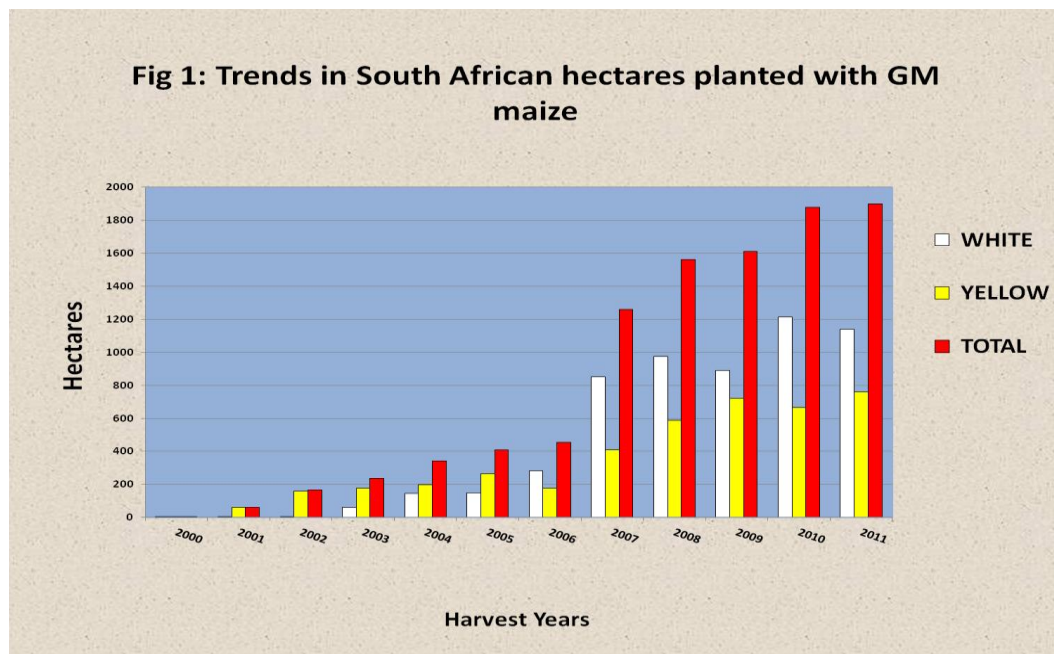


INTERIM OVERVIEW REPORT ON GM MAIZE IN SOUTH AFRICA FOR THE 2010/2011 SEASON



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EXECUTIVE SUMMARY

The study has a *primary objective* of surveying and analyzing GM (genetically modified) maize production that can serve as a database for stakeholders in the food chain, consumer groups and government departments. An updated overview is presented on relevant regulatory developments and analysis of permits granted. Such information may be required for imports and exports, as well as serving local markets.

The survey is based on collating and analyzing actual maize seed sales data provided on a confidential basis by seed companies, calculating the hectares planted according to seeding rates for different regions, and expressing GM areas in terms of percentages of total area planted as estimated by the Crop Estimates Committee.

Global GM crop plantings increased by 10% to reach 134 million hectares grown by 15 million farmers in 29 countries. The cumulative area under GM crops over 12 years stand at one billion hectares. The US remains the global leader, followed by Brazil, Argentina, India, Canada, China, Paraguay, Pakistan, and South Africa having moved from 8th to 9th position. Global GM maize planting covers 46.0 million hectares in 16 countries and represents 29% of all maize produced. The strongest growth in the US came from stacked traits.

The South African GMO regulatory framework has become more complex and costly to all. The report covers a number of amendments to the GMO Act and draft standards for managing identity preservation and managing imported grain with events not yet approved in SA. DAFF is investigating handling of stacked genes, low level presence and adventitious presence of GM. The Consumer Protection Act has entered into force on 1st April and its mandatory labeling of GM goods in Section 24 (6) in the Act and relevant regulation 7 remains contentious. Labeling of all goods that are or contain genetically modified ingredients, and that are derived through genetic modification, will impact on agri-businesses and producers, and eventually on consumers..

***South Africa* increased its GM area from 1.8 to 2.2 million hectares combined of the three crops: maize (1.9), soybeans (0.331) and cotton (0.015). Producers have 109 GM maize hybrids to choose from. Total GM maize planted came to 1.9 million hectares, 1.14 million white and 0.759 million yellow, with share of the total planting at 78% of total maize, 75% for white and 80.% for yellow. Insect resistance trait remained the dominant trait, though declined, at 46% of GM share, while stacked insect resistance and herbicide tolerance dramatically increased to 41%, and herbicide tolerance alone remained at 13%. Cumulatively, total GM maize area from 2000 to 2010 harvest covered 10 million hectares that will total 38 tons of GM grain.**

Some 261 permits were granted from July to October for export of GM commodity maize, import/export of GM seed and various other uses.

Commodity clearance approvals since 2000 covered 8 genetic events but no new approvals were granted since 2004. Some 8 genetic events were approved to date for general commercial release. However, field trials are ongoing with drought tolerance and some 20 other new stacked gene combinations incorporating various insect resistance and herbicide tolerance genes.

Investigations on occurrence of incidence of tolerance or resistance in stalk borers to the Bt gene continued and steps are being taken to strengthen compliance with refugia and combining new Bt genes. A new cultivar with two Bt genes has been approved for general release.

The March media conference on global and South Africa GM crop status generated massive media coverage thanks to the professional presentation by the Deputy Minister of DAFF, Mr Pieter Mulder.

INTERIM OVERVIEW REPORT ON GM MAIZE IN SOUTH AFRICA FOR THE 2010/2011 SEASON

1. INTRODUCTION

This survey has been funded on an annual application basis since 2006/7 season and continues to grow in issues covered. The objective remains to survey and analyze adoption of genetically modified (GM) maize by producers in South Africa in order to establish an updated database on GM plantings, available to maize industry stakeholders as a source of information. This information enables traders in maize grain and products to convey information to trading partners as may be required by customers, domestically and in other countries, and to comply with the Cartagena Protocol on Biosafety.

The report also covers updates on regulatory developments. These include new requirements for obtaining certificates on GMO status in consignments, registration of laboratories that conduct commercial GMO detection tests, strengthening of compliance with mandatory non-GM refugia areas, and publishing of amended Regulations that enabled the GMO Amended Act to enter into force on 26 February 2010. All of this impacts on seed companies, producers and grain traders.

Beneficiaries of this information include the following parties and their clients or colleagues:

AgriSA, GrainSA, grain traders, millers, silo industry, industrial processors, food and animal feed manufacturers and their clients, seed industry, CEC, SAGIS, SAGL, National Department of Agriculture, ARC, the GMO Secretariat, Executive Council, Advisory Committee, and the media.

Data in this report are based on reliable confidential statistics provided by biotechnology seed companies and cover hectares of GM maize planted and percentage of market with a breakdown per trait -- insect resistant (IR) or herbicide tolerant (HT) and stacked genes (IR/HR) -- shown separately for white and yellow maize, as well as historic data since year 2000 in order to highlight trends. An analysis of permits granted during 2007 is also included as maize seed and

grain imports and exports that are GM or may contain material of GM origin have trade relevance for the industry. Statistics are primarily based on commercial maize plantings. Additional information on smallholders adoption of GM maize is still being sourced.

2. METHODOLOGY AND APPROACH USED IN SURVEY

The survey goes through two stages so that information is refined with latest information available at each stage. Seed companies provide a confidential breakdown of seed sales per GM trait (Bt insect resistance, glyphosate herbicide tolerance, and stacked genes for both traits), per white and yellow maize, and per seed density used (6-8 kg/ha for drier Western and Northern regions, 10-12 kg/ha for Eastern and South-Eastern regions, and 20-25 kg/ha for irrigation farming. Seed is mostly sold on seed count basis in pockets containing 60 000 or 80 000 seeds and, in fact, seed count gives a more accurate picture of area planted to a pocket than mass as an average rate of 10 kg/ha may involve 25 000 to 35 000 seeds, depending upon seed size and shape.

This *first estimate* has used data solicited during November 2010 of GM maize plantings based on discussions and meetings with six seed companies that market GM seed (Pannar, Pioneer, Monsanto, Link Seed, Agricol, and Klein Karoo Saad that had acquired the seed division of Afgri). Syngenta licences their technology and assists in the survey but is itself not involved in seed marketing in South Africa. Estimated seed sales based on orders received and expectations of final sales, were supplemented by the CEC intention to plant survey, Grain SA's analyses on trends and risks of increased plantings, and personal comments obtained from interviews with leading farmers and maize industry experts. Despite many uncertainties, the general consensus was an expected decline in maize area by 8 - 14%. The most recent estimate (March 2011) puts the area just below 2.4 million ha. The November 2010 baseline estimate of 2.45 million ha was used in this survey.

At this time the data on smallholder farmer use of GM maize are still incomplete.

3. GLOBAL ADOPTION OF GM MAIZE

Annual overviews are compiled by ISAAA (the International Service for the Acquisition of Agri-Biotech Applications), an international non-profit organization. These overviews are released by way of international media conferences and published as Briefs. Salient points from the 2010 Brief 41 (C. James, 2010, “Brief 42: Global Status of Commercialized Biotech/GM Crops: 2010”, available in executive summary format on www.isaaa.org) are updated from 2008 as follows:

- Global cumulative GM area planted since 1996 for the first time reached 1 billion ha.
- GM crop area increased from 134 million hectares in 2009 to 148 million.
- These crops were planted by 15.4 million farmers in 29 countries, 90% million being smallholder farmers.
- For 2009, the USA leads with 66.8 million ha, followed by Brazil 25.4, Argentina 22.9, India 9.4, Canada 8.8, China 3.5, Paraguay 2.6, Pakistan 2.4, South Africa 2.2, and Uruguay 1.1 million ha . The remaining 19 countries (in order of magnitude) are Bolivia, Australia, Philippines, Myanmar, Burkina Faso, Spain, Mexico, Colombia, Chile, Honduras, Portugal, Czech Republic, Poland, Egypt, Slovakia, Costa Rica, Romania, Sweden, and Germany.
- Developing countries planted 48% of total GM area.
- In addition to the 29 countries growing GM crops, another 30 have approved products from biotech crops for import as food and/or feed, and/or for trial planting.
- Soybean remained the major GM crop (73.3 million ha = 81% of global 90 million ha), followed by maize (46 million ha = 29% of global 158 million ha), cotton (21 million ha = 64% of global 33 million ha) and canola (7 million ha = 23% of global 31 million ha).
- The major trait was herbicide tolerance at 68% share of total 148 million ha GM, followed by double and triple stacked traits at 32 million ha (22%), and insect resistance at 21%. GM maize with eight genes stacked for different

insect resistance and herbicide tolerance went commercial in US and Canada.

- **Cumulative farmer benefits for 1996 - 2009 were estimated US\$ 65 billion, and pesticide savings amounted to 356 000 MT active ingredients.**
- **Most growth in adoption now comes from developing countries, driven by Bt cotton in China and India, and soybeans in Brazil. India is field testing vegetables (brinjal, cabbage, cauliflower, okra, potato) and agronomic species (cotton, maize, sorghum, groundnuts, rice). China is field testing GM petunia, tomato, papaya, sweet peppers, poplar, rice, and maize.**

GM maize global production took place on 46 million ha (29% of global maize) with the five lead countries US, Brazil, Argentina, South Africa, and Canada, followed by another 11 countries.

The US remained the major maize producer by far and GM maize comprised 86% of maize area, with fastest growth coming from triple stacked traits. Brazil commenced with three GM maize hybrids in 2008 and by 2009 planted 5 million ha or 38% of its total maize area. Eleven genetic modifications (“events”) have been approved for release. Maize production in Argentina declined to 2.58 million ha in favour of soybeans and 83% of this maize is GM of which 50% is stacked traits. Nine events have been approved.

The global trends are shown in Figure 1, Figure 2 and Figure 3 below.

FIGURE 1

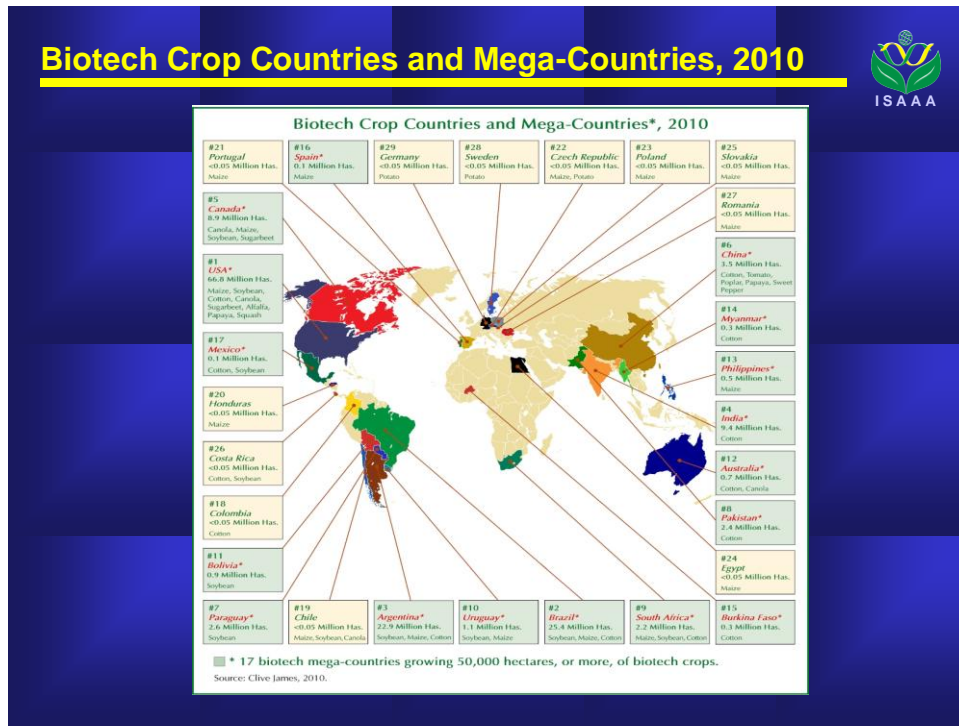


FIGURE 2

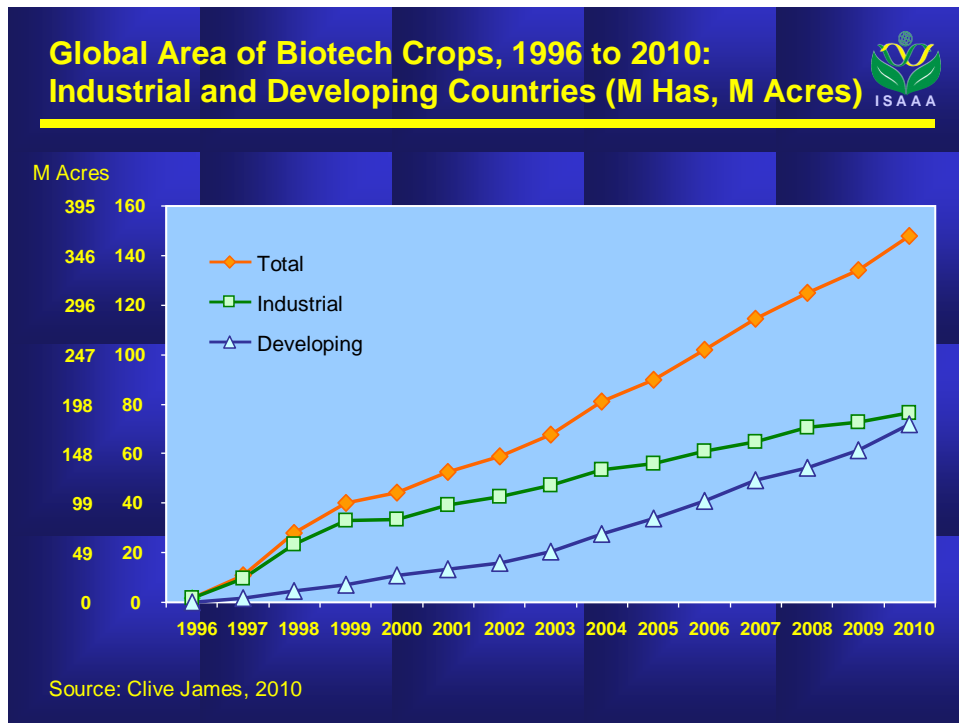
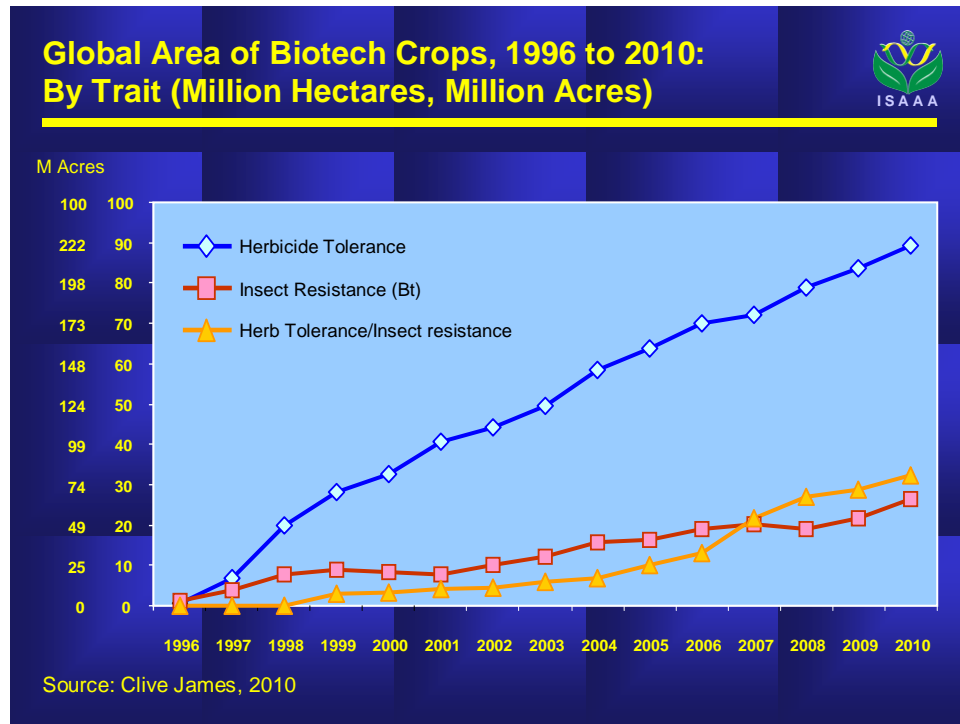


FIGURE 3



4. SOUTH AFRICAN REGULATORY SYSTEM

4.1 *The GMO Act and GMO Amendment Act*

The GMO Act of 1997 regulates all activities dealing with genetic modification in all organisms. Major amendments in the Act and amended regulations entered in to force in 2010 and comprise insertions to cover requirements of the Cartagena Protocol on Biosafety that deals with transboundary movement of live modified organisms that may pose a potential risk to the environment. Decision making is vested in an Executive Council comprising a representative from each of six government departments.

Some changes in the text also changed the approach in the original Act, for example

- The 1997 Act is based on responsible promotion and application of the technology while limiting possible harmful**

consequences while the amended Act has its focus on risks and hazards.

- Biosafety in the new Act is defined as setting levels of safety to *avoid* risks whereas its new regulations speak of *managing* potential risks.
- Decision making in the Council has moved from a majority vote to *consensus by all* members (confused with unanimity?). What if one member is absent as happens periodically?
- Several departments have been changed or merged in 2010 so that the composition of the Council does not comply with the Act.
- Socio-economic considerations have been added as a requirement but it seems that benefits receive scant attention.
- The required environmental impact assessment (EIA) is defined as “process to assess potential impact on the environment”. The Wikipedia definition of EIA is basically the same: “assessment of possible positive or negative impact” whereas the definition by the International Impact Assessment Association speaks of “the process of identifying, predicting, evaluating, and mitigating the biophysical, social and other relevant effects prior to major decisions being made”. Despite these definitions, positive impacts seem to receive negligible, if any, attention by the Department of Environmental Affairs.
- These few comments are listed to highlight the concern that the system has moved away from a balanced approach.

Other new legislation will involve amendments to almost all agricultural Acts that may include the GMO Act, and already covers a new Plant Breeders’ Rights Act and PBR policy, as well as the Plant Improvement Act. The impact on GMO seeds and crops is uncertain. In terms of considering new policies and guidelines in assessing GMOs, the GMO Executive Council is examining modalities for stacked genes, and isolation distances between GM and non-GM fields. Also under discussion, are low level presence (LLP) of unapproved genetic events in grain and food products and adventitious presence (AP) of GM in non-GM products (unavoidable co-mixing) and what standards should be set. It is not clear to what extent LLP and AP at this stage involve discussions with stakeholders and following of international progress in this regard.

To some extent this is being covered in present DoH and DTI consumer protection regulations.

4.2 Other departmental legislation

The Department of Trade and Industry, through the South African National Standards, had drafted standards for *identity preservation* (SANS 10385-200) so that GMO and non-GMO products can be separated throughout the production and supply chain. This system has not yet been formally approved. In view of a virtual moratorium over some six years on approval for import of commodities that may contain genetic modifications not yet approved in South Africa, SANS has spent more than two years to develop standards (SANS 910ED1) for *managing imports* of such commodities. The final text has been reduced to some basic guidelines but contains conflicting wording in that some paragraphs use *minimizing* spillage while others use *avoiding* spillage.

The latest development on the *Consumer Protection Bill* Article 24(6) and its regulations is that the Act entered into force on 1 April 2011 as *Act 68/2008*, with regulations becoming effective after six months. Many inputs have been submitted in respect of the Act since 2008, and the draft Regulations since 2010 that call for mandatory labeling of “genetically modified goods”, which will undoubtedly have cost implications throughout the food chain and be difficult to truthfully comply with and be monitored by DTI.

Article 24(6) reads

“Any person who produces, supplies, imports or packages any prescribed goods must display on, or in association with the packaging of those goods, a notice in the prescribed manner and form that discloses the presence of any genetically modified ingredients or components of those goods in accordance with applicable regulations”.

The final relevant Regulation 7 (Regulation 9 in previous drafts) contains the following requirements (abbreviated):

- **Sub-reg (1): “GMO” means as defined in the GMO Act.**
- **(2): The regulation applies to goods approved for commercialization under GMO Act.**
- **(3): The regulation applies to all goods in (2) which contain at least 5% GMOs made in RSA or elsewhere, and to marketing material.**
- **(4): Any good, ingredient or component in (3) may not be produced, supplied, imported or packaged unless a notice is applied “contains Genetically Modified Organisms”.**
- **(5): Goods in (2) intentionally or directly produced using genetic modification processes must be identified on good or marketing material as “produced using genetic modification”.**
- **(6) A notice may not state “does not contain GMOs” unless the good, ingredient or component contains less than 1% GMOs.**
- **(7): A notice may state that a good, ingredient or component in (2) is less than 5% GM.**
- **(8): If not practical or feasible to test GMO presence a good in (2) may state “may contain GMO ingredients.**
- **(9): This regulation does not amend, repeal or detract from other applicable regulation re GMO labeling, and vice versa.**
- **(10): The regulation will come into effect 6 months after commencement of Act.**

The Act and regulations contain a great many uncertainties, complications and added costs for the food/feed chain, and consumers.

5 STATUS OF SOUTH AFRICAN GM MAIZE

5.1 The permit system

Approvals under the GMO Act are based on issuing of permits. The latest list includes the following activities:

Registration of facilities, trial release into the environment, commodity clearance, contained use, general release, import for contained use, import for general release or commodity clearance, import for trial release into the environment, import for contained

use or use as food, feed or processing, export for intentional release into the environment, commodity use for food, feed or processing, time extension for GMO activities. In addition, these applications have to be accompanied by an affidavit. For exports, a GMO lab test certificate is required and a letter from importing country that it will accept the consignment. Only two labs are recognized by the Department of Agriculture (DAFF) for testing samples and issuing a GM certificate.

Granting of a permit for any GMO activity does not mean that the activity will be executed in the month or year or in quantity approved. Some 261 permits for maize were granted for the year January to October 2010 (this will be updated in the final report). Exports of GM containing maize commodity grain accounted for 60 permits and 1.7 million tons, while only one consignment of 30 000 tons was imported. GM seed exports for planting covered 60 permits that involved 8 783 tons, excluding permits for trials, multiplication or contained use. Seed imports for commercial planting amounted to 1 707 tons, also excluding permits for other applications. Other permits dealt with GM cotton, GM soya beans, GM vaccines and others.

5.2 GM maize cultivars on the official list of plant breeders rights.

The official PBR list contains the names of 231 cultivars of which 109 or 47% are GM. The list also includes a small number of conventional open-pollinated varieties. The GM trait breakdown is 51 (46%) single Bt, 30 (28%) single herbicide tolerant RR, and 28 (26%) stacked genes for both traits. The list does not separate white from yellow or specify open-pollinated cultivars. It is not uncommon that 20% of the list makes up 80% of seed sales as many are old ones being phased out and new ones being introduced.

A similar analysis of the official variety list will be done for the final report.

5.3 Intellectual property rights

Modern biotech cultivars are protected by plant breeders' rights in terms of the Plant Breeders' Rights Act (15/1996 as amended);

patent rights under the Patents Act but only for specific claims such as novel gene constructs, vectors, promoters, bacterial phages as carriers for the novel genes, and others; and trade marks under the Trade Marks Act. Breeders' rights exclusive protection under the UPOV Convention 1991 has been extended from 15 to 20 years for plant varieties and from 20 to 25 years for fruit and forestry trees. The Convention in Article 15(2) provides for farmers to retain harvested material for re-use for planting on his own farm to produce another crop (the farmer's privilege exemption), subject to not violating the breeder's basic rights – a rather vague exemption that member states have to define for themselves. Patent rights protection ends after 20 years but trade marks continue as long as the owner pays annual duties.

A recent review by L. Miller and D. Kershen shows the conundrum with use of farm-saved seed of GM cultivars. The technology owner is held responsible for several conditions attached to approval for commercial use that include enforcement of refugia planting and monitoring of possible weed and target insect resistance. However, after 20 years PBR and patents run out and farmers, breeders and other seed merchants may continue to propagate and sell GM seed. Technology owners and seed companies try to manage this by way of contractual agreements attached as a condition of sale. Two conundrums arise from farm-saved seed: first, who is now accountable in terms of conditional release to maintain monitoring, extension services to farmers and submitting annual reports to government? Secondly, by having a contractual clause not to use the GM cultivar for further breeding has implications for the farmer, another breeder and the owner of the technology. It will be an expensive option to expect courts to make decisions on this issue.

One should take note that our Plant Breeders' Rights Act is being amended and a PBR policy being drafted, and both will have to deal with the farmer's privilege parameters.

5.4 GM maize genetic events approved for commodity clearance

Commodity clearance enables grain traders to import grain containing the same or different genetic events from those approved in SA. However, the GMO Executive Council has not approved new

applications for such clearance since 2004 and the recent SANS standards may bring an end to this moratorium. The following approvals have been granted:

- 2001: Bt176 insect resistance
- 2001: T25 herbicide tolerance
- 2002: Bt 11 insect resistance, herbicide tolerance
- 2002: GA21 herbicide tolerance
- 2002; NK603 herbicide tolerance
- 2002: TC1507 insect resistance, herbicide tolerance
- 2003: MON810 x GA21 insect resistance, herbicide tolerance
- 2004: MON810 x NK603 insect resistance, herbicide tolerance

The official list above seems to miss MON 810 approved in 1997.

5.5 Maize genetic events approved for general commercial release

The list of approved events for general conditional commercial release does not imply that such GM cultivars are presently being planted. It takes time to incorporate the genetic modification into locally adapted cultivars and build up seed supplies.

- 1997: Mon810 insect resistance
- 2002: NK603 herbicide tolerance
- 2002: Bt11 insect resistance plus herbicide tolerance
- 2007: MON810 x NK603 insect resistance, herbicide tolerance
- 2010: MON89034 two stacked Bt genes for insect resistance
- 2010: MON89034 x NK603 stacked insect resistance, herbicide tolerance
- 2010: GA21 herbicide tolerance
- 2010: Bt11 x GA21 insect resistance, two genes for herbicide tolerance

5.6 Approved maize field trials with new GM combinations

New insect resistance genes and herbicide tolerance genes or existing genes put into new hybrid combinations, and various stacked

combinations of these novel genes will serve to counteract development of target insect resistance and weed tolerance to herbicides, and also enable the producer to apply biotech management with various GM traits combined in cultivars relevant for his specific farm situations. Field trials approved during 2009 and 2010 are as follows:

- MON8740, MON 8934, MON8934 x NK603, MON810 x Mir162,
- Bt11 x GA21, GA21, TC1507 x MON810, TC1507 x MON810 x NK603, TC1507 x Mir162, TC1507 x MON810 x Mir162,
- Pioneer59122, Pioneer98140, Pioneer98140 x MON810, Pioneer98140 x TC1507 x MON810.
- There is also a range of modifications approved for trials but the event identifiers – such as above -- have not been released.

5.7 Commercial status of GM maize planting in 2010/2011 season

The analysis was based on an estimated 2.47 million ha maize planting, comprising 1.522 million white and 0.946 million yellow.

Despite a decline of 10% maize area planted in 2010/2011, GM maize area increased marginally to 1.9 million ha or 78% of total maize. This was made up of single Bt gene of 865 589 ha or 45.6% of total GM, 254 211 ha or 13.4% single herbicide tolerance and 777 820 or 41% stacked traits. The substantial increase in adoption of the stacked genes was due to more seed being available to meet demand.

White maize planting comprised 1.14 million ha which is 74.8% of total white area. Single Bt trait accounted for 571 280 ha or 50.2% of total white GM, single herbicide tolerance at 97 010 ha or 8.5% and stacked traits at 470 430 ha or 40.5% of total white GM.

Yellow maize area comprised 758 870 ha or 80.2% of total yellow area. Of the GM area, 294 309 ha or 38.8% was single Bt, 157 171 ha or 20.7% the single herbicide tolerance trait, and 307 290 ha or 40.5% stacked traits.

Since year 2000, some 10 million ha GM maize had been planted which yielded a cumulative 38 million tons of GM grain.

The adoption trends are shown on the cover page. Historic data by traits for white, yellow and combined maize are contained in tables 1, 2 and 3 below.

**TABLE 1: AREA PLANTED TO GM WHITE MAIZE
2000-2010 HARVEST YEARS BY TRAITS (HECTARES x 1000)**

YEAR	Bt	HT	Bt + HT	TOTAL
2000	0	0	0	0
2001	0	0	0	0
2002	6	0	0	6
2003	60	0	0	60
2004	144	0	0	144
2005	142	5	0	147
2006	221	60	0	281
2007	712	139	0	851
2008	696	218	61	975
2009	660	160	226	1046
2010	984	117	111	1212
2011*	572	97	472	1141
TOTAL	4197	796	870	5863

**TABLE 2: AREA PLANTED TO YELLOW MAIZE
2000-2011 HARVEST YEARS BY TRAITS (HECTARES X 1000)**

YEAR	Bt	HT	Bt + HT	TOTAL
2000	3	0	0	3
2001	59	0	0	59
2002	160	0	0	160
2003	176	0	0	176
2004	197	0	0	197
2005	249	14	0	263
2006	107	68	0	175
2007	391	137	0	528
2008	406	159	23	588
2009	376	159	107	642
2010	326	153	187	666
2011*	294	157	307	759
TOTAL	2744	847	624	4215

**TABLE 4: TOTAL AREA PLANTED TO GM MAIZE
2000-2011 HARVEST YEARS BY TRAITS (HECTARES x 1000)**

YEAR	Bt	HT/RR	Bt + HT/RR	TOTAL
2000	3	0	0	3
2001	59	0	0	59
2002	166	0	0	166
2003	236	0	0	236
2004	341	0	0	341
2005	391	19	0	410
2006	328	128	0	456
2007	1103	276	0	1379
2008	1102	377	84	1563
2009	1036	319	333	1688
2010	1305	245	340	1890
2011*	866	254	778	1899
TOTAL	6936	1618	1535	10090

Note: Bt = insect resistance; HT = herbicide resistance, Bt + HT = stacked traits

* = Provisional estimates for 2011

5.8 Smallholder farmer adoption of GM maize

Data are still being awaited.

5.9 Incidence of potential stalk borer resistance to Bt maize

Monitoring of continued outbreaks of potential insect resistance has been assigned to GM seed companies who are required to submit an annual report to DAFF. In addition, several monitoring and impact studies have been conducted by North West University in association with ARC and others. The first stacked Bt genes with added herbicide tolerance has been approved in 2010 for commercial release while a range of other cultivars with various stacked combinations is in the second year of field trials. Also in field trials are hybrids with stacked genes for tolerance to different herbicides. The author had been advised by Grain SA during a phone call that no cases of weeds resistance to glyphosate herbicide in GM crops

have been reported. Extensive use in vineyards and wheat of same herbicide over many years in the Western Cape have led to resistance manifesting in wild ryegrass and ramenas. A working group on weed tolerance had been established in that region.

6. MEDIA COVERAGE

The March 2011 media conference on global status of GM crops, including an overview of the SA status, received widespread coverage on 4 TV networks, radio, printed media, and websites. This event benefited from the presentation by the keynote speaker, the Hon. Mr Pieter Mulder, Deputy-Minister for Agriculture, Forestry and Fisheries. Support by the Maize Trust was included in all media interactions. A more complete media report will be included in the final report.

7. ANNEXURES

To come in final report.

END =====

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===== ANNEXES TO FOLLOW IN FINAL REPORT

