

Semarang City's Slaughterhouse: Adaptation Through Organizational Change

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Abstract. Semarang City's Slaughterhouse (RPH Penggaron) as a public organization needs to adapt to a changing environment, both internal and external. In 2016 this Slaughterhouse and two other municipal-owned companies were merged into a municipal-owned holding company, PT. Bhumi Pandanaran Sejahtera. This research is focused on the reason of this organizational change, and the impact it is expected in terms public service delivery. The type of research chosen is qualitative research. Data collection techniques include: observation, interviews to the RPH's Director and the staff, documentation. Data analysis techniques by means of data reduction, data presentation and conclusion drawing. The research result showed that RPH Penggaron new organizational structure is part of its transformation into business-like organization for the sake of the municipal revenues, besides to improve the quality of its public service. Results of the RPH's public services quality show that several of the nine public service elements still need improvement, such as on systems, mechanisms and procedures, handling complaints, suggestions and inputs, as well as quality of facilities and infrastructure. It is recommended that the RPH Penggaron should create a website, provide openness and increase responsiveness to complaints, suggestions, and inputs from the community, as well as on its facilities and infrastructure.

Keywords: Organization Change, Public Organizations, Slaughterhouses, RPH Penggaron

1 Introduction

Food security policy planning, including from the livestock sector is a shared responsibility between the government, the community and the private sector. The government organizes regulation, guidance, control, and supervision of the availability of livestock products, while the private sector and the community play a role in realizing the adequacy of livestock products through production, trade and distribution activities [1]. In Indonesia, the number of available beef cattle has not been met the high meat consumption, which was estimated to reach 3.36 kg per capita per year. There is still deficit in beef supply by 198,350 tons [2][3].

Public organizations or government institutions, in this case the slaughterhouse (RPH), has an important role in realizing food security. There are several things that must be considered as well as an obligation for RPH in carrying out its activities as a public service provider organization, and therefore interesting to be analyzed from public administration (management) point of view.

Republic of Indonesia Law Number 18/2009, on Animal Husbandry and Animal Health which was later updated to Republic of Indonesia Law Number 41/2014, explained that every regency and city must have a RPH that meets the technical requirements set by the Minister of Agriculture. The implementation of the law is the issuance of Minister of Agriculture Regulation (Permentan) Number 13/2010, "Requirements for Ruminant RPH and Meat Handling Unit". This Ministry of Agriculture defines RPH as a building or complex of buildings with certain designs and requirements that are used as a slaughterhouse for the general public [4].

Therefore, the government build RPH for providing service to the public, such as Semarang City's Slaughterhouse or known as RPH Penggaron. The RPH Penggaron is a supplier of meat for the needs of the community in the Semarang City area and its surrounding. It is one part of the Regional Company (*Perusda*) of Semarang City. Apart from being a place for slaughtering animals, the RPH also carries out a business of cultivating slaughtered animals, so it is referred to as the Regional Company for Slaughterhouses and Slaughter Animal Cultivation (*Perusda* RPH and BHP). There are 3 sub-sections in this RPH, namely the sub-section of slaughtering cattle and buffalo, slaughtering pigs, and slaughtering goats and poultry [5]. Unfortunately, several studies have revealed that Semarang City's Slaughterhouse (RPH Penggaron), Semarang City, Central Java Province, in carrying out activities is not fully in accordance with standard operating procedures [6].

RPH Penggaron as a public organization is like an organic creature, which grows and develops, and therefore changes overtime. Therefore, it needs good structured change management, such as in terms of organizational change. Change management is an effort to manage the consequences caused by changes in the organization. Change management is a strategy to prepare, equip and support individuals in an organization to successfully adopt change to drive organizational success. Change can occur due to causes that come from within or from outside of the organization. A change cannot be avoided, something that must be faced. Because in essence it is like that, a change management is needed so that the process and the impact of these changes can lead to a positive point. Change management in this case provides an approach to encourage the adoption and use of new systems within an organization, thereby providing the expected results. Results here means a goof public service, in which RPH Penggaron as a public organization must provide.

In the topic of slaughterhouse, most of researcher discusses about the waste management and halal certification [7][8][9][10][11][12][13][14]. RPH Penggaron has been also widely studied [15][16][17][18] but those researches are still partially, not comprehensively done. Most studies examining the slaughterhouse used only one point of view, for example: from agriculture, animal husbandry, economics, and public health. Based on these conditions, this article is focused on the aspect of organizational change the RPH has to follow according to the situational demand, related to its function as a public service organization.

According to the Cambridge dictionary, change is a process in which a large company or organization changes its working methods or aims, for example in order to develop and deal with new situations or markets. An analytical approach to understanding organizational change in five perspectives [19].

- a. Organizational change as a socially constructed reality, is an effort to identify and analyze organizational change seen from the organization's efforts to play a central role in the social construction of its reality.
- b. Organizational change as a negotiated meaning, is an effort to find out organizational change through various interactions and discursive practices, certain discourses to shape and influence the attitudes and behavior of organizational members related to change.

- c. Organizational change as an intertextual phenomenon, is an effort to understand organizational change from an analysis of the importance of the context in which the organization emerged.
- d. The multi-disciplinary perspective of organizational change is an attempt to find out organizational change with approaches from sociology, socio-psychology, anthropology, language, philosophy, and communication.
- e. An alternative approach to researching various related issues, which is an effort to find out organizational change with discourse analysis, seems to offer an alternative approach to researching issues related to organizational change to generate new views. The increasing importance and benefits of this, discourse analytical approach directs research that can increase knowledge and understanding of the relationship between change and broad phenomena.

Based on the theoretical perspective according to Grant et al. [19], this research on organizational change in RPH Penggaron was carried out with an alternative approach to examine various issues related to the change. The phenomenon that occurs is the phenomenon of the Semarang City Slaughterhouse as a public organization that must provide excellent public services. Semarang City's Slaughterhouse (RPH Penggaron) as a service provider must provide effective and efficient services.

Indicators of effective and efficient public service delivery are viewed from 9 elements based on the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform (Menpan RB) Number 14/2017 on Guidelines for Public Satisfaction Survey Assessment. These nine indicators are seen to identify the aim of organizational change in this Semarang City's Slaughterhouse. They are: 1) Requirements; 2) Systems, mechanisms and procedures; 3) Time; 4) Cost/Tariffs; 5) Product Specification; 6) Service provider competence; 7) Service provider behavior; 8) Handling of complaint, suggestions and inputs; and 9) Facilities and infrastructure.

In 2016 this Slaughterhouse and two other municipal-owned company of Semarang is merged into a holding company, namely PT. Bhumi Pandanaran Sejahtera. What are the reasons of this organizational change? What impact is expected in terms public service delivery?

2 Method

The type of research chosen is qualitative research. Descriptive or qualitative research is a research to describe or analyze several variables, without comparing, connecting, or looking for the influence of one variable with another variables [20]. The descriptive context intended in this study is to analyze the results of field observations with applicable regulatory guidelines, and conduct a study of academic literature to obtain relevant concepts, theories, and data [21] related to activities carried out by slaughterhouse as a public organization. The research data were collected using observation, interviews, documentation techniques. Data analysis techniques by means of data reduction, data presentation and conclusion drawing. The research location is in the Semarang City's Slaughterhouse (RPH Penggaron) Semarang City, Central Java Province.

3 Result

3.1 Organizational Change

The Semarang City Slaughterhouse (RPH Penggaron) is a building provided by the Semarang City government for slaughter animal entrepreneurs for slaughtering and cultivating livestock such as (cows, goats, pigs and chickens). RPH Semarang City was established in 1981 which is domiciled and has its current office in Penggaron Kidul, Pedurungan District, Semarang City. It was officially opened by the Mayor of Semarang on December 21, 1995.

This RPH is one of the municipal-owned companies in Semarang City in accordance with the Regional Regulation (*Perda*) Number 5/2006, dated July 5, 2006 which aims to serve and provide healthy and hygienic meat for the community and as a source of regional income as well as a means of developing the community's economy in the context of regional development, especially improve services to the community in the field of services and the provision of slaughterhouse and fulfill the community's need for safe, healthy, whole, *halal* and quality meat. Halal certification is important for moslem to recognize whether the meat is processed in *halal* way [13]. It also develops business fields related to services in the field of slaughtering services. So that the social function of the community is more prominent than as a company that aims to seek profit alone, but it does not rule out the possibility of trying towards a profitable company. As an organization within the management of the government office, the organizational structure of the RPH Penggaron has been several times transformed, following the missions of Semarang City. This is the reason why in 2016 the RPH Penggaron is transformed and merged into a municipal holding company.

Animal slaughtering services are a major business that is social service (protecting meat consumers) and the business of cultivating slaughtered animals as a supporting product, is faced with complex service needs and expensive resources. The future world is full of changes, where competition will be sharper, therefore customer focus is the answer from RPH Semarang City. Based on this, it is time to make efforts to improve services and increase production of slaughtered animal cultivation as outlined in a strategic plan.

3.2 Public Service Delivery

The current condition of public service at RPH Penggaron is analyzed from 9 elements of service, namely: 1) Requirements; 2) Systems, mechanisms and procedures; 4) Time; 4) Cost/Tariffs; 5) Product Specification; 6) Service provider competence; 7) Service provider behavior; 8) Handling of complaint, suggestions and inputs; and 9) Facilities and infrastructure. The description of each elemental condition is explained as follows.

- a. Requirements are indicators that must be met in the management of a type of service, both technical and administrative requirements. In the implementation of Penggaron Slaughterhouse services, the requirements that must be met are not difficult. The community only needs to bring their identity and provide information regarding the livestock to be slaughtered. Aspect of requirement to get service at RPH Penggaron is easy to meet.
- b. Systems, mechanisms and procedures are service procedures performed for service providers and recipients, in which the RPH Penggaron has already a clear system written and even posted at the RPH area. However, information on this service mechanisms and procedures is still very difficult to access, because the RPH does not yet have an easily accessible website.
- c. Completion time is the period of time required to complete the entire service process of each type of service. Based on the results of interviews with service users, the timeliness of completion of services at the RPH is considered quite well, especially in the cutting

process. However, there are still some notes that the completion time of registration process is still quite long. The RPH clients hope that the completion time can be shortened, such as by using online registration system.

- d. Cost/Tariffs are fees charged to service recipients in administering and or obtaining services from the provider, the amount of which is determined based on an agreement between the operator and the community. So far, based on field observations, the cost/tariff for slaughterhouse services at this slaughterhouse is considered quite cheap and affordable. During the *Eid al-Adha* period in 2021, the cost/tariff for slaughtering one animal ranged from IDR 1,000,000.00 to IDR 1,500,000.00. The price range is adjusted to the slaughterhouse service package requested by the community.
- e. Product specification of service is the result of services provided and received in accordance with the stipulated provisions. This service product is the result of each type of service specification. So far, regarding product specifications, the services received by the community tend to be in accordance with the expectation. However, there are suggestions on the improvement and more innovative product quality, since the RPH only use a standard packaging with no bigger attention to product hygiene.
- f. Service provider competence are abilities that must be possessed by the implementers including knowledge, skills, and experience. So far, the RPH staff competence in implementing animal slaughtering is considered to be quite good and fast.



Fig. 1. The RPH Staffs are providing services
(Researcher Observation, 2021)

- g. Service provider behavior is the attitude of officers in providing services. The behavior quality of the staffs in providing services is considered quite well. Their courtesy, friendliness and clarity in providing services makes RPH services comfortable for the community.
- h. Handling complaints, suggestions and inputs are procedures for implementing complaints handling and follow-up. The follow-up to complaints, especially related to the waste produced by the RPH Penggaron, has not been able to be followed up quickly. Regarding the handling of complaints, suggestions and input, the performance of the RPH Penggaron is still very poor. The speed of handling complaints, suggestions, and inputs is constrained, one of which is because of the bureaucratic system in following up on the handling which is quite long and takes a lot of time.
- i. Facilities are everything that can be used as a tool in achieving goals and objectives. Infrastructure is everything that is the main support for the implementation of an animal slaughter service process. The condition of the facilities and infrastructure for RPH services is considered to be quite simple, such as the simple slaughtering tools used, not

the latest technology. Apart from that, the infrastructure in the forms of the slaughtering building is still quite uncomfortable since it is an old building although it has a vast area.



Fig. 2. Facilities and Infrastructure at RPH Penggaron

As an organization providing public services, RPH Penggaron must be able to meet the needs of the community in providing slaughtering services. However, many aspects of the service are still less than satisfactory, which need to be improved by the Semarang City Government. RPH Penggaron must continue to adapt to be able to improve the quality of its services. The latest is its transformation into a strong business-like organization which still face difficulties in its implementation. A thorough, new adjustment from internal organization is needed. As an important public service provider and revenue center, there is no choice other than skillfully adjust the RPH into a better business-like organization.

4 Conclusion

The Semarang City Slaughterhouse (RPH Penggaron) organizational structure has just transformed, follow the missions of Semarang City to provide good public administration service. The organizational change of this RPH is a part of improving the quality of public services to the Semarang community. Results of public services quality is seen from 9 (nine) elements of public services. The research result show that these nine public service elements by RPH Penggaron still need improvement, especially on elements of systems, mechanisms and procedures that are still not accessible, elements of handling complaints, suggestions and inputs that are less open, and elements of quality of facilities and infrastructure which are still traditional and less innovative. The latest is its transformation into strong business-like organization which still has many difficulties for its implementation, needs a thorough, new adjustment from internal organization. As an important public service provider and revenue center, there is no choice other than skillfully adjust the RPH into a better business-like organization.

Recommendations that can be given for changes to the organization of RPH Penggaron as a public organization are make improvements to service elements that are still unsatisfactory, for example 1) create a website to provide easy access to information about requirements, mechanism systems, costs/tariffs that must be paid, issued and the length of service time; 2) provide openness and increase responsiveness to complaints, suggestions, and inputs given by the community; and 3) improvement of service support facilities and infrastructure to accelerate and improve service quality.

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