

30 March 2026

Citrus Australia submission on the General Review of the Indonesia-Australia Comprehensive Economic Partnership Agreement

Summary

Citrus Australia welcomes the opportunity to provide a submission to the Department of Foreign Affairs and Trade on the General Review of the Indonesia-Australia Comprehensive Economic Partnership Agreement (IA-CEPA).

Citrus Australia acknowledges the positive steps toward open and free trade agreed in the IA-CEPA in 2020. In particular, the staged increase in quotas across the citrus category (oranges, lemons and limes, and mandarins) and the associated progressive elimination or reduction in tariffs.

Mandarins present the best opportunity for Australian citrus exports to Indonesia. Over the past three years, mandarin exports have grown from 9,800 tonnes to 14,600 tonnes in 2025 (year to date). Demand for high quality, sweet, export-suitable mandarin varieties has fuelled this growth, but the quota and tariff structure currently imposed is limiting future growth.

The current tariff rate quota (TRQ) for mandarins (7,500 tonnes per annum) remains restrictive, as does the in-quota tariff of 10%. Citrus Australia proposes that the TRQ for mandarins be fast tracked to 10,000 tonnes from 2026, 15,000 tonnes in 2028 and 20,000 tonnes by 2030. We also propose that the out of quota tariff be reduced to 5% from 2026, and progressively reduced to 0% by 2030.

No changes are requested to the current orange or lemon quotas or the in-quota tariff which is already at 0%.

The import permit system within Indonesia presents additional challenges for supply of Australian citrus to meet demand from Indonesian fruit importers and consumers. An increase in the total available import quota, as well as certainty about the businesses that can access this quota, will provide assurance to both Australian citrus exporters and the import sector in Indonesia.

Background

Citrus Australia is the recognised industry representative body representing the nation's commercial citrus growers. Our membership also includes other members of the citrus value chain including citrus packers, exporters and transporters. There are currently over 33,000 hectares of citrus plantings spread across Australia with the main growing regions in South Australia's Riverland, the Murray Valley region of New South Wales and Victoria, the Riverina region of New South Wales and the Central Burnett region of Queensland. Significant plantings of mandarins have been made in recent years in Queensland and the Murray Goulburn area of NSW and Victoria. There are also plantings throughout Western Australia, coastal New South Wales, northern and central Queensland and the Northern Territory. Its widespread nature magnifies the importance of the industry on the economic sustainability of rural Australia as a whole.

Citrus Australia is supported by six regional committees and four issues committees — including a Trade and Market Development Committee which focuses on enhancing trade volumes and opportunities.

The Australian citrus industry has benefited from many other successful FTA negotiations over the last decade or more. In fact, 89 per cent of the total Australian citrus export trade is to countries where Australia either has FTAs in place or where no entry tariffs are applied. In most markets, entry tariffs no longer represent a barrier to trade. Indonesia represents a market where tariffs and quotas still impact export volumes and profitability.

Current trade to Indonesia

Indonesia is on track to be the third largest export market for Australian citrus in 2025 at 18,500 tonnes (as at end of October 2025). The bulk of this volume comprises mandarins.

[Under the initial agreement](#) which was implemented in 2020, a Tariff Rate Quota (TRQ) for Australian oranges was applied, starting at 10,000 tonnes per annum in Year 1, gradually increasing to 15,513 in Year 10 (2029). The in-quota tariff was agreed at 0% for up to the 10,000 quota limit, and at the AANZFTA rate after that limit is reached.

For mandarins, the TRQ was set at 7,500 tonnes in Year 1 increasing to 10,000 tonnes in Year 16 (2035). The in-quota tariff commenced at 10% and reduces to 5% in Year 11 (2030). The out of quota tariff started at 18.75% in Year 1 and decreases to 10% in Year 11.

The current quotas and tariffs on imported mandarins is constraining Australian exports. We understand the price sensitivity of the Indonesian market so any reduction in tariff will ultimately benefit Indonesian consumers. Citrus fruits have an established place in nutrition science and are

well known for their vitamin C content. Recent research shows that as well as vitamin C, citrus fruit provide important health benefits, including immune support, brain health, and heart health.

In addition, a complex and opaque system regarding the issuance of import permits and quota in Indonesia further hampers trade. Major fruit importers frequently run out of import quota long before the season is finished. Importers are not able to enter long term supply arrangements with retail customers as they are unsure as to the volume of fruit they will be permitted to import. A more transparent and stable process for approving importers and issuing them with appropriate quota volumes is needed.

Conclusion

Citrus Australia supports the review of the IA-CEPA and proposes that the TRQ for mandarins be fast tracked to 10,000 tonnes from Year 7 (2026), 15,000 tonnes in 2028 and 20,000 tonnes by 2030. We also propose that the out of quota tariff be reduced to 5% from 2026, and progressively reduced to 0% by 2030. We encourage the Indonesian government to provide certainty for designated fruit importers by clarifying the import quota for each season. Australia sees long term potential in supplying high quality, nutritious and safe fruit to support the Indonesian Government's food security goals.

Submitted by
Claire Fitchett
Market Access Manager