

Healthy Poultry Markets

Healthy Markets and Community Empowerment Initiative



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SAFE

STRATEGIES AGAINST FLU EMERGENCE

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PURPOSE

The purpose of this booklet is to illustrate a model that combines the healthy market concept in Indonesian live bird markets with community empowerment in order to motivate and sustain positive biosecurity behavior changes and practices.

STRATEGIES AGAINST FLU EMERGENCE

SAFE is a USAID funded program in Indonesia that was created to help reduce the risk of transmitting avian influenza (AI) among poultry and from poultry to humans. SAFE works in partnership with the Government of Indonesia, the Indonesian poultry private sector and civil society to reduce the transmission of AI by improving knowledge of best practices and supporting behaviors that lower the risk of AI transmission throughout the poultry value chain.

TARGET AUDIENCE

The traditional market, where live poultry are slaughtered and sold and sometimes taken home live, is one of AI's disease transmission points. This initiative focused on the downstream part of the poultry value chain, namely live bird market managers, vendors, slaughterers, transporters and, ultimately, consumers. The program was implemented in the provinces of West Java and Banten.



PARTNERS

National, provincial and district government staff from the Ministry of Agriculture, Ministry of Health and Ministry of Trade were instrumental in the design, implementation and success of the program. Three local civil society organizations were involved in the day-to-day management and implementation of the program.

PMI (the Indonesian Red Cross) had previously partnered with CBAIC¹ in AI community surveillance, reaching 101 districts in 11 provinces across Indonesia. Their vast network of volunteers had the capacity to efficiently disseminate information to poultry value chain members.

Aisiyah, a faith-based women's organization under Muhammadiyah, one of the most prominent and largest Islamic organizations in Indonesia, focuses on women's empowerment, health and education.

Combine, a not-for-profit organization, specializes in the use of social and community media for development and human empowerment.

¹ CBAIC – The Community-Based Avian Influenza Control Project (CBAIC), was a USAID funded project implemented by Development Alternatives Inc. from 2006 to 2010



'Aisiyah



APPROACH

SAFE involved multiple stakeholders to create behavioral change and ensure market workers reduced the risk of disease transmission.

In collaboration with these stakeholders, SAFE developed demonstration live bird markets that exhibited cleaner vendor stalls and facilities and healthy poultry products. The development of these demonstration markets required a public/private sector/civil society partnership that included consumer empowerment and joint action. The community coming together to create healthy and safe markets for the benefit of their own communities generated a sense of ownership and energy.



The interventions implemented by all partners can be categorized into three themes:

- Mobilize stakeholders;
- Empower consumers to demand cleanliness and healthy poultry products; and
- Motivate vendors and managers to upgrade and clean market facilities.

These three types of interventions are discussed in the pages that follow.

MOBILIZE STAKEHOLDERS

1. Participatory selection of markets



SAFE conducted extensive provincial and district level consultation with stakeholders for program design and field implementation. Participants included representatives from: Livestock Services, Health, Trade and Industry, Hygiene and Environmental Services, Public Works, Civic Order officers, district government offices managing traditional markets, district-level planning bureaus, market managers, local parliamentarians, district level revenue offices, SAFE field facilitators and district level PMI Red Cross.

A subgroup launched a consultation forum that included provincial-level stakeholders from PMI, the Animal Husbandry office, the Industry and Trade office, and district representatives. Agreements stemming from subgroup meetings included:

- Criteria for selecting demonstration markets;
- Development of a list of five candidate demonstration markets for each district;
- Review and final selection of two demonstration markets from the pool of five candidates; and
- Joint development of district work plans to implement the initiative.

The 20 demonstration markets eventually chosen demonstrated:

- Serious management commitment;
- Permanent location with legal standing;
- Adequate infrastructure, including access to water and sanitation facilities;
- Association with existing government program activities; and
- Presence of at least five poultry vendors in the market.

2. Utilize facilitation as a catalyst for change

Facilitation across sectors is an effective method for change when it involves collective problem solving, cooperative implementation and joint resource allocation. Each stakeholder actively experienced and learned the process for change, giving them the ability to replicate the process and teach others. Active facilitation also gave rise to new market “champions” who helped other markets replicate the process.

Three main areas were addressed with SAFE’s facilitation.



Capacity Building

Inadequate technical knowledge and skills are issues hampering AI prevention in Indonesia. SAFE facilitated capacity building efforts in collaboration with the Livestock Services, Health Office, and Industry and Trade Office, in the areas of:

- Good practices and *halal* slaughtering methods for slaughterers;
- Good market management for market managers; and
- Community empowerment for healthy poultry products for consumers through the Aisyiyah and PKK (a women’s welfare group) networks.

Construction of Facilities

- Zoning for carcass vendors;
- Zoning system for poultry vendors;
- Additional drainage construction; and
- Final waste dumping area.

New Budget Allocations

The District Livestock Services and Industry and Trade office allocated funding to support local market modifications, consumer outreach programs, and capacity building for market managers.

3. Develop policies and supportive environment



In addition to consumer demand, markets and vendors also need a supportive policy environment that includes regulatory and budgetary support. As a component of its advocacy activities to develop local ownership and commitment, SAFE held regular meetings with related local stakeholders. These meetings serve as a platform for information sharing, consultation, coordination and decision-making, and identification of resource needs.

Examples of modified or new local government policies include:

- Insertion of a healthy market component in the hygiene and sanitation government program;
- The Development Planning Agency (Bappeda) created a new regulation for West Bandung district prohibiting in-market slaughtering; and
- Lebak district created a new regulation on waste management.

Examples of contributions from local government include:

- Cianjur district supported market changes in the amount of \$32,000, Bandung district provided \$32,000 and Serang district provided \$7,500; and
- The West Bandung district Livestock Services allocated \$6,000 to PMI to support consumer outreach program in 16 sub-districts.

The supportive environment motivated private sector budgetary support as well. Examples of contributions include:

- Griya Supermarket allocation of \$2,500 to support Lembang market; and
- Danamon Bank in-kind support valued at \$2,500 to fund market events.

EMPOWER CONSUMERS TO DEMAND CLEANLINES AND HEALTHY POULTRY PRODUCTS

1. Increase knowledge and healthy practices

Issues of safe poultry products, hygiene and sanitation were linked to verses from the Koran and delivered at religious events commonly held once a week at a mosque, mushalla or community gathering.

These meetings also highlighted *halal* requirement and safe slaughtering practices as well as the role and responsibility of women as home makers, food handlers and health providers. AI prevention and control was discussed at each of the meetings. More than 12,000 women were reached at these gatherings.



Issues of safe poultry products, hygiene and sanitation are linked to Koran verses during religious meetings.

2. Advocate for improvements in the market

Consumers learned how to approach vendors to ask for healthy products while vendors were trained in good business ethics and sales, and in responding positively to consumer concerns.



Consumer groups visit markets and talk to poultry vendors about making improvements.

Consumer groups visited markets to meet with poultry vendors and managers and discuss basic hygiene and sanitation at the market, particularly in the poultry section. They asked about the quality of chicken carcasses, the slaughtering process, and the routine cleaning and sanitation performed by vendors and market management.

SAFE also implemented peer-to-peer advocacy through consumer to consumer activities. Each market had 25 Aisiyah volunteers who spoke to consumers visiting the markets. These volunteers were jointly trained by District Livestock Services and PMI chapters in message delivery techniques.

Messages from the consumer to the markets:

- ✓ Consumers desire change;
- ✓ Decisions to purchase will be influenced by cleanliness and practices;
- ✓ Consumers know how to identify healthy poultry products; and
- ✓ Hand washing with soap will help eliminate disease transmission.



H. Udin, a poultry vendor at Pasar Banjarsari, Cikande, is one of many vendors who have converted their stalls from wood to ceramic. He used his own funds after becoming active in SAFE activities at the market.

3. Reinforce messages through entertainment education

Market events attracted the interest of vendors and consumers, who participated in activities designed to reinforce healthy market messages. These events, used an entertainment-education approach, to engage audiences and deliver a message that is both entertaining and educational. In addition to increasing knowledge SAFE wanted to create a positive attitude towards the behaviors that were being promoted. Examples of entertainment education activities included:

- Musical entertainment;
- Giant Ludo game competitions;
- Jingle and dance contests;
- Clean poultry vendor stall competition;
- Family coloring and quiz competitions on avian flu;
- Poultry cooking class, art creation, and door prizes; and
- Market cleaning community service days.



Fun and interactive – educating consumers and vendors through entertaining educational activities.

MOTIVATE VENDORS AND MANAGERS TO UPGRADE AND CLEAN MARKET FACILITIES

1. Participatory market assessment

Participatory mapping is a collaborative effort involving the market manager, the poultry supply chain in the market (transporters, slaughterers and vendors) District Livestock Services staff, and district Trade office staff. This mapping assesses conditions and practices relevant for reducing disease transmission among poultry and from poultry to humans.

The assessment results in a market improvement plan with financial and human resources provided by market stakeholders and a concrete plan of activities.



In participatory mapping, stakeholders evaluate the biosecurity-related conditions and behaviors in their own market. They map out the problems and issues, then find workable solutions.

Infrastructure needs identified:

- ✓ Improved drainage in the market;
- ✓ Improvements to vendor poultry stalls and sales areas;
- ✓ Clean water;
- ✓ Iron bird cages; and
- ✓ Improvements to market floor.

Behavioral needs identified:

- ✓ Personal Protective Equipment (PPE);
- ✓ Use of mica cutting boards;
- ✓ Cleaning activities; and
- ✓ Waste management.

Policy needs identified:

- ✓ Separation of transportation paths for poultry and non-poultry products;
- ✓ Zoning system; and
- ✓ Development and/or implementation of regulations on hygiene and safety.

2. Grants to support change

SAFE allocated USD 6,000 for each demonstration market's improvement plan and received 20 detailed proposals, one for each demonstration market. Each proposal also included in-kind contributions and additional funds allocated from each market.

Improved Facilities, Healthier Products



Before-and-after pictures of conditions in SAFE program markets. From the top: Drainage improvements at Lembang market, Bandung; rehabilitation of a slaughtering facility at Malangbong market, Garut; waste collection unit upgrade at Sukamukti market, Garut.

As the program advanced, vendors became willing to share costs for continued improvements, while government offices – including Livestock Services and Industry and Trade – provided technical support, tools and equipment.

Pasar Rajapolah Builds Own Zoning System



Vendors and the market manager at Rajapolah market in Tasikmalaya became aware of the importance of having a zoning system to reduce the risk of disease transmission and improve consumer satisfaction. They then approached a commercial bank and obtained a USD 3,000 loan to develop a new building for poultry vendors. Improved management, increased number of vendors, and an increase in fees will be used to pay off the loan.

3. Vendor-of-the-month competition

To better link consumer perceptions of quality with desired vendor behaviors, SAFE established a vendor-of-the-month competition. Consumers and stakeholders voted for their preferred vendors based on healthy products and overall hygiene practices. Winning vendors received a plaque. Consumers were given a voice and primed for increased advocacy in the markets while vendors received social recognition for implementing changes.



Evaluations by Dinas staff combined with consumer votes determine the vendor-of-the-month in a working market.

COMMUNICATION AND EDUCATIONAL MATERIALS, SOCIAL AND COMMUNITY MEDIA

A. COMMUNICATION AND EDUCATIONAL MATERIALS

1. IEC materials



SAFE produced and distributed information, education and communication (IEC) materials including posters, flyers, banners, merchandise (such as T-shirts, aprons, mugs, and calendars), capacity building materials (flip charts and pictorial cards), radio drama episodes, and materials for community and market events such as a poultry cookbook and games.

2. Religious-based Manuals

The program produced two religious-based communication materials – a *Khutbah* book containing religious views on biosecurity, food safety, consumer rights and good business practices; and audio materials for short religious messages known as *Kultum* (kuliah tujuh menit, or 'seven-minute lessons').



3. Manuals and guidelines

SAFE developed a series of manuals and guidelines to support partners in implementing activities.

1. Guidelines for message development and methods of communication;
2. Guidelines for consumer empowerment activities;
3. Guidelines for using SMS as a behavioral change activity;
4. Guidelines for radio broadcasting;
5. Social media tools;
6. Guidelines for use of pictorials;
7. Guidelines for outreach activities; and
8. Indicators of healthy markets.

B. SOCIAL AND COMMUNITY MEDIA

1. Community radio



SAFE engaged 18 community and local government radio stations to disseminate information through talk shows and public service announcements that aired two or three times a week on each station. Resource persons appearing on the talk shows included livestock officials, health officials, market managers, Aisyiyah, PMI, and consumer representatives.

2. Radio drama series



The program produced 12 episodes of a radio series drama aimed at members of the poultry value chain. The plot begins with a vendor falling seriously ill and being absent from the market for some time. Later, it is discovered that he has caught AI. The main character then sets off to investigate how he caught the disease, accompanied by a female vendor. In the last episode, the vendor who had fallen ill in the first episode has now recovered and returns to the market. He had gone to the community health center promptly, received treatment, been referred to a public hospital, and then recovered.

The radio drama was broadcast on both community radio and commercial radio stations. A talk show accompanied the broadcast, with guests discussing the key messages.

3. Community-based media



Media literacy in the form of print, online and video interventions can create community members who are sensitive to environmental health issues such as AI. Participation can lead to communities with greater confidence and positive self-efficacy, providing a strong foundation for consumer empowerment.

SAFE trained and facilitated local communities in citizen journalism and video production. Articles written by members of the community were published in market journals and uploaded to the Suara Komunitas (www.suarakomunitas.net) news portal and Aisyiyah website as well as being published in bulletins. A total of 141 such articles were published on www.suarakomunitas.net, where they were viewed by over 11,000 people.

Six of 20 videos produced by members of the community were selected for screening in markets after SAFE launched a national competition for short films on healthy markets. Suarakomunitas.net, student networks, and indie movie networks led the marketing of the competition.



4. SMS and social media



SMS, Facebook and Twitter are very popular in Indonesia. Approximately 1,200 market managers, vendors, and consumers registered their phone numbers in the SAFE SMS system. Partners sent text messages on several topics including waste management, zoning, and a clean environment (for market managers); clean stalls, clean utensils, and personal hygiene (for vendors); and food safety, healthy poultry products, and living with poultry (for consumers). Participants often responded by identifying the poor conditions of the traditional markets they regularly visited and engaging in a discussion on ways to improve them.

Aisyiyah
SAFE Partner

over 5000 friends

over 500 followers

RESULTS

Poultry vendor changes

800 vendors in 20 program markets and 1,800 vendors in 49 non-program markets improved their biosecurity practices.

Examples of improved poultry vendor practices include:

- Ceramics used as material for display table;
- Use of plastic (mica) as material for cutting board;
- Cleaning display table everyday;
- Cleaning knife at the end of the trading day;
- Cleaning cutting board using water, soap and a brush;
- Cleaning market regularly with market manager;
- Liquid waste disposal to drainage and septic tank;
- Use of boots when trading; and
- Washing hands with soap after handling poultry.



Local government adopt a Healthy Market and Consumer Empowerment Initiative

The district Industry and Trade office, Livestock Services and Health office have adopted components of the SAFE initiative such as facilitation methods, healthy market competition and radio announcements to reinforce risk reduction behaviors.. They will continue to work with program partners Aisiyah and PMI at the provincial and district levels in markets and communities.

Aisiyah adopts consumer empowerment program

Aisiyah regarded the consumer empowerment component as part of its organizational mandate. They considered it to be at the core of its principles and values to work towards improvement and empowerment. As a result, Aisiyah national headquarters has officially adopted the consumer empowerment component of the SAFE program as part of its national program. Aisiyah West Java chapter is replicating the initiative across West Java, with additional provinces to follow.

Communication and educational materials replicated

Three organizations – the National Commission on Zoonosis, the Ministry of Health, and Aisiyah West Java Chapter – have reproduced or are in the process of reproducing SAFE IEC materials using their own funding and resources.

- The National Commission on Zoonosis is now producing 1,000 copies of each communication material for further distribution to local government officials;
- The Ministry of Health plans to reproduce the 12 episodes of the SAFE radio drama for distribution to provincial health offices; and
- Aisiyah West Java chapter has produced 500 copies of the SAFE poster on AI in humans for further distribution in the 16 cities and districts in West Java that were not covered by the SAFE program.

In addition, two sets of *Khutbah* (preaching) materials related to AI and healthy markets have been developed and distributed to Aisiyah chapters in 33 provinces and 412 districts.

AI audio content disseminated and used by 300 community radio stations

Audio messages on 12 AI-related topics have been recorded and distributed to 300 community radio stations across Indonesia, including in locations throughout Java, Nusa Tenggara, Bali, Sumatra, Aceh, Sulawesi, Kalimantan, and Papua.

FUTURE CONSIDERATIONS

The implementation of the Healthy Market and Community Empowerment Initiative through collaborative efforts with markets, government and civil society provided SAFE with some useful lessons and best practices that can be replicated by other organizations and government agencies. These are described below.

Theoretical constructs need to be operationalized

Concepts such as consumer empowerment have been circulating for years. Oftentimes, recipients of assistance are left to interpret these theoretical constraints with little guidance on how best to implement them at the field level. To achieve maximum impact, the concept needs to be operationalized into real program activities. This will ensure consumers can exercise their bargaining power and demand healthy products and market improvements.

SAFE found that these interventions should:

- Frame the issues to fit consumer concerns;

- Be conducted by existing neutral and credible organizations and people with large networks and holding the public's trust;
- Provide fundamental knowledge as a basis for acting; and
- Provide experience in engaging the market to exercise consumers' power.

The same principle applies to market interventions. SAFE operationalized the changes by framing the program as a health topic closely related to protecting vendors' businesses and livelihoods, enabling them to retain existing customers and attract new customers by providing quality products demanded by consumers.

Build upon existing policies, initiatives and efforts that complement government efforts

As far as possible, SAFE built the program on existing policies and guidelines. SAFE sought support from the Ministry of Agriculture (MOA), Ministry of Health (MOH) and Ministry of Trade (MOT) as well as international partners. They provided guidelines on healthy market practices, including those for vendor stalls, cages, cleaning and disinfection, slaughtering facilities, waste management, and environmental testing. The MOH decree on Healthy Market Guidelines served as the program's foundation.

This positioning enabled the program to use resources effectively and efficiently while inviting ownership by operating in areas of common ground.

Recognize the distinct role of each stakeholder

SAFE recognized the distinct role played by each stakeholder. SAFE positioned itself as a facilitator and catalyst and facilitated the technical aspects of the program design; the MOA for AI technical issues, the MOH for human health issues, and the MOT for issues related to markets. Coordination and consultation with all these organizations was essential at national, provincial and district level. SAFE also recognized the significant role played by the program partners (PMI, Aisyiyah and Combine), which approached AI issues from different perspectives. By working with existing actors, SAFE aimed to ensure ownership, sustainability, and a smooth handover.

Consultative and participatory processes ensure sustainability

SAFE invited, collaborated with and accompanied poultry industry actors, consumers and stakeholders. SAFE implemented this principle through stakeholder and consultative meetings. The consultative meetings were intended to engage parties more broadly in reporting, consulting and participating in SAFE community and healthy market initiatives, to ensure they continued once the project ended.

Social, mobile and community media are effective

SAFE found that social, mobile and community media could offer additional channels for delivering messages. Text messaging allowed SAFE to use mobile media to interact with market managers, vendors and consumers. Social media (Twitter and Facebook) allowed SAFE to reach more empowered consumers who were already discussing program issues. Community media, which included market journals and community news portals, led to the creation of community members who were sensitive to the environment and health issues such as AI. The final outcome is a community with greater confidence and positive self-efficacy, providing a strong foundation for consumer empowerment.



