⁶⁶ • Processed food labels cannot make claims on several matters, including that it is healthy, can function as medicine or increase IQ; or include misleading or incorrect information or a picture of a health officer / a person acting as one.⁶⁷ <p>Nutrition claims: if the volume of nutrition in the relevant food is at least 10% higher than the recommended daily nutrition adequacy volume in a dose for the food.⁶⁶</p> <p>Any person stating a claim on a food label for trade is responsible for the truth of that claim, and certain processed food labels must also contain information about the allocation, application method and/or other information required concerning the food's effect on human health.⁶⁴</p> <p>Processed food and fast foods containing sugar, salt and/or fat must include a health message on the label that can be easily and clearly read by consumers: “Consuming more than 50 grams of sugar, 2,000 milligrams of sodium, or 67 grams of fat per person per day increases the risk of hypertension, stroke, diabetes, and heart attack.”⁶⁸ For fast foods, this message also needs to be promoted through leaflets, brochures, menu books, or other media.⁶⁸</p>	<ul style="list-style-type: none"> • The Healthier Choice logo may be used on the main section of the label if the product meets nutrient profiling criteria for the food category, and includes information on Nutritional Value or Nutrient declaration per the regulation.⁷⁰ • The logo format is prescribed (it is a circle with a tick symbol, has “Healthier Choices” written on the top outside circle in capital letters, and the statement “Compared to Similar Products When Consumed in Reasonable [Amount]” at the bottom outside of the circle. Writing should be in Arial font, with a white background, and the tick and writing in green. They should be logo-proportionate and legible. The size of the logo should not be >5% of the area of the main part of the label).⁷⁰ 	

<p>Regulatory governance</p>	<p>Drafting regulatory rules and scheme design</p>	<ul style="list-style-type: none"> • The Law on Food⁶⁴ forms a government institution [...] to handle the food sector that is responsible to the President and that will be established by a Presidential Regulation. This government institution will administer government affairs in the food sector, which likely includes regulatory development. - The Regulations About Body that Supervises Drug and Food⁶⁵ establish BPOM to control drugs and food in the country, including to prepare national policies and develop norms, standards, procedures and criteria for food and drug control. • Under Regulation re Food labels and Advertisements; the Minister for Health can require certain processed foods to include other particulars connected with human health in labels or in relation to health claims.⁶⁶ • Under Regulation on inclusion of sugar, salt, and fat contents and a health message on processed and fast foods;⁶⁸ the obligation to include this information on food labels is staggered, based on processed food types by considering the risks of NCDs. Similarly, under Regulation about Nutritional Value Information on Processed Food Labels⁷⁰ implementation of the Healthier Choice logo is staggered based on a risk assessment. It is first being applied to ready-to-eat drinks and instant pasta and noodles. The same regulation provides a transitional period during which time processed food that has received a distribution permit prior to the enactment of this regulation can continue to be sold (it allows a 30-month grace period from enactment before labels need to comply). • Under ASEAN Regional Guidelines on Food Security and Nutrition and ASEAN Principles and Guidelines for National Food Control Systems Member States should provide clear and effective regulation that promotes food security and nutrition,⁷² engage stakeholders in regulatory development to ensure transparency and that their views are considered,⁷⁴ and consider Codex standards, recommendations and guidelines.⁷⁴ All aspects of a national food control system should be transparent and open to public scrutiny while respecting legal requirements to protect confidential information.⁷⁴ Decisions should be evidence-based, and competent authorities and all officials should be free of improper or undue influence or conflict of interest.⁷⁴
<p>Administration</p>	<ul style="list-style-type: none"> • Under the Law on Food,⁶⁴ in fulfilling food needs the central government and local governments are responsible for ...providing mentoring, eliminating policies that impact competitiveness and allocating budget; the government controls food labelling for processed food by the drug and food control institution, and for fresh food by the government affairs institution in the food sector). Further, all food business operators must have marketing authorisation to trade foods in retail packaging (aside from foods produced by household industry) – but the authorisation process is in “the provisions of legislation”. • The Regulations About Body that Supervises Drug and Food⁶⁵ stipulate that BPOM’s food control responsibilities must be carried out in accordance with standards and regulations, including implementation and coordination of implementation of national policies; guidance and technical supervision; providing administrative support to all organisations involved in BPOM’s activities; publishing product distribution permits and certificates and testing; monitoring and investigating; and applying administrative sanctions. A Deputy Field Supervisor for processed food is designated, along with one for field enforcement. BPOM’s funding is also outlined. • Under Regulation Concerning Processed Food Registration,⁶⁷ all processed foods (with some exceptions) require a Registration Approval Letter from BPOM which is obtained after submitting a Registration Form (detailed in the Regulation) to the BPOM Head and Director, which includes the label design, and results of analysis of the finished product to which a claim relates and the scientific reference that supports a claim. The approval letter is valid for five years and may be extended through re-registration six months before expiry. If the registration application is rejected, a review can be requested. • Under Regulation re Food labels and Advertisements,⁶⁶ the Minister for Health supervises the implementation of labelling provisions and appoints officials to execute inspections. • Under Regulation of the Drug and Food Control Agency About Nutritional Value Information on Processed Food Labels⁷⁰ information included in the Nutrition declaration must be proven by nutrient analysis performed by government and/or other accredited laboratories, and be in accordance with defined tolerance limits (including for claims), with some exceptions such as micro/small enterprises. • Under Regulation on inclusion of sugar, salt, and fat contents and a health message on processed and fast foods;⁶⁸ the Minister for Health, Heads of Provincial Health Offices and Heads of Regency/Municipal Health Offices guide implementation (via advocacy and familiarisation, monitoring and evaluation, technical guidance and/or improving work and partnership networks) based on their respective tasks and functions, both to improve public knowledge on the risks of NCDs caused by fast and processed foods and to encourage producers of processed foods and fast foods to include information about their sugar, salt, and fat content. The Head of the Drug and Food Supervisory Board supervises the inclusion of information about sugar, salt, and fat contents and the health message. The Heads of Provincial Health Offices and of Regency/Municipal Offices supervise the inclusion of information about sugar, salt, and fat contents in fast foods based on their respective tasks and functions. The inclusion of information about the sugar, salt and fat contents must also be based on test results from an accredited laboratory. • Under ASEAN Regional Guidelines on Food Security and Nutrition and Principles and Guidelines for National Food Control Systems, Member States’ independent statutory bodies should retain authority for policy administration⁷³ and legislation should provide the authority with the power and mechanisms to: establish, monitor and enforce standards; implement regulations; perform activities to verify, investigate, and enforce regulatory compliance; and apply sanctions and/or penalties.⁷⁴ 	
<p>Monitoring</p>	<ul style="list-style-type: none"> • Under the Law 18 of 2012 on Food, the government organises the monitoring, evaluation and control of the Food Control programme for production processes or activity by Food Businesses Operators; and relevant government institutions’ inspectors conduct inspections, which can involve opening and inspecting food packaging. If an inspection indicates that a criminal offence has occurred, an investigation is immediately performed. The central government and local government are responsible for establishing a food information system for monitoring and evaluation purposes (but this doesn’t need to cover labelling), which must be publicly accessible.⁶⁴ - Under the Regulations About Body that Supervises Drug and Food,⁶⁵ BPOM must submit a report to the President on its implementation of functions periodically or as needed. • See Administration, including pre- and post-market surveillance via registration of processed foods.⁶⁸ • Under ASEAN Regional Guidelines on Food Security and Nutrition and Principles and Guidelines for National Food Control Systems, Member States’ national food control systems should be transparent and open to public scrutiny, while respecting the need to protect confidential information as appropriate.⁷⁴ To assess effectiveness and suitability to achieve objectives, the system should be subject to ongoing monitoring and review against documented criteria, and consider scientific evidence, and non-compliance.⁷⁴ Legislation and guidelines should also include provisions to monitor dietary consumption.⁷⁵ 	
<p>Evaluation</p>	<ul style="list-style-type: none"> • See Monitoring⁶⁴ and Administration.⁶⁸ • Under ASEAN Regional Guidelines on Food Security and Nutrition and ASEAN Principles and Guidelines for National Food Control Systems Member States’ national food control systems should possess the capacity and capability to undergo continuous improvement and include mechanisms to evaluate whether the system is achieving its objectives.⁷⁴ Member States should also evaluate new or existing regulation to ensure it is compatible with their nutrition and food security policy.⁷⁵ 	

Enforcement

- Under the Law on Food,⁶⁴ sanctions for non-compliance with labelling laws include administrative sanctions, fines and imprisonment for up to two years.⁶⁴
- Violations of Regulation re Food labels and Advertisements⁶⁶ are subject to administrative sanctions (e.g., written warnings issued before other sanctions are imposed, and prohibitions on distributing food products for a period) through to fines and/or revoking production or business licences. Sanctions can be imposed by technical ministers in accordance with their areas of authority.
- Violations of Regulation Concerning Processed Food Registration⁶⁷ are subject to administrative sanctions (e.g., written warnings, a temporary ban on circulation, suspended registration of processed foods, temporary suspension of activities or having registration approval revoked in specific circumstances).
- Violations of Regulation on inclusion of sugar, salt, and fat contents and a health message on processed and fast foods⁶⁸ are subject to administrative sanctions that can be imposed by the Head of the Drug and Food Supervisory Board (and Heads of Regency/Municipal Offices with slightly different sanctions).
- Under ASEAN Regional Guidelines on Food Security and Nutrition and Principles and Guidelines for National Food Control Systems Member States' independent statutory bodies should retain enforcement authority,⁷³ be appropriately resourced and employ qualified personnel.⁷⁴ State authorities should establish, implement and enforce science- and risk-based regulatory requirements that encourage and promote positive food safety outcomes and establish and maintain arrangements with relevant organisations, such as officially recognised inspection, audit, certification and accreditation bodies.⁷⁴ Compliance and enforcement programmes should be designed to enable a competent authority to take corrective remedial action from education to sanctions, alongside maintaining public transparency.⁷⁴

Section references

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