

ANIMAL WELFARE GROUP | INDONESIA

COUNTRY PROFILE

KEY METRICS

(All figures are approximate)



POPULATION



19,600,000



18,100,000



16,100,000



8,100,000



95%

of the livestock population are housed in smallholdings



60%

of Australia live exports are imported by Indonesia



750

registered slaughterhouses

BEEF CONSUMPTION



1.8
kgs/capita
(4 lbs/capita)



The objective of the country profiles is to provide an overview of the animal welfare landscape and the differences between regions. The information provided is general in nature and a summary of facts, it does not represent the opinion of Leather Working Group. The country profiles are living documents, that are reviewed and updated from time to time. While Leather Working Group has taken due care to ensure the information is accurate as of the date of publication, the information is provided on an "as is" basis and we make no representation or warranty as to its accuracy. Please note that examples of high-quality and low-quality animal welfare can be identified in every region. Leather Working Group is not liable to any person for any loss suffered or incurred as a result of reliance on the information.

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☰ SUMMARY OF KEY ISSUES

Transport

- There is little to no legislation protecting animals whilst they travel.
- Indonesia is made up of several thousand islands. Most transport has to be done by boat which could be an animal welfare risk. Many islands impose fees for stopping so some traders may attempt to continue travelling without allowing the animals to rest.
- Overland transportation is often conducted on foot, subjecting the animals to additional stress. **Traceability**
- There is no traceability system in place in Indonesia.

Slaughter

- There is evidence that much of the slaughter that occurs in Indonesia could be considered inhumane, including rope casting, ineffective slaughter on a conscious animal and processing before death has been confirmed.
- Due to the large Muslim population and poor quality of the slaughter facilities, animals are often conscious at the time of slaughter.

Legislation

- Legislation outlines that animal welfare should be preserved during farming, transportation and slaughter, however, there is little guidance about how this should be achieved.
- Indonesia should follow OIE Standards although there is little evidence that these have been integrated into legislation.

Governance

- There is evidence of corruption in Indonesia.
- There are many areas of social progress that may be prioritised over animal welfare. It is therefore likely that animal welfare receives relatively little attention from the authorities.

NGO Activity

- NGO campaigns have highlighted many examples of animal welfare violations and abuse in Indonesia.
- The main focus of NGOs appears to be on the cattle originating from Australia, ensuring they receive the same treatment in Indonesia as they would in Australia.



In Indonesia livestock are often seen as assets, which can be sold or slaughtered to convert into revenue should the need arise. The products created from livestock provide a significant proportion of the household income for poorer families¹, creating a dependency on these animals for many. Approximately 54% of the working population are engaged in agriculture². Goat, sheep and cattle populations are similar in numbers at 19.6 million, 18.1 million, and 16.1 million respectively. Pig populations are significantly lower at approximately 8 million head³. Beef consumption in Indonesia is low, at 1.82kg per capita in 2016, which is estimated to increase to 2.13kg in 2025⁴.

Households with livestock generally practice mixed farming by combining crops and livestock. 95% of the livestock population are farmed in smallholdings¹, commonly with only 2-3 head of cattle per household⁵, with the remaining 5% being large scale private enterprises¹.

In 2012, domestic beef and milk production were only able to meet 31.2% and 35.8% of the national demand, respectively¹. As a result of this, the government has implemented a set of policy frameworks to increase cattle production including: the development of local breeding and fattening cattle businesses; improving the quality of slaughterhouses; the development of improved cattle and crop integration systems; improving animal health services; rescuing productive cows from slaughter; and creating more effective marketing and distribution arrangements¹. The framework was implemented in an attempt to increase and promote cattle production, therefore increasing the beef and milk availability and reducing the reliance on imports and trade with other countries. Should this program be successful in the future, increased cattle production may result in amplified abuse to animals due to limited legislation and the lack of education surrounding animal welfare.

Rising meat prices has resulted in changes to the Ministry of Trade (MOT) regulation No. 46/2013 stating that a preference price system will be implemented, allowing for meat to be imported only once meat prices rise above a set cost per kg. Once meat prices decline again, imports will no longer be allowed¹. The controls aim to increase self-reliance for the country and improve economic stability. Indonesia experiences significant fluctuations in demand for meat, inputting on the price of meat. Particular spikes in demand occur around the time of religious festivals such as Ramadan and Eid⁶.

Another primary reason for the fluctuation in meat prices and the inability of Indonesia to meet its own local beef demand can be attributed to the ineffective transportation and logistics in prime cattle rearing areas, which are located miles from where beef consumption and demand is greatest⁷. This is due to the archipelago nature of Indonesia consisting of almost one thousand inhabited islands⁸. When ships travel from island to island to collect livestock, they are often charged a fee at each island, resulting in the cost of the livestock being driven up to compensate for these extra costs⁹, and lengthy delivery times are created due to underdeveloped roads and ports that are not well-equipped to dealing with these activities⁷. The inefficiencies are so significant that it can be cheaper to transport cattle from Australia to Indonesia rather than transporting livestock within Indonesia itself, and companies with the technological capacity to refrigerate beef are being encouraged to enter the market⁷.

Due to the volume in livestock trade between the two countries, Australia has committed to supporting agricultural cooperation and investment in Indonesia's beef sector, creating the Indonesia-Australia Partnership on Food Security in the Red Meat and Cattle Sector. The partnership aims "to develop a competitive, efficient and sustainable Australia-Indonesia red meat and cattle industry as part of a globally competitive supply chain"⁹. This collaboration should maximise the opportunities for development within the Indonesian and the Australian red meat and cattle sector. Part of this project includes the development of a Best Practice Guideline, which aims "to improve cattle handling and transportation facilities at dedicated cattle seaports in Indonesia"⁹. Part of this work include the Indonesia-Australia Commercial Cattle Breeding Program (IACCB), which states that its first priority is animal welfare, with regular visits to all projects coupled with reports to "ensure that IACCB has a high degree of visibility over the cattle herd and can quickly respond to animal welfare issues"¹⁰.

Goats are bred for both meat and milk within Indonesia. Families involved in dairy goat farming usually have 8-10 goats. The aim is for dairy goats to generate a regular income for the owners, however goats may also be sold when a family needs money¹¹. Goats are beneficial in supplying milk when there is a deficit in cow milk supply, allowing 75,000 small farmers or households to contribute to dairy business¹².

Approximately 90% of the 18 million sheep population in Indonesia are located on the island of Java¹³. In 2018, it was announced that Indonesia would start exporting sheep to Malaysia, with an aim of 5000 per month in the first year, and 100,000 head in total in the second year¹⁴. Households typically keep 4-6 sheep that provide a small income for the family. In West Java, sheep are mostly housed, however elsewhere, sheep are generally left to graze¹³.



TRANSPORT

Indonesia is comprised of 922 permanently inhabited islands, with many thousands of additional named islands. Livestock are commonly transported from island to island via boat. However, there are difficulties with this as much of the transportation is into the main island of Java, where the capital, Jakarta, requires 700-900 cattle per day. This is a demand that is unable to be met by the current transport links, resulting in the need for more ships to be built¹⁵ and for existing ships to be modified to ease the shipping of livestock¹⁶. This increase in ships is also being carried out in an attempt to reduce the cost of transportation and reduce the number of 'checkpoints' with tariffs that increase the cost of transporting livestock¹⁵. These checkpoints are at the borders of various islands within Indonesia, each holding different fees¹⁷. When a boat takes a route that requires stopping off at different islands, this can increase the fees for the livestock owner.

Indonesia also imports a significant amount of livestock from Australia via boat¹⁸; 60% of Australia's live cattle exports were imported by Indonesia in 2010¹⁹ and 58% in 2017²⁰. The total revenue created by exports from Australia to Indonesia in 2017 was USD \$464 million. Transportation from the north of the country to Indonesia takes approximately 5-10 days, with welfare concerns such as injury, heat stress, and pneumonia leading to the death of some animals on route¹⁸. Due to the large capacity of animals on board the boats (capacities of 2,000-3,000 head), dead carcasses are left on the boats until all live animals are unloaded at the destination¹⁸.

The lack of specific laws on the transportation of livestock covering journey times, conditions and animal welfare criteria poses issues with the varying methods of transportation¹⁷. Open livestock carrier vessels, where animals are stored openly on the deck-side of the ship are often subject to adverse reactions to the winds at sea; however, there is less chance of suffocation in comparison to mechanical (or closed) carrier vessels. These carrier vessels prevent the adverse reactions caused by winds as animals are stored below deck, however, hygiene is often compromised, allowing animals to contract diseases from one another during the journey, in addition to the risk of suffocation²¹. Furthermore, the ships are not specifically designed for carrying livestock and animals are often transported between islands with other commodities¹⁷.

Inland transportation is carried out either on foot for shorter journeys to market, and by trucks for longer journeys¹⁷. Whilst there are no specific laws on transportation, drivers are often penalised when animals die or are injured due to lack of care on the driver's part. This financial loss to the driver incentivises them to take greater responsibility over the livestock in their care^{17, 22}. Overloading of trucks does still occur, despite the penalty to the driver that may occur, which provides a risk of bruising losses on the animal¹⁷.

TRACEABILITY

Indonesia does not have its own nationally recognised tagging or traceability system, making visibility throughout the supply chain difficult or impossible. There is also little evidence that tagging of livestock takes place in Indonesia, even for personal use, likely due to the nature of the farming structure within the country.

An Australian electronic tagging system has been introduced for animals being exported by Australia to Indonesia. Theoretically, this should make it possible to check that Australian cattle are only being transferred from Indonesian feedlots to accredited abattoirs equipped with modern stunning equipment. However, non-compliance is widespread, resulting in a lack of success with the cattle identification system, with no assurance that animals are being handled and treated humanely and as they should within Indonesia^{23, 24}.

HIDES, SKIN & LEATHER

The total value of raw hides, skins and leather that are exported from Indonesia is US \$85 million, with China being the key market, importing US \$19.5 million of this stock. The total raw hides, skins and leather exports have fallen by 40% since 2013, from US \$140 million³². Of these exports, bovine leather further prepared after tanning or crust account for the majority share, at US \$59.6 million globally. Small amounts of raw skin and hide are exported³², which is likely due to the difficulty in keeping these products in a good condition whilst transporting, particularly in less developed countries and especially when transporting overseas. The FAO have reported that “a very limited number of companies own refrigerated trucks for transporting carcasses or meat”¹⁷.

In 2016, total leather imports were valued at four times the amount of total leather exports, at US \$439 million and US \$101 million respectively³², showing a significant drop in exports from 2016 to 2017.





SLAUGHTERING

In 2015, World Animal Protection (WAP) approached the Leather Working Group (LWG) to raise awareness of animal welfare issues they had identified in Indonesian slaughterhouses.

In this letter, WAP stated that there are issues with slaughtering in Indonesia such as:

- "Inhumane and prolonged rope casting, which involved using a rope to catch and trip the animal in order to restrain it. The animal suffers acute distress and injury from both the fall and subsequent struggle to attempt to regain its footing
- Slaughter without stunning, meaning that the animal is fully conscious and sensible to pain and distress during the slaughter process. In many cases the slaughter is not done effectively, which exacerbates the pain and suffering involved
- Processing (including skinning) of the animal before confirmation of death, meaning that the animal is subjected to extraordinary pain and distress"

Due to the religious population, slaughter is usually carried out in accordance with halal criteria, meaning that animals are often conscious, without stunning, when slaughtered. Imported livestock must be in the country for at least 60 days before the animals can be slaughtered²⁵.

A license is required to legally open a slaughterhouse within Indonesia²⁶, and there are 750 registered slaughterhouses within Indonesia, with a further 4,000+ 'slaughter slabs'¹⁸, which have the principles of a slaughterhouse but are not constructed according to one and can be built as temporary or permanent slaughtering facilities. Slaughter slabs may or may not have a roof and the surrounding area "should be paved with concrete or bitumen to improve both sanitary and working conditions"²⁷. Slaughter facilities are often small, with many being extensions of cattle holding yards²⁷.

Indonesian law no 18 of 2009, Concerning Husbandry and Animal Health, states that slaughter must be carried out within a slaughterhouse and "comply with the method of butchering according to the norms of health practiced by veterinarians and the welfare of animals" with the exception of religious festive days (such as the Eid al-Adha festival), customary ceremonies and emergency slaughtering²⁸. However, NGO investigations have reported that animals are subject to cruelty within Indonesian slaughterhouses²⁹. Although stunning prior to slaughter is accepted in Indonesia for halal slaughter, only four abattoirs are reported as practicing this slaughter method, which accounts for less than 10% of total cattle slaughtered¹⁸.

Hundreds of thousands of cows, buffalo, goats and sheep are slaughtered as part of the Eid al-Adha festival that takes place annually in Indonesia. The animals are slaughtered in a manner that is often classed as inhumane, without any stunning and with animals commonly suffering throughout the process³⁰. The cost and production of livestock rise significantly in preparation for the occasion, with poorer families often banding together to buy a single cow between them³⁰. In 2011, a number of slaughterhouses were banned from receiving live cattle due to the brutal methods used in the slaughtering process, which was described as torture²⁵. It was stated that the workers within the slaughterhouses were not well educated and therefore would not understand or recognise the impacts of mistreatment on the animal. This ban lasted for 5 weeks and prevented livestock from being imported from Australia³¹.



LEGISLATION & REGULATION

In the Indonesian Criminal Code, it states that animal welfare is required to be considered during farming, transportation and slaughter. Animals should be free from fear, pain and pressure during activities such as rearing, transportation and slaughter²⁶. Persons responsible for the handling of animals during various activities, such as transportation and slaughtering, must be competent in the field of animal welfare²⁶. Animals must be slaughtered within a slaughterhouse and the methods must comply with "the norms of health practiced by veterinarians and welfare of the animals"²⁶, which include the freedom from pain and suffering for the animals.

Law 18 of 2009 concerning husbandry and animal health outlines the need for animals to be slaughtered under supervision of an authorised veterinarian and slaughtering facilities should be inspected and audited to ensure that hygiene and sanitation standards are met²⁸. Theoretically, as members of the World Organisation for Animal Health³³, Indonesia should follow the Terrestrial Animal Health Code (OIE Standards), providing guidance on various aspects of animal welfare³⁴. Although the standards were created with the intention of all members following them, they are not legally binding and every country must enforce these standards themselves and integrate them into law. There is no evidence to suggest that Indonesia have integrated the OIE standards into their law or enforced these standards.

GOVERNANCE

The Global Corruption Index ranks Indonesia as 96th of 180 countries, with a score of 37 where 100 is the least corrupt, placing Indonesia alongside: Brazil, Colombia, Panama, Peru and Thailand³⁵. This ranking suggests that corruption levels are high in Indonesia and therefore, by inference, application of animal welfare laws are likely to be a low priority for the government.

A lack of education regarding the humane treatment of animals may explain why animals are mistreated in Indonesia, with the country obtaining a lower middle social progress rating by Social Progress Imperative, with a score of 65.1/100³⁶. This score suggests that there is capacity for social progress to improve and for the population to become better educated in the treatment of animals. However, the Social Progress Index states that nutrition, basic medical care, water, and sanitation are underperforming compared to what is expected, which would likely be a higher priority for the country³⁶.

NGO ACTIVITY

The live imports of animals into Indonesia have been a hot topic for NGOs, especially concentrating on animals travelling from Australia to Indonesia³⁷.

RSPCA Australia conducted a study into the welfare of Australian animals set for slaughter in Indonesia. The study deemed that animals were handled using painful techniques such as poking, hitting, kicking, tail twisting, eye gouging, tail bending or breaking, and tendon slashing. RSPCA Australia stated that "workers did not seem to understand how to encourage cattle to move forward without resorting to pain, nor were they at ease dealing with Australian animals". The observational study states that during 50 slaughters, only seven animals were slaughtered with a singular cut, whilst the average number of cuts was 11 and the maximum number of cuts to an animal was 33. The neck was also severed by way of a sawing action, displaying a lack of skill and competency of both workers and the knives used¹⁹. This outlines unacceptable slaughtering practices that are not in accordance with the law and demonstrates clear breaches in animal welfare.

The Australian Meat & Livestock Industry have carried out training for Indonesian slaughterhouse workers prior to this investigation, however the outcome illustrates that further training is required³⁸.

Animals Australia have also obtained footage of abuse to animals within the slaughterhouse. The welfare of animals can also be at risk when the livestock is sent to market and local buyers do not have the means to safely transport the animals home. This has resulted in "animals being stuffed into car boots or tied to roof racks by local buyers"³⁹. The animals are also often slaughtered at home, which can be carried out inhumanely and without regulation³⁹. WAP previously had a presence in Indonesia, highlighting areas where animal welfare was poor, in 2015. Since this time, WAP have withdrawn their work within Indonesia due to a shift in organisational priorities. This withdrawal from Indonesia is not due to a reduction in animal cruelty or poor welfare standards, but rather due to a decision that the work would not be beneficial enough to continue. This could be due to a lack of influence to change animal welfare at a governmental level.

Although the NGO's are raising attention to cruelty within Indonesia, the focus appears to be on animals that have been imported to the country from Australia, highlighting the sensitivity around Australia exporting animals into Indonesia due to the lack of welfare concerns shown by the country.

FARM ASSURANCE SCHEMES

There is a lack of farm assurance schemes in Indonesia.

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