



Food and Agriculture  
Organization of the  
United Nations

Emergency Centre for Transboundary Animal Diseases

ECTAD INDONESIA



# All poultry must be slaughtered at the poultry slaughterhouse to minimize the risk of avian influenza spread

## EXECUTIVE SUMMARY

Avian Influenza (AI), a severe viral respiratory disease affecting poultry and humans, has spread throughout Indonesia except for the Papua and Maluku islands. Markets, which serve as a focal point for selling and slaughtering poultry in many rural and urban communities, are the most at risk of being contaminated with the virus. Since 2009, surveillance in the Greater Jakarta area has found 60-70 percent of markets infected by avian influenza A viruses, with around 30-40 percent of markets contaminated by H5N1 subtype avian influenza viruses. The Indonesian government has national rules **forbidding the sale and slaughter of live poultry in the market**, but these regulations have not been fully implemented by most local governments. The only region that prohibits the sale of live poultry in the market is in DKI Jakarta Province through issuance Provincial Regulation No. 4/2007. The DKI Jakarta Government regulates that **all poultry must be slaughtered at the Poultry Slaughterhouses appointed by the government**. In order to protect the public from the danger of bird flu, all local governments must have local regulations governing this issue, such as the one in DKI Jakarta.

## DESCRIPTION OF THE PROBLEM

### Introduction to AI

Bird flu continues to be a global health threat due to the fact that the Avian Influenza type A virus has the potential to mutate into a virulent virus that can be transmitted from human to human (Influenza Pandemic). Influenza pandemics occurred in the world in 1918, known as the Spanish flu, and the latest was caused by the H1N1 subtype influenza virus or known as swine flu/swine influenza in 2009, which was transmitted from human to human. At that time, the swine virus had spread to 212 countries across five continents, infecting more than 440 000 people, which caused the death of more than 16 000 people in a single year.

Bird flu is a respiratory disease caused by AI viruses that are still circulating along poultry market chains, from commercial and backyard poultry production areas to the marketing places. H7N9 subtype, which emerged in China in 2013, claimed many lives, reaching 615 deaths out of 1 567 cases (39 percent). The fatality rate caused by infection of Highly Pathogenic Avian Influenza (HPAI) H5N1 subtype virus in humans, which emerged in Indonesia in 2005, is quite high, around 84 percent (168 deaths of 200 cases), which is the second-highest fatality rate out of 15 countries in the world.

### Market contamination by AI

A market is where thousands of people gather to trade goods and services every day. These markets have the most significant risk factor in bird flu transmission due to the fact that there are still sales and slaughtering practices of live poultry in the market. These practices contaminate the market environment and increase the risk of transmitting the viruses to humans in the market. It is further exacerbated by the fact that 89.06 percent of 448 traditional markets in 28 provinces in Indonesia do not meet health standards (MoH, 2017). According to government surveillance conducted from 2009 to 2018, 60-70 percent of markets are contaminated by avian influenza type A viruses, with around 30-40 percent of markets contaminated by H5N1 subtype avian influenza viruses.

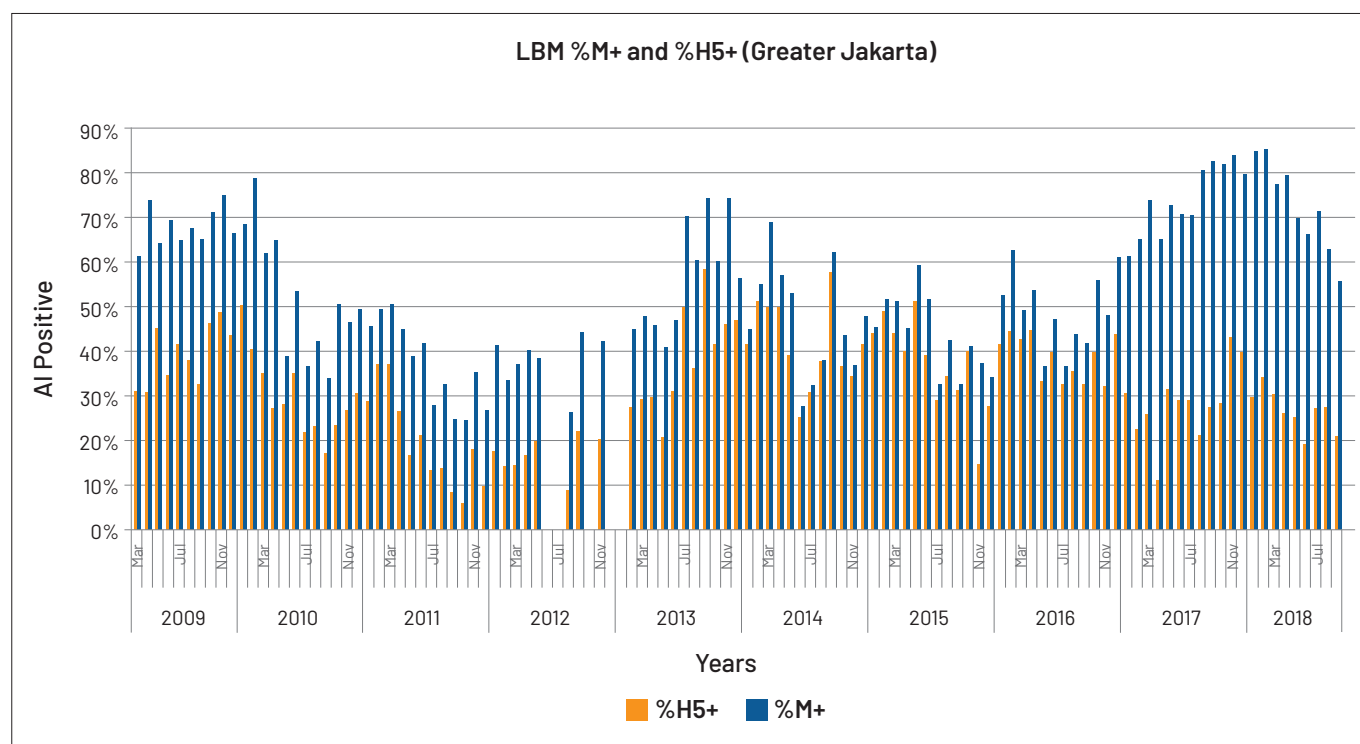
### Limited cross-ministerial coordination on market restructuring program

In the regulatory aspect, the Indonesian Government has banned the trade and slaughter of live poultry

in the market, through the issuance of Government Regulation No. 95/2012 concerning Veterinary Public Health and Animal Welfare, which emphasizes that all poultry must be slaughtered at Poultry Slaughterhouses that meet government requirements. However, there are still many market managers who have not followed the regulation. The Ministry of Health (MoH) recently issued a Minister of Health Regulation Number 17 of 2020 concerning a healthy market that replaces the previous regulations, namely the Minister of Health Decree Number 519 of 2009 that still allows poultry slaughter to be carried out in the market. The issuance of this new regulation is because the previous regulations were still at high risk as a source of spreading the AI virus in the market. However, market managers have constraints in moving the slaughterhouses outside the market due to the limited local budget for establishing slaughterhouses in addition to the behaviour of the people who prefer slaughtering practices in the market. This situation has resulted in the slow process of restructuring the market by local authorities. Meanwhile, cross-ministerial coordination and cooperation in restructuring the market chain involving the Ministry of Home Affairs (MoHA), Ministry of Trade (MoT), Ministry of Health (MoH), and Ministry of Agriculture (MoA) are also limited, so market restructuring and AI prevention activities in the market are still running separately in each ministry.

### Case Study: DKI Jakarta

At present, only DKI Jakarta has prohibited the sale and slaughter of live poultry in the market with Provincial Regulation No. 4/2007. This regulation requires all live poultry traders and slaughterers in residential areas and markets to move their businesses to 11 poultry slaughterhouse relocation centres appointed by the DKI Jakarta government. The DKI Jakarta Government continues to improve the capacity and facilities for poultry slaughtering in poultry relocation centres as well as socialisation of local regulations to all poultry business actors and consumers in DKI Jakarta. However, this program is not running optimally due to social and economic issues from groups of people in DKI Jakarta who still want to slaughter live poultry in the markets or residential areas, as well as the lack of law enforcement.



**Figure 1.** Graph of Market Surveillance Results of Avian Influenza type A Virus Contamination in the Market in the Greater Jakarta Area in 2009 – 2018. (Data: MoA & FAO ECTAD, 2018)

## RECOMMENDATIONS

Engage local governments **to issue regulations/policies** that prohibit the sale and slaughter of live birds in the market, **allocate budget** to increase the number of standardised slaughterhouses, and implement mentoring and awareness-raising programs.

Strengthening supervision of the implementation of **Minister of Health Regulation No. 17/2020 concerning healthy markets** by involving relevant ministries, especially the Ministry of Home Affairs, Ministry of Trade and Ministry of Agriculture, through the issuance of a Joint Decree (SKB) of four ministers in organising a healthy market nationally.

Expand the application of appropriate **biosecurity and vaccination on farms**, certifications for AI compartmentalisation as well as **Veterinary Control Numbers (NKV) on farms and slaughterhouses**, and strengthen supervision of inter-regional movement/trade-in poultry.

**Adjusting the legal framework for the Indonesian National Standard (SNI)** for the market with MOH Regulation No. 17/2020 concerning healthy markets and Government Regulation No. 95/2012 concerning Veterinary Public Health and Animal Welfare, as well as other related laws and regulations, which emphasise the prohibition of facilities and activities for selling and slaughtering poultry in the market as one of the market requirements for obtaining SNI market certificate and one of the requirements for market development or revitalisation.

**Enforce the law on prohibition of the sale and slaughter of live poultry in the market**, increase the capacity and facilities of poultry slaughterhouses, encourage the involvement of the private sector in supplying of healthy poultry meat, and increase consumer awareness in DKI Jakarta for consuming a Safe, Healthy, Whole and Halal poultry meats.



## REFERENCES

- MoA & FAO ECTAD.** 2018. *Live Bird Market Surveillance in Greater Jakarta Area*. Jakarta, FAO ECTAD Indonesia.
- Peraturan Menteri Kesehatan No. 17 tahun 2020 tentang Pasar Sehat [on Healthy Market]. Jakarta, Kementerian Kesehatan Republik Indonesia.
- MoH.** 2017. *Laporan Inspeksi Kesehatan Lingkungan di Pasar tahun 2017 (ppt)* [The 2017 Inspection Report on Market Environmental Health (ppt)]. Jakarta, Direktorat Kesehatan Lingkungan, Kementerian Kesehatan Republik Indonesia.
- Permendag No. 70/M-DAG/PER/12/2013. *Pedoman Penataan dan Pembinaan Pasar Tradisional, Pusat Perbelanjaan, dan Toko Modern* [Guidelines for Management and Development of Traditional Markets, Shopping Centers, and Modern Stores]. Jakarta, Kementerian Perdagangan Republik Indonesia.
- Permendag No. 8/M-DAG/PER/8/2013. *Pedoman Pembangunan dan Pengelolaan Sarana Distribusi Perdagangan* [Guidelines for the Development and Management of Trade Distribution Facilities]. Jakarta, Kementerian Perdagangan Republik Indonesia.
- BPS.** 2017. *Profil Pasar Tradisional, Pusat Perbelanjaan dan Toko Modern tahun 2019* [Profile of Traditional Markets, Shopping Centers and Modern Stores in 2019. Central Bureau of Statistics]. ISBN: 978-602-438-268-1. Jakarta, Badan Pusat Statistik.
- WHO.** 2019. *Cumulative number of confirmed human cases for avian influenza A (H5N1) reported to WHO 2003-2019 data in HQ as of 15 April 2019* [online]. [cited 28 May 2021]. [https://www.who.int/publications/m/item/cumulative-number-of-confirmed-human-cases-for-avian-influenza-a\(h5n1\)-reported-to-who-2003-2021-15-april-2021](https://www.who.int/publications/m/item/cumulative-number-of-confirmed-human-cases-for-avian-influenza-a(h5n1)-reported-to-who-2003-2021-15-april-2021).
- WHO.** 2018. *Human infection with avian influenza A (H7N9) virus – China: Update. Emergencies preparedness response* [online]. [cited 28 May 2021]. <https://www.who.int/csr/don/05-september-2018-ah7n9-china/en/>.
- WHO.** 2013. *Evolution of a Pandemic: A (H1N1) 2009, April 2009 - August 2010*, 2nd edition [online]. [cited 28 May 2021]. <https://apps.who.int/iris/handle/10665/78414>.
- Peraturan Pemerintah No. 95/2012 tentang Kesehatan Masyarakat Veteriner dan Kesejahteraan Hewan [on Veterinary Public Health and Animal Welfare]. Jakarta, Kementerian Kesehatan Republik Indonesia.
- Keputusan Menteri Kesehatan No. 519/MENKES/SK/VI/2008. *Pedoman Penyelenggaraan Pasar Sehat* [Guidelines For Implementing Healthy Markets]. Jakarta, Kementerian Kesehatan Republik Indonesia.
- Peraturan Daerah DKI Jakarta No. 4/2007. *Pengendalian Pemeliharaan dan Peredaran Unggas*. Jakarta [Poultry Maintenance and Circulation Control]. Jakarta, Pemerintah Provinsi DKI Jakarta.
- Pracoyo, N.E.** 2009. *Penyebab infeksi Avian Influenza Tipe A (H5N1) di Indonesia, Peneliti pada Puslitbang Biomedis dan Farmasi Badan Litbang Kesehatan* [Causes of Avian Influenza Type A (H5N1) infection in Indonesia, Researchers at the Research and Development Center for Biomedical and Pharmaceutical Health Research and Development Agency]. *Jurnal Ekologi Kesehatan* 8 (4): 1094-10 [online]. [cited 28 May 2021]. <http://ejournal.litbang.kemkes.go.id/index.php/jek/article/download/1686/949>.