Communication and organizational learning in adaptation of the Radio Republik Indonesia

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ABSTRACT

Radio Republik Indonesia (RRI) had been the state media during the New Order era. However, since the fall of that regime in 1998, followed by the ratification of the Broadcasting Law Number 32 of 2002, RRI's status changed to a public broadcasting institution (LPP). The change requires an organizational adaptation process which is not easy in practice. This study finds that communication can be both a driving factor and an obstacle to the adaptation process within the RRI organization. This research aims to explore the operationalization of communication in the adaptation process of the RRI and reveal how the flow of communication builds the relationship between members of the RRI organization; how organizational communication works in the learning process within the organization; and the dynamics of organizational learning in the adaptation process of the RRI organization. The results indicate that the dynamics of communication flows affect the organization's communication climate. Meanwhile, organizational communication operates in several ways, namely: communication is a means to acquire as well as to conceal knowledge among RRI employees; communication helps the members of the organization understand a phenomenon from different perspectives; communication flows affect the distribution of communications; communication can be an accelerator as well as a barrier to organizational learning abilities. This study suggests further research on the role of communication to promote the internalization values of an organization into strategic decisions and concrete actions and the research on the roles of organizational culture and local culture in organizational adaptation.

Keywords: Organizational adaptation; communication barriers; organizational communication; communication potential; RRI

Komunikasi dan pembelajaran organisasi dalam adaptasi Radio Republik Indonesia

ABSTRAK

Pada masa orde baru Radio Republik Indonesia dikenal sebagai media pemerintah. Namun jatuhnya rezim orde baru pada tahun 1998, diikuti dengan disahkannya Undang-Undang Penyiaran Nomor 32 tahun 2002, mengubah status RRI menjadi lembaga penyiaran publik (LPP). Perubahan ini menuntut proses adaptasi organisasi. Pada praktiknya adaptasi ini tidak mudah dilakukan. Secara spesifik penelitian ini menemukan bahwa komunikasi dapat mendorong namun juga menghambat adaptasi organisasi. Sebagai sebuah kajian komunikasi organisasi, penelitian ini menggali operasionalisasi komunikasi dalam proses adaptasi organisasi RRI. Penelitian kualitatif ini bertujuan untuk mengungkap bagaimana operasionalisasi arus komunikasi membentuk hubungan antara anggota organisasi RRI; operasionalisasi komunikasi organisasi dalam proses pembelajaran organisasi RRI; dan dinamika pembelajaran organisasi dalam proses adaptasi organisasi RRI. Hasil penelitian menunjukkan bahwa dinamika arus komunikasi memengaruhi iklim komunikasi organisasi. Komunikasi organisasi beroperasi melalui berbagai cara, yaitu: komunikasi merupakan sarana untuk memperoleh sekaligus menyembunyikan pengetahuan pada diri para pegawai RRI; komunikasi membantu anggota organisasi untuk saling memahami sebuah fenomena dari perspektif yang berbeda; arus komunikasi memengaruhi distribusi komunikasi; komunikasi dapat menjadi akselerator atau penghambat kemampuan belajar organisasi. Berdasarkan temuan tersebut, penelitian ini merekomendasi penelitian lanjutan mengenai peran komunikasi dalam menjembatani internalisasi nilai-nilai organisasi ke dalam keputusan strategis dan tindakan-tindakan konkret organisasi; dan penelitian mengenai peran budaya organisasi dan budaya masyarakat setempat dalam adaptasi organisasi.

**Kata-Kata kunci*:* Adaptasi organisasi; hambatan komunikasi; komunikasi organisasi; potensi komunikasi; RRI

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INTRODUCTION

The Radio Republik Indonesia (RRI) was a state media during the New Order era. However, the fall of the New Order Regime in 1998 had affected the RRI institutional status. In 2002, along with the ratification of the Broadcasting Law Number 32 of 2002, the RRI's status changed into a Public Broadcasting Institution (LPP).

The journey of changing its status from a state media to a public broadcasting institution (LPP) was not easy. Formally, changing an institutional status would be followed by the organizational structure and the service orientation statement to become a service and partiality for the public. However, as Masduki (Masduki, 2017) stated, the change is instrumental, and it is not principal concerning governance, working culture, and overall performance achievement.

In various countries, the public media were presented as community service facilities for information and entertainment in the past. The fall of autocratic regimes, which used the media as their power agents, had become the starting point of the birth of the public service broadcasting or known as LPP (Masduki, 2017). However, during their journey, although gaining public media status, in many countries, such as in Eastern Europe (was known as Uni Soviet), South America, and Asia such as the Arabian countries, or Southeast Asia such as the Philippines, Thailand, or Indonesia, the media has become a political power tool. The changing of status and institutional format of the RRI (and TVRI) is similar to the experiences of the similar institutions in various countries, which also had been through the political system transitions from the authoritarian to the democracy. RRI and TVRI and all the public media in those countries mentioned earlier still have some crucial issues, culturally and structurally (Darmanto, 2014).

In Indonesia, this broadcasting system was started with a monopoly mechanism through the RRI and TVRI existence. Indeed, some commercial broadcasting radios have existed and grown since the late 1960s, but they are forbidden to broadcast any news reports and only allowed to broadcast any cultural and entertainment materials. Meanwhile, TVRI, since it was established by the government in 1962, had been monopolizing the news broadcast until 1989.

As for this case, Indonesia received economic pressure from foreign parties in the late '80s, which led the government to establish private or commercial television channels. Whereas in the RRI case, this monopoly was ended at the same time as the fallen of the New Order regime in the late '90s.

In the Indonesian context, the existence of LPP is essential to overcome media use as a power tool as happened during the New Order era and to overcome the domination of commercial media, which has proliferated in the last few years before the fall of the New Order era. Thus, there are two challenges which are faced by the public media, or in this research context is the RRI; the first one is the internal challenge of adaptation to the changing of the institutional status, which has a consequence as well as the changing in the service orientation, and the second challenge is the external challenge of adaptation to the disruption of media and information ecosystem.

Communication plays an essential role in organizational adaptation. This research describes the operationalization of organizational communication in the RRI organization adaptation through an organizational learning approach. This learning is the process within an organization that develops knowledge of the relation between action-result and the effects to their surroundings or environments (Weick & Ashford, 2001). The definition highlights the action theory and the cause map, developed through an organizational learning process. The result of this learning is the knowledge, not the action pattern (whether it is old or the new one). The knowledge may be improving whether they are the new or the same old action patterns. Therefore, although their knowledge may be improving, the organizational members' action patterns or the organization itself may remain the same or unchanged.

In such cases as media disruption and other media organizations, public radio stations face external pressures such as technology changes or customer habit changes, which cause new threats to their businesses. The prior research showed that public radios worldwide had made various adaptation efforts to keep their existence relevant to the public. There are two types of adaptations, service adaptation and service

managerial adaptation (human resources). The service adaptation is concerned about types or levels of service, whereas the service managerial adaptations are concerned about human resource aspects in service management. In the service adaptation aspect, when fewer commercial broadcasting radios were using digital channels, the public media could encourage technology innovation for using the terrestrial digital channels. It has encouraged digital networking development, which offers more technology securities and keeps the radios still relevant in the future (Fernández-Quijada, 2017).

Another research examined the success of technology expansion and public radio management in the public radio of Catalan in Europe, the iCat FM (Bonet, Fernández-Quijada, & Ribes, 2011). This research revealed that the internet-based technology broadcasting model has shifted by giving more credit to the communicators instead of the broadcasters. It implies orientation changing in the program, from supply-oriented to demand-oriented, such as podcasting or "radio on-demand" format.

Many radio stations overcome those challenges by changing their organizational strategies to keep up with the changing mediascape in the human resource managerial aspect. Research done by Evans in the business communication sector found an implicit role of communication in the operational relationship between the cognitive formation of the organizational members and the organizational actions. The cognition of the organizational members concerning its organizational competition and identity influences the strategic actions done by the organization itself (Evans, 2017).

Organizational communication plays an essential role in shaping members' awareness of accepting or rejecting plans and changing applications. In the context of organizational adaptation or changing, some essential factors that can affect organizational communication's success are the frequencies of communication itself and the completeness of the given information during communicating to support the success of reorganizing (Romadona & Setiawan, 2020).

Communication climate as a part of organizational communication studies also contributes to the organizational members'

performance. Some strong factors in creating a communication climate are trust and honesty, whether among employees or between superiors and subordinates. Other factors include employees' participation in decision-making, open communication, and the willingness of the superiors to listen to their subordinates' viewpoints (Irawan & Venus, 2016).

Organizational communication also holds an essential part in creating organizational culture. In leadership style, communication's success within an organization depends on its leader's communication skills. Three essential factors determine the leadership communication effectiveness, partially or simultaneously, and they are core communication skills, managerial communication skills, and corporate communication skills (Mulyana, Hamid, & Mansur, 2019).

Adaptation has become one of the most absorbed organizational theory and strategic management concepts. The conceptual roots of study about adaptation come from a natural integration of the organizational theory and strategic management (Sarta, Durand, & Vergne, 2020). According to the Indonesia Dictionary (KBBI), the word "adaptation" has three meanings, (a) self-changing of the living things (functionally or structurally) to adjust or to survive within their environmental conditions; (b) self-adjusting to the new environmental conditions (such as schools, workplaces, etc.); (c) material-adjusting by needs; material-changing into new forms (Kemendikbud, 2021).

Organizational adaptation is an organizational ability to recognize the need to change and seize opportunities within a dynamic environment (Schulze & Pinkow, 2020) Another definition about the organizational adaptation is:

> "a purposeful decision-making is done by the organizational members and leads to observable actions to reduce the gap between the organization and its economic environment and institution (Sarta et al., 2020:2)the concept is ubiquitous in management research and acts as the glue binding together the central issues of organizational change, performance, and survival. On the other hand, it lurks around in various guises (e.g., "fit," "alignment," "congruence," and "strategic change"."

Meta-analysis was performed towards more than 1200 research articles concerning organizational adaptation, and Sarta, Durand, and Vergne (2020) found various theoretical methods, themes, fields of study, and level analysis. Based on those categorizations, this research reveals the organizational adaptation dynamics using the organizational learning approach. Furthermore, this research will be focusing on the organizational communication aspects using theories rooted in structuration theory by Anthony Giddens. Giddens claims that the basic domain of the social sciences is social practices ordered through time and space (Giddens, 2010). The structuration theory has become a well-known theory for organizational communication research because of its potential and interaction analysis associated with system phenomena on a higher level (Mcphee, Poole, & Iverson, 2013). The structuration theory becomes the basis for the organizational communication theory development using the communicative constitution of organizations (CCO) approach (McPhee & Joel Iverson, 2009). This research uses the organizational communication theory, which is rooted in the structuration theory, especially the CCO theory, to analyze the role of communication in organizational dynamics.

CCO is an organizational study centered on communication (Schoeneborn et al., 2014). The CCO ideas have received vast attention in the organizational communication study. The theoretical efforts, which tend to be heterogeneous, have been driven by three main schools of thought: The Montreal School of Organizational Communication, The Four-Flows, which is based on Giddens' Structuration Theory, and Luhmann's Social System Theory (Schoeneborn et al., 2014:287). The proponents of this theoretical perspective are united by the idea that the organizations are engaged and nurtured in and through communicative practices.

Organizations are formed communicatively from the CCO viewpoint (Putnam, Nicotera, & Mcphee, 2009). In McPhee's CCO, four different processes (or process groups) operate in organizational forming. The term used for this process is 'flows.' Each flow analyzes different communication aspects. However, the analyzing process can be combined because these various flows happen simultaneously in the organizational process.

The first flows, the membership negotiation flows, focus on the relationship between the organization and its members. The second flows, the organizational self-structuring flows, highlights the communication process among organization members, which refers to each act or behavior that could lead the organization in a certain direction. The third flow, the activity coordination flows, focuses on the forming process and various relationships among the members in the organizational activities. And the fourth flows, the institutional positioning flows, focus on the organizational social interaction with other parties such as suppliers, customers, competitors, government regulators, or partners.

This research describes how it works or the operationalization of this organizational communication by emphasizing observation and analysis on the second and third flows for the RRI organization. The analysis is also done through the organizational learning approach. Based on those mentioned, theoretically, the purpose of this research is to reveal how the operationalization of communication flows works in forming a relationship among the members of the RRI organization; the operationalization of organizational communication during the learning process in RRI organization; and also the organizational learning dynamics during the adaptation process in RRI organization. The theoretical findings are expected to encourage practical understandings of communication roles in conquering organizational learning barriers.

RESEARCH METHODS

This research is interpretive research using the constructivism paradigm, which aims to develop better understandings of social life and find ways to shape the meanings in their natural backgrounds (Neumann, 2015:116). The efforts to understand and describe the roles of organizational learning and communication in RRI adaptation are made using the qualitative approach. The qualitative research seeks answers to questions that highlight how the social experiences emerge and also the meaning acquisition (Denzin & Lincoln, 2009).

The duties of RRI are to develop various kinds of public service in radio and audio

sectors, to create a service standardization, and also to be able to adapt to various external and internal media demands; to be able to occupy a strategic position in the media and information ecosystem in Indonesia. The efforts in revealing those dynamics are expected to give some new knowledge of organizational communication operationalization in the RRI adaptation.

Furthermore, this research uses a case study approach. Referring to Creswell (2013) and Stake (2009), as an intrinsic case study, this research describes unique cases with unusual interests. These unique cases are the organizational communication operationalization in the observing RRI organizational adaptation and the analysis using the organizational learning approach. Therefore they need to be described and detailed.

The RRI is a large-scale national organization that has approximately 6000 employees. It has 92 stations covering 82% of Indonesia's geographic areas of various provinces on its cities or towns, the borders, and the rural areas. Considering the vast research area, choosing informants and research areas was purposive. The data was collected by observing the product output and RRI services such as broadcasting and non-broadcasting programs, routine organizational activities, and in-depth interviews with the chosen informants.

Twenty-eight informants were interviewed for this research. These chosen research informants are the organization members, who are from the Programming and Production (PP) divisions, The Education and Training Research and Development Center (Puslitbangdiklat), The Technology and New Media divisions; from the central leadership level, such as directors, regional leaders, namely the head of branch stations, to the executive level such as broadcasters, reporters, or other broadcasting crews.

The main area of the observation research is the Bandung branch station considering the strength of its human resources, its variety of program services, its extensive technological facilities, and its location, which is in an area with the most intense level of radio competition Indonesia. Despite not competing openly with other media, it is essential and valuable to see how RRI Bandung responds to its regional and national positions.

Data analysis was carried out by identifying patterns that emerge from the various data collection, such as voice recording and various documents, including texts, photos, etc. Those various data then be classified and reduced according to the need of the research focus. The data reduction and classification process needs to be repeated several times and is circular before researchers find some patterns from the data collection. This research was conducted during the period from 2018 to 2020.

RESULTS AND DISCUSSION

Why must RRI be adapting? At least, there are two main reasons for the question, the mandatory regulation and the need to answer the media disruption challenges. The change of political climate at the same time as the fallen of the New Order era has given a mandate to RRI to change its orientation from a state radio to become a public radio. On the other hand, the digital era, also known as the "disruption" era for media due to the massive changes in the media and information ecosystem, especially to the media using forms and the relationship between media with their audiences. Many media experienced a decline in the number of their audiences. Some of them are even stopped operating. Therefore, nowadays, media organizations face the challenges of adaptations to the new character of the media and information ecosystem.

In general, RRI is facing the adaptation challenges by two aspects, by improving the quality of their human resource and public service programs. The biggest challenge for RRI now in public service programs is improving public service to be more distinctive. Many initiatives and creativity of service programs have been improved by RRI. Some of them even had gained achievements nationally and regionally in Asia. However, the initiative and creativity only happened incidentally and sporadically and have not reached the distinctive level yet, which should be more evenly and consistently. This condition shows the numerous difficulties experienced by the RRI management.

There are various fundamental structural barriers, especially those regarding bureaucracy. The bureaucratic system, which is not compatible with the needs of public media organizations, has obstructed the organization's ability to improve its public service quality.

Even though the status had been changed into a public broadcasting institution since 2002, the RRI organizational structure still resembles other government organizations. Despite some differences at the top of the central organization leadership, between RRI and other government organizations, the highest leadership of the Central RRI is the Board of Directors which is side by side with the Board of Supervisors, while the highest leadership at the branch (provincial or city) level is the Head of Station. However, under the Board of Directors or The Head of Station, RRI organizational structure still resembles other government organizations in general, with positions such as the Head of Division, the Head of Department, or The Head of Section, as illustrated in the following figure 1.

The RRI organizational structure chart above reflects the institutional characteristics which tend to perform the bureaucracy duties instead of the functional duties. Even though, as a public service institution in the broadcasting sector, RRI needs more human resources in the broadcasting sector or the functional sector rather than in the bureaucracy sector. From the organizational communication viewpoint, the numerous structural positions in the RRI organizational chart also show the more prominent bureaucratic organizational culture and values when compared to a public broadcasting organization.

The communication chain within the RRI organization is quite long. The length of this communication chain will greatly affect the organizational efficiency of its decision-making and action in the public service sector. There is a communication flow within the organization within the communication chain. This communication flow acts not only as an accelerator but also as a resistor of the organizational adaptation. The communication flow works in several ways, as described in the following picture 2.

The communication flow within an organization runs more hierarchically (top-down). At the same time, the Superior orders are still more powerful than the initiative from the subordinates. As a part of the bureaucracy, the RRI employees have accustomed to obeying their Superior orders. As a result, for many organization members, obeying their Superiors and the applicable rules has become a higher value than achieving the organization's ultimate goal, which is to give service to the public broadcasting sector.

That obedient work culture to their Superiors does not always negatively impact, for example, during the quick count of elections conducted by RRI in the 2009 DKI Jakarta Regional Head Election and the 2014 National Election. The obedience of the entire crew on duty resulted from a high accuracy of working performance. And as a result, RRI became the most accurate quick count institution in predicting the winner of the Regional Head Election and the National Election.

For this quick count case, the President Director of RRI himself intervened directly from planning, implementing, to evaluating the program, including giving some training and assuring the crew readiness.

This obedience culture to the Superiors and the applicable rules is often associated with the employees' lack of motivation and limited competence, so accordingly, they do not have any ideas or initiatives to improve the organization. And to this moment, most of the RRI crews are the civil servants inherited from the New Order era. And most of those civil servants have reached the peak age of their career or around 50s which soon will be retiring. Acknowledge by several research informants, their statuses as civil servants have made them in their comfort zone. Therefore it has obstructed their motivation to take some initiative, even less make some innovation. One of the informants in a research report of RRI working culture said," because honestly, each employee carries out his duty, only doing what he has to do without any efforts to make this institution better or more advanced" (Puslitbangdiklat, 2014). The condition described in this 2014 research can still be found by a researcher in 2019. Some informants at the level of Regional Leaders said the comfort zone has made most of the senior employees feel reluctant to make any changes.

Meanwhile, RRI continues to develop and update its technology in various sectors, whether the broadcasting technology as its main service or its support technology such as a computer-based application to record employee working performance. The socialization of these new technologies faced many barriers, especially from the senior employees. Most of these senior employees feel difficulty adapting to the new
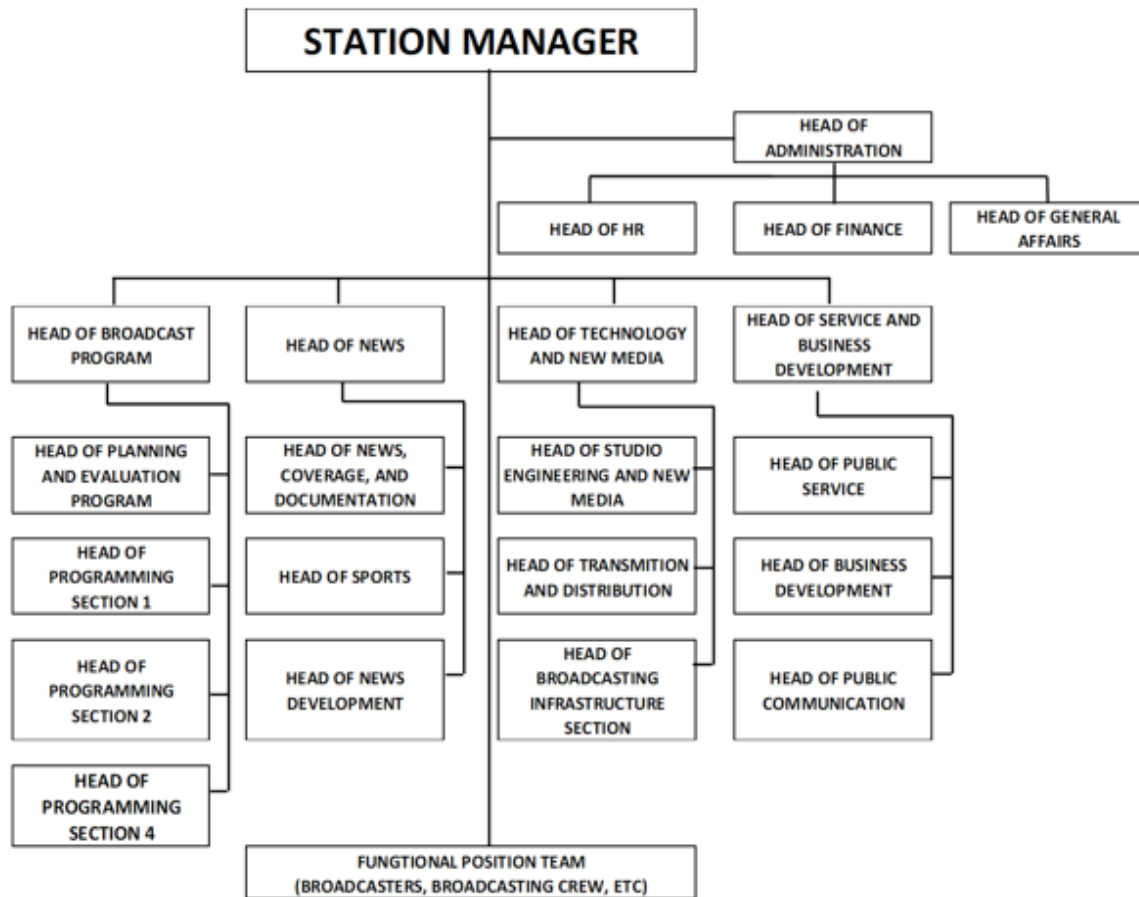
Source: The Copy of RRI Internal Documentary, 2020

Figure 1 The Branch Station RRI Organization Chart

technologies and making it difficult to reform the organization's efforts.

As stated by Pace and Faules, the choices a person makes about the amount of effort he puts into his job are influenced by individual characteristics and pressures he experiences as a member of a group (Pace & Faules, 2013). The senior employees who are constrained by the new technologies will mostly be willing to learn using the technology if their incompetence in using the technology will directly affect their career or income. For example, when RRI implements a performance appraisal system that requires employee skills to fill out a Performance Achievement Sheet (LCK) using a computer application, most employees are motivated to use the application. However, if the new technology introduced by the organization will not directly impact their career or income, it is not easy to get these

senior employees to be willing to learn the new technology immediately. Few employees who have not been able to fill out the LCK sheet, in the end, must continue to be assisted to fill it out in the name of solidarity.

The change in the organizational service orientation has opened some opportunities to build a more democratic space within the working environment of the RRI organization. However, this democratic working climate does not just appear in an instance within the organizational working units. For example, when the Superior has a democratic communication style and allows his subordinates to be better in a working unit, the bottom-up communication flow is still possible. However, the chance of this democratic communication climate to be applied is often not maximized because of the influence of the local culture itself, such as a reluctant culture or is called the "ewuh
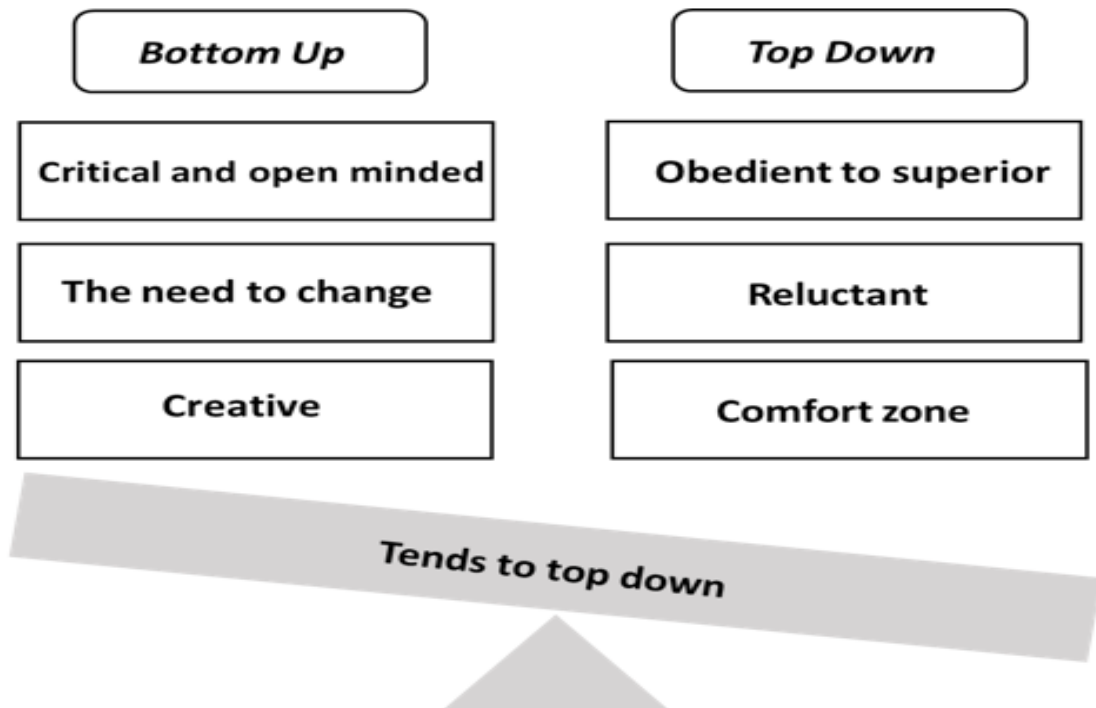
Source: Researcher Analysis, 2020

Figure 2 The Operationalization of Communication Flows within RRI Organizational Adaptation

pakewuh" culture, whereas people cannot say a message directly or openly.

The organizational climate is closely related to an organizational leader's competence, character, and leadership style. In different observation periods and locations, the researcher found that the quality of RRI's broadcasting news was highly dependent on the journalistic competence of the local Editor-in-Chief. An Editor-in-Chief who is conscientious and strict with the standards of the news broadcasting materials will be able to produce some quality news products. Vice versa, if some low-quality products can be broadcast, it means that the Editor-in-Chief is either less competent or lack leadership skills. That impression was agreed by some research informants who were asked on separate interview occasions. Such condition shows that the quality of RRI broadcasting news depends on the quality of the Editor-in-Chief than on the quality of the system built by the organization itself.

Various initiatives to improve a program and the courage to maintain editorial independence have appeared in various institution lines. However, the work climate that builds this initiative spirit is only developed incidentally or on a small scale because it is not built by the system. In general, such a condition is caused by the varying quality of the RRI's human resources.

An informant at the central leadership level gave an overview of the gap in the quality of human resources within the RRI organization.

"…It's common in many organizations. Surely the ones here (the good ones) are at least 10-20%. I did my research when I was the manager. Only found 10% is considered to be good. Usually, only 5-10% who are best, under them around 50% is on the middle level, and the rest is even lower."

RRI is used to rotating their officials between regions or work units. For the whole organization, this can have a positive impact; However, for the organizational units affected by their official rotations, the rotations could be like raffling their fate. Several informants in the broadcast programming division in Bandung complained that the official rotations often result in policy changes for the programming division.

"It's typical here; different manager means different policies and different programs. As the Bandung natives say, Bandung is just a stepping stone because it's either for those who are retiring or promoting soon. And they will only be here for two years or even less. Those who are considered to be successful here in Bandung would later be moved."

The changes in the programming policies often cause some confusion. Several informants claimed that often a program must be replaced at the request of their new leader, while the replacement program will not necessarily be better. Any programs will take some time to be in a stable position and to run well.

Despite complaining about the work culture and organizational culture, which are not conducive, the organizational members convey that many positive things occurred within the internal organizational dynamics. An informant claimed that working for RRI is still much better than working for other places such as the local commercial televisions or radios. Seeing the decline in the radio business, this informant admitted that he was quite grateful to work for RRI because public institutions such as RRI have a definite budget and financial management, and a long-term career path.

"Before in RRI, I've worked in several other places. And frankly, the reasons for moving here, apart from being already in love with the radio and television environment, It's also because working here is more established."

Another informant claimed that there is appreciation from the organization for those who dedicated themselves.

"The great thing here in RRI, if someone is active, smart, diligent, or well-appreciated, then he will be easy to be promoted or to go on a business trip (including to go abroad). And I had the chance to do that once. There is some reward for everything, but people may have different perspectives. Some only care about their paychecks. But for me, it's not only about the money, but it's also more about loving or appreciating the job itself. How to make this job works better."

In the end, those various conducive matters have made the informants endure to such condition and climate of the organization.

Almost all of the informants claimed that the most fundamental issue that needs to be fixed by RRI is the quality of the human resource. In general, most informants admit that there are still many gaps between the planned work culture and values and reality. Many crews are aware of some threat to the existence of RRI today. But according to some informants, although they are aware of it, most crew prefers to stay in their comfort zones because they believe that RRI will always have some support to keep it operating. This belief could affect the crew's motivation to take some initiative and make some innovation, or in other words, they only work just to fulfill their obligation, nothing more and nothing less.

A senior informant described the mental condition of many employees nowadays.

"About these strengths and weaknesses, from my viewpoint as an insider, I think that we still have something which we called as a mental block. It means that it is hard to change. But I understand it because many elderly employees here in RRI would be quite difficult to face some changes. Just a slight of changes probably, … for discipline, we are still adapting, and whether we like it or not, we must continue to be encouraged. Just like the story of the boiling frog. As the temperature of the water started to rise, the frog managed to adjust its body temperature and just stayed in, but as the water reached the boiling point, "boom!" the frog was no longer able to jump out."

The informant described the external condition of RRI as a pot of water on a burning stove. The burning stove illustrates the disruption occurring in the media and information ecosystem today. When the media disruption gets stronger, many people (the RRI employees) sit still and do not react. Most RRI employees are in their comfort zone because they get the support of the work system from the government bureaucracy. All this time, the ability to improve individual or team performance is more directed to fulfilling the bureaucracy working system demands than to manage the real external challenges of the organization, to stay within the media and

information ecosystem. An informant who was a leader at the central level even claimed that seeing the current institutional structure. He feels pessimistic about some changes which can be done from the organizational internal. The organization's perspective on challenges and threats of the organization's external environment will affect the strategic organizational actions in dealing with the organization's external environment. The perspective of an organization is influenced by its members' perspectives. In the communication context, the organizational members' perspective on the organization's identity, competition, and how social practices within the organization's external environment work will affect the strategic organizational actions.

The internal dynamics of the RRI organization will influence the decisions and its strategic actions in dealing with the challenges and threats to the organization's external environment. In the communication context, these internal dynamics cover knowledge or cognition of the organization's members about their organization's identity and their perspective of competition. As stated by Evans, the cognition of the organization's members about the organization's identity will influence the strategic actions and decisions of the organization itself (Evans, 2017:44). The perspective used by Evans places identity in the context of how people within an organization can understand and apply this organizational identity through communication. That definition is different from the external identity, whereas customers or audiences outside the organization perceive an organization.

Evans claims that public broadcasting media deal with some new forms of competition. However, not all public radio management admit it. The non-profit-oriented public media has led the organizational culture and communication fostering an inwardly oriented identity. Whereas, today's public broadcasting must face some competition in such a way that they never did before (Evans, 2017).

The RRI organization's members identify RRI organization as public radio. Therefore, RRI broadcasting content has to be beneficial. In order to do so, according to most informants interviewed, RRI has been making some efforts in creating more educative and informative broadcasting themes and have been delivered

politely by the broadcasters. Such broadcasting material and style are what the informants believe to distinguish RRI from other broadcasting radios, especially commercial radios. The RRI's entertainment broadcasts have always emphasized the healthy aspect of entertainment, promoting Indonesian culture and aiming for popularity. The statement "not only aiming for popularity" has normatively shown its identity as a public service media. However, at the same time, it contains a threat to sinking the organizational capability in creating quality and producing competitive service works to attract the public attention.

An organization that will truly excel in the future is the organization that finds its ways to utilize people's commitment and capacity to learn at all levels within the organization itself (Senge, 1990:4). How does this learning process occur within the RRI organizational dynamics? The organization dynamics (the interaction between agents and structures) of RRI never lead to organizational learning that encourages the organization to advance significantly. From Peter Senge's perspective, even smart and qualified people often cannot bring out their potential in the organizations, which does not encourage their organizations' learning climate. According to Senge, such a condition may occur because of the structural power which obstructs the individual's (agent's) and the organization's potential to advance. In the RRI case, the structural powers can be in the form of various regulations and policies which are restrictive or counterproductive. In the context of organizational communication, the structural powers can be in the forms of organizational culture and climate, which obstruct the potential to lead to adaptation or progress.

Along its way, the adaptation process of RRI has faced various difficulties. The interaction between agents and structures within the organizational dynamics never leads to organizational learning that encourages the organization to advance significantly. Various improvement efforts at levels of individuals, groups, or organizations never have significant leverage to the organizational adaptation.

System and policy that encourage RRI operational, such as employment system or budget's utilization, are similar to other government institutions. Even though government institutional employment systems

or regulations on budget utilization have been through many changes or bureaucratic reform, the system orientation is aimed at the interests of government institutions. This system is often not compatible with the management needs of public media institutions. As a result, the programs needed by RRI may not necessarily be financed by the government. Therefore, RRI must adjust its program management to the government institutional regulation of budget utilization and management.

Those adjustments will influence the quality of the programs which is supposed to be run by RRI. Therefore, although RRI has put much effort into improving its employees' skills and knowledge, the bureaucratic system still running has caused the mental models or mindset of these RRI employees—who have mostly worked for RRI since it was still a state radio—to be difficult to change. Such conditions have made it RRI difficult to build itself as an organization that supposedly can learn.

RRI as a public institution is unable to completely self-regulate. The establishment, setting the vision and mission, top leadership election (the Supervisory Board), to the employment and budget utilization systems of RRI, are all arranged from outside of the organization. The RRI Supervisory Board's selection and dismissal mechanism is carried out through the House of Representatives (DPR), to some extent, which has influenced the independence and direction of RRI's development strategies. Although the Board of Directors is responsible to the Supervisory Board, the Board still has to "account for" the work program and the budget's utilization to the House of Representatives of the Republic of Indonesia (DPR RI). Unfortunately, such a process affects the independence and direction of RRI's development strategy because the process within the House of Representatives is political.

Other obstacles also arise due to RRI's employment system. The status of most of RRI's employees or staff is Civil Servants or Government Officials. Those statuses have made the organizational structure mechanism, payroll, incentives, placement, promotion, rewards, punishments, etc., comply with all regulations regarding Civil Servants and Government Institutions, which are not compatible with the need for independent public

media management. The mechanism of the performance allowance payment is adapted to the Civil Servants' allowance model, which also gives higher payment based on the hierarchy of ranks and positions than qualifications or competence within RRI organizational core business as a public broadcasting media. The mechanism of rewards and punishments for staffs' performance is based more on the regulations regarding Civil Servants rather than their performance and competence as public media employees.

The working experiences as civil servants within a state radio with its institutional, managerial system, which tends to have a bureaucratic style, have shaped RRI's staff's mental model. In 2002, RRI changed its orientation into public radio, the old mental model as the state media's staff and bureaucrats cannot be changed easily. However, the status change led to its visions and missions. The system and policy supporting RRI's employment and budgeting operationalization are still oriented to the government institutional system. Therefore it just strengthens the old mental model.

The difficulty in creating a new mental model is also influenced by other factors. Weick & Ashford (2001) highlighted the role of culture within an organization in the organizational learning process. Culture is a symbol and a place in storing the past learning process and serves as an instrument to communicate that learning process throughout the organization. That culture can become a factor that encourages the learning process, which results in the organization's development, vice versa, it can also obstruct progress.

The form of an organization similar to a government organization or institution has formed a distinctive organizational culture of the government. In this RRI's case, the local culture such as the "ewuh pakewuh" (the humble and reluctant culture), the high context communication, unwilling to tell the truth due to being humble or reluctant also plays a role in forming another barrier to the organizational learning. Another example, government organizations generally never have to compete. Whereas RRI, as one of the operating media within the society, still has to face competition with other media. The awareness of whether such competition exists or not is never the

same inside the mind of each of RRI's staff. Some are aware of this competition with other radios to get the audience's attention, and some are unaware because they are in their comfort zones. Therefore, they believe that they do not have to take much effort to get the audience's attention because the RRI management has never explicitly set a target for the number of its audience.

The RRI has improved its staff's knowledge and skills, especially for the broadcasting crews. However, although their knowledge and skills are improving, their old mental model cannot easily change. The regeneration process of RRI staff through staff recruitment for different statuses (the non-civil servants or PBPNS) has not been able to regenerate the new staffs' model mentally due to the organizational culture and the communication climate, which strengthen the old values.

The communication factor plays an essential role in the RRI adaptation process in such contexts. Real communication has some potential to change the mental model of organizational members. Furthermore, communication can encourage an organization to adapt to changing demands. Indeed, it must be admitted that communication cannot be alone in resolving the various issues or conflicts because communication is not a panacea to solve such issues or conflicts. But the core of organizational learning is the shift of mind (Senge, 1990:13). This shift occurs by building new ways of thinking in individuals (agents-organizational members) in seeing themselves and their world; from seeing themselves (as individuals or team) being separated from the outside world to being connected to the outside world;

from seeing problems as caused by someone or something "out there" to see how our actions create the problems we experience. This shift of mind process occurs through a communication process within the daily organizational activities. Therefore, communication plays an essential role within the process of organizational adaptation, as described in the following figure 3.

Communication is a means of acquiring and hiding knowledge among RRI employees. Suppose communication is used to maintain or acquire knowledge, customs, or culture related to the efforts to maintain and improve the quality of knowledge and skills related to the organization's core business. In that case, communication plays an important role in adaptation. However, communication can also be used to resist the emergence of new knowledge and maintain an old culture that does not encourage organizational adaptation. The motives and mental models of these RRI employees will determine where communication will be directed and whether to acquire or hide the knowledge useful for improving organizational learning abilities.

Communication helps organizational members to understand each other on a phenomenon from different perspectives. Building capability to learn together as a team, not only will make each member or individual be able to share his experience and knowledge, but also will help each member or individual to think from other's point of view, so he can understand an organizational phenomenon from different perspectives (Senge, 1990). Such a process can help RRI find new ways to deal with the issues, which are not even supported by additional funds/budget, which has often been considered the root cause of obstacles to the progress of RRI.

Communication can be an accelerator or a barrier to organizational learning capability. The communication flow will determine organizational culture and climate. The horizontal or vertical communication flows, in the forms of top-down or bottom-up, which goes in balance, will build a communication climate that is conducive to organizational adaptation. An open communication climate, which can give and receive criticism, will encourage organizational adaptation and vice versa. The essential factors to encourage organizational learning capability are delivering ideas, listening, and thinking about other related positions or units. Therefore, communication can become an accelerator and a barrier to organizational adaptation.

The communication flows will influence the communication distribution. Communication will influence the who-knows-what and how fast they will know about it. Communication distribution will influence organizational learning (Weick & Ashford, 2001:721). If all the individuals within an organization discuss technical issues such as planning or control, the organization never shares substantial learning
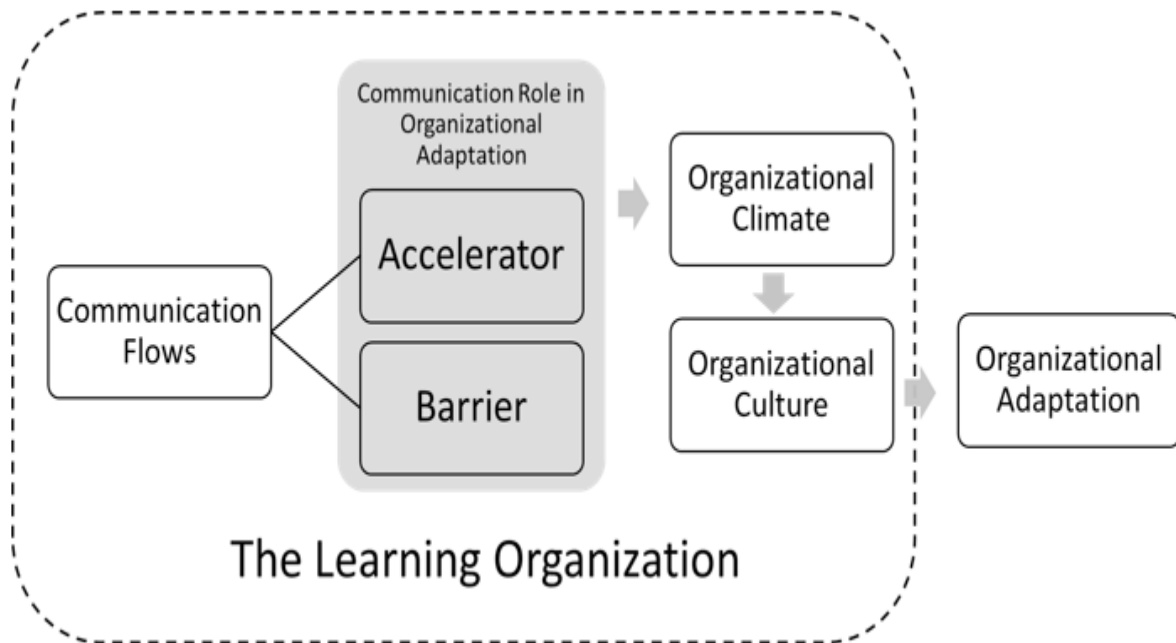
Source: Researcher Analysis, 2020

Figure 3 The Operationalization of Organizational Communication in the Organizational Adaptation

issues. Therefore, organizational learning is formed by an interpretation encouraged by a certain reference framework. And in this case, the mental models, the organizational culture and values, play roles in shaping the flows of communication and learning.

For example, in the last few years, the government has applied an incentive system called "tukin" (performance allowance) to overcome the issue of low and uneven employee performance. This "tukin" is also applied to RRI's employees. However, when the incentive system is applied, the employees often discuss more the incentive than other more substantial issues regarding the organizational goals and find ways to reach those substantial goals. On such conditions, "the facility has become the goal," method over minds when it should mind over method.

In this context, organizational values and culture affect how communication distribution runs. Suppose RRI Organization, along with its members, uses its power to focus on achieving the RRI Organization's ultimate goals. In that case, RRI will not be complacent with technical Issue discussion but focus on a more substantial discussion and put more effort to achieve the ultimate goal of the organization, which is to serve the public in the public media sector (a public radio), which distinctive, evenly and consistently.

CONCLUSION

Based on the findings and analysis, a conclusion can be drawn that communication flows play an essential role in creating the shape of relationships among the members of the RRI Organization. In the shape of top-down or bottom-up, the vertical or horizontal communication flows, which go in balance, will build a communication climate conducive to organizational adaptation and vice versa. The communication flows to determine the form of relationships among members of the organization, both those who have hierarchical similarities and differences in the context of rank, position, age, and experience. In the end, communication flows will affect the organizational climate and culture. Therefore, communication flows can become the encouraging factor and the obstructing factor in building the organizational learning capability, which will affect the Organizational capability to adapt.

Apart from the findings of this study, there are still several things that can be elaborated in further research in the context of communication research, as follows: a) Research on the role of communication in bridging the internalization

of organizational values into strategic decisions and concrete organizational actions; b) The role of organizational culture and local community culture, in organizational adaptation.

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