
From Structural to Functional Positions: An Analysis of Human Resource Reform at Indonesia's Public Broadcasting Institution

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Abstract:

This study examines the transition from structural to functional positions at Indonesia's Public Broadcasting Institution, Radio Republik Indonesia (RRI), through the lens of Weberian bureaucracy. Using a qualitative approach, data were collected through observations, in-depth interviews, and document analysis, and analyzed using data reduction, data display, and conclusion drawing techniques. The findings indicate that the transition represents a strategic organizational reform aimed at enhancing professionalism, efficiency, and adaptability in public broadcasting. The implementation reflects key Weberian principles, including division of labor, hierarchical authority, formal rules, impersonality, and career systems, which support competency-based career development and performance accountability. However, several challenges persist, such as task mismatches, incomplete internal regulations, employee resistance, and limited career pathways. Notably, while the division of labor and hierarchical authority function both as enabling and constraining factors, formal rules, impersonality, and career systems predominantly support the reform process. The study concludes that the success of this transition depends on strengthening regulatory frameworks, enhancing human resource capacity, establishing clear competency standards, and ensuring continuous leadership communication and organizational socialization.

Keywords: Transition, Structural Position; Functional Position; Public Broadcasting of Radio Republik Indonesia.

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1. Introduction

Bureaucratic reform has become a central agenda in public sector governance as governments seek to create more efficient, professional, and responsive administrative systems. In Indonesia, bureaucratic reform is closely associated with efforts to streamline organizational structures, enhance human resource capacity, and improve public service quality (Haning, 2019; Taufik, 2021). Recent studies emphasize that

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organizational change in the public sector is not merely structural but also involves shifts in work patterns, competencies, and accountability mechanisms to respond to increasing public demands and technological development (Ekowati, 2024; Kettl, 2022).

Within this context, the Government of Indonesia, through the Ministry of Administrative and Bureaucratic Reform (PAN-RB), initiated a bureaucratic simplification policy by reducing structural positions at echelon III and below in ministries and government institutions, as mandated by Presidential Regulation Number 18 of 2020. This policy was motivated by the perception that Indonesia's bureaucracy had become overly hierarchical, slow, and inefficient in supporting governmental performance and public service delivery. In 2020, approximately 11% of the 4,168,118 civil servants still occupied structural positions, reflecting the extensive hierarchical nature of the bureaucracy (National Civil Service Agency, 2020). Consequently, structural positions were transferred to functional positions to promote faster decision-making, strengthen professionalism, and support competency-based career development (Putri & Syamsir, 2024; Rahayu & Rahmayanti, 2019).

From a theoretical perspective, the transfer of structural positions to functional positions aligns with modern public administration and Weberian bureaucracy principles, which emphasize rational division of labor, formal rules, professionalism, and merit-based career systems (Kettl, 2022; Supriyono, 2025). The neo-Weberian state framework further suggests that while hierarchy remains important, public organizations must increasingly rely on expertise and professional competencies to enhance performance and governance quality (Kuhlmann, 2024). Empirical studies in Indonesia also show that bureaucratic restructuring and job equalization can positively affect organizational effectiveness and employee performance when properly implemented (Hapsaridian et al., 2024; Risdayanti et al., 2025; Sudrajat, 2025).

However, existing studies also reveal several challenges in the implementation of structural-to-functional position transitions. Research indicates that mismatches between employee competencies and job requirements, limited understanding of functional career systems, and inadequate regulatory support may hinder policy effectiveness (Hanjani & Muslim, 2025; Suartini, 2023). Furthermore, bureaucratic restructuring does not automatically improve public service quality if not accompanied by effective change management, clear performance standards, and continuous capacity development (Lengari et al., 2025; Taufik, 2021). These findings suggest a gap between policy objectives and implementation outcomes, particularly at the organizational and individual levels.

As a public broadcasting institution regulated under Law Number 32 of 2002 and Government Regulation Number 11 of 2005, Radio Republik Indonesia (LPP RRI) has also implemented bureaucratic simplification by transferring structural positions

at echelon III and below into functional positions, following Circular Letter of the Minister of PAN-RB Number 385 of 2019. During the 2020–2021 period, 925 employees were transferred into various functional roles, including Broadcasting Practitioners, Public Relations Officers, Computer Officers, and Human Resource Analysts (Directorate of Human Resources and General Affairs of LPP RRI, 2021). Conceptually, this transformation aims to balance leadership functions with technical expertise to strengthen organizational performance.

Nevertheless, the implementation of job equalization at LPP RRI has faced practical challenges, such as competency mismatches, difficulties in fulfilling certification requirements, limited understanding of functional performance assessment systems, and inconsistencies between previous job descriptions and newly assigned functional roles. These challenges potentially affect employee performance and, ultimately, the quality of public broadcasting services, consistent with findings that employee performance significantly influences public service quality (Hapsaridian et al., 2024; Lengari et al., 2025).

Despite the growing body of literature on bureaucratic reform and job equalization, empirical studies focusing on public broadcasting institutions remain limited. Most existing research concentrates on ministries or local governments, with less attention given to state-owned public service media organizations, which operate under unique regulatory, technological, and public accountability frameworks. This gap highlights the need for an in-depth organizational analysis that integrates bureaucratic reform, Weberian principles, and sector-specific challenges.

Therefore, this study aims to analyze the transition from structural positions to functional positions at the Public Broadcasting Institution Radio Republik Indonesia. Specifically, it examines the implementation process through a Weberian bureaucracy perspective and identifies strategies to address challenges arising from the transition. The novelty of this study lies in its focus on a public broadcasting institution and its contribution to understanding how bureaucratic simplification policies affect organizational effectiveness, human resource management, and public service quality in the media sector.

2. Methodology

This study employs a descriptive qualitative research approach with a naturalistic design, in which the researcher serves as the primary research instrument (Sugiyono, 2019). A qualitative approach is considered appropriate because it enables an in-depth exploration of meanings, processes, experiences, and social interactions related to the transition from structural positions to functional positions. Qualitative research focuses on the collection of non-numerical data to generate rich insights and develop potential findings or hypotheses (Ugwu Chinyere & Eze Val, 2023), and it does not require a predetermined sample size (Julius Sim et al., 2018).

Data were collected using triangulation techniques, including observation, semi-structured interviews, and document analysis (Sugiyono, 2019). The data collection process continued until data saturation was achieved, defined as the point at which no new relevant information emerged (Benjamin Saunders et al., 2018). This approach aligns with the characteristics of qualitative research, which seeks to answer *what, how, and why* questions through in-depth narrative data (Enas Abuhamda A.A. et al., 2021). Common qualitative data collection methods such as document studies, participant and non-participant observation, semi-structured interviews, and focus group discussions are widely recognized in qualitative inquiry (Busetto et al., 2020).

Data analysis was conducted inductively and continuously, beginning prior to fieldwork, continuing during data collection, and concluding after the completion of field activities. The analysis followed the Miles and Huberman interactive model, which consists of four main stages: data collection, data reduction, data display, and conclusion drawing and verification (Sugiyono, 2019). Data reduction involved summarizing and focusing on key themes, while data were presented in narrative form to facilitate interpretation. Conclusions were treated as provisional and were continuously verified to ensure credibility.

To ensure data trustworthiness, the study applied four criteria: credibility, transferability, dependability, and confirmability (Sugiyono, 2019). Credibility was established through triangulation of data sources and methods, prolonged engagement, increased research rigor, and member checking. Transferability refers to the applicability of findings to other contexts, dependability emphasizes consistency in the research process, and confirmability ensures that the findings are derived from the research process rather than researcher bias.

The research was conducted at the Public Broadcasting Institution Radio Republik Indonesia (LPP RRI). This institution was selected as the research site because it is undergoing organizational transformation, including the transition from structural to functional positions as part of Indonesia's bureaucratic reform. This process requires significant adjustments in employee competencies and has not been extensively examined, particularly within the context of public broadcasting institutions, making LPP RRI a relevant and strategic research setting.

The primary research instrument was the researcher, supported by document review guidelines, observation guidelines, and interview protocols. Key informants consisted of nine individuals representing top management, functional officials, and human resource personnel directly involved in the implementation of job transitions at LPP RRI. The study was conducted over a two-month period, from October to November 2024.

3. Empirical Findings/Results

The Process of Transition from Structural Positions to Functional Positions at LPP RRI Viewed from the Weberian Bureaucracy Perspective

Radio Republik Indonesia (RRI) is a Public Broadcasting Institution that has played a strategic role as a national communication medium from the period of independence to the present day. RRI provides public broadcasting services in the form of information and entertainment programs, including music, radio drama, and other content, aimed at meeting the public's need for timely and accurate information. In line with technological developments, RRI has expanded its services through digital broadcasting and multiplatform delivery, supported by an extensive network of 69 stations and 30 production studios across Indonesia, including frontier, outermost, and underdeveloped (3T) regions, as well as international broadcasting (RRI Strategic Plan 2025–2029).

The success of RRI is closely linked to effective human resource management. Therefore, the transition from structural positions to functional positions at the Public Broadcasting Institution Radio Republik Indonesia (LPP RRI) represents an important dynamic in public-sector human resource management as part of bureaucratic reform. This study analyzes the transition process using the Weberian Bureaucracy model, which emphasizes ideal bureaucratic characteristics, including the division of labor or specialization.

a. Division of Labor or Specialization

The division of labor or specialization is a core element of Weberian bureaucracy, intended to enhance organizational efficiency and effectiveness. In the context of LPP RRI, the transition from structural to functional positions reflects a reorientation from a hierarchical structure toward specialization based on professional competencies and measurable expertise. Research findings indicate that while some employees experienced a smooth transition, others felt disadvantaged due to limited understanding of regulatory rules and inconsistencies in implementation.

Several informants noted that the organizational structure has become more developed, with functional officials ranging from implementing staff to junior and senior experts reporting directly to director-level leadership. This structure has increased organizational agility, as administrative and financial tasks are handled by heads of administrative units, while operational responsibilities are carried out by functional officials according to their areas of expertise.

However, the study also identified mismatches between formal job descriptions and actual work practices. For example, functional Public Relations Officers (Pranata Humas) in the Directorate of Business Development Services predominantly perform marketing, partnership development, and asset utilization activities that are not fully aligned with the official functional job descriptions or credit point (DUPAK) requirements. Similar conditions were observed among functional Procurement Officers, who were unable to perform core functional duties due to unmet mandatory certification requirements.

From a managerial perspective, leadership emphasized that the transition aims to strengthen functional specialization through competency-based job mapping derived

from employees' educational backgrounds and prior work experience. The establishment of professional performance standards is expected to ensure that organizational outputs and outcomes are aligned with institutional objectives.

The transition has also resulted in changes to hierarchical authority. Functional officials now operate under shorter reporting lines, which has improved efficiency. Nevertheless, some informants highlighted a reduction in supervisory authority previously held by administrative officials, with such authority becoming centralized at higher structural levels.

In conclusion, the division of labor or specialization aspect of the transition at LPP RRI reflects a strategic effort to create a lean organizational structure with function-rich roles to enhance efficiency and professionalism. However, the policy is also perceived as a career constraint for civil servants who have traditionally oriented their career aspirations toward structural positions. The reduced availability of structural roles has contributed to employee resistance and apathy, posing challenges to the early stages of the transition process and to the broader transformation of civil servants into highly professional public officials.

b. The Principle of Hierarchy of Authority

The transition from structural positions to functional positions at LPP RRI is part of the government's policy to improve the efficiency, effectiveness, and professionalism of the State Civil Apparatus (ASN). This process is carried out based on multiple considerations, including legal mandates, age factors, job functions and responsibilities, as well as the functional competencies and capabilities of employees. The determination of functional positions is aligned with RRI's core areas of work, namely broadcasting and news services, technology and new media, and services and business development, with adjustments to functional career levels based on previous structural echelon ranks.

The implementation of this policy has resulted in significant changes to the principle of hierarchical authority. The elimination of structural positions at echelon III and below has led to a highly streamlined organizational structure, leaving only two layers of leadership. This condition is considered to accelerate decision-making processes and reduce multi-layered bureaucracy, while simultaneously encouraging a performance- and results-oriented work system. In practice, functional officials now have more direct reporting access to top management, allowing performance evaluations to be conducted more efficiently and with greater focus.

Nevertheless, these hierarchical changes have also generated several consequences. Some informants indicated the emergence of overlapping duties and ambiguity in the distribution of authority, particularly due to the partial reactivation of certain structural positions, which has prevented functional roles from being fully optimized. In addition, the workload and responsibilities of functional officials are perceived to be heavier, as they are required to work independently and be directly accountable for

performance outcomes. This differs from structural positions, which are generally more coordinative and collective in nature. On the other hand, some employees view this transition positively, as it enables greater focus on specialized tasks and contributes to improved organizational performance.

From a managerial perspective, the reduction of hierarchical levels at RRI has had a substantial impact due to the organization's relatively lean structure compared to other ministries or government agencies. The removal of echelon III positions, which previously constituted the second layer of leadership within RRI, has weakened managerial functions within the core broadcasting operations. This condition has affected coordination, integration, and operational synchronization, making them less optimal.

In conclusion, the application of the principle of hierarchical authority in the transition from structural to functional positions at LPP RRI supports organizational rightsizing aimed at enhancing efficiency and effectiveness in public service delivery. However, the reduction of hierarchical levels without fully considering the specific organizational characteristics of RRI may potentially hinder managerial agility, professional performance, and effective coordination in the execution of the core functions of a public broadcasting institution.

c. The System of Rules

The transition from structural positions to functional positions at LPP RRI requires a clear and well-established system of rules to ensure a smooth and orderly process. Within the Weberian bureaucratic framework, formal rules function as the primary mechanism to guide employee behavior, define authority, and prevent overlap of duties. The findings indicate that although national regulations issued by the Ministry of Administrative and Bureaucratic Reform (KemenPAN-RB) were available, internal institutional regulations at LPP RRI were initially perceived as incomplete by some functional officials. This condition created uncertainty regarding the boundaries of authority, rights, and obligations, particularly due to the absence of internal instruments comparable to the Organizational Structure and Work Procedures (SOTK) previously applied to structural positions.

Despite these limitations, several informants stated that the transition process generally followed existing regulations and was implemented in accordance with formal procedures. The introduction of the Employee Performance Target (SKP) system helped clarify performance indicators and task responsibilities for functional officials. In practice, functional tasks especially within the Directorate of Business Development Services were derived from directors' strategic objectives, including increasing Non-Tax State Revenue (PNBP) through broadcasting services, digitalization, asset utilization, and marketing activities. However, the complexity of these tasks often exceeded the scope explicitly outlined in functional job descriptions, requiring employees to interpret regulations flexibly.

Challenges related to compliance with new rules were also identified. These challenges were not solely institutional but were influenced by individual attitudes toward change. Some employees perceived new regulations as restrictive, while others viewed them as supportive tools designed to simplify work processes and enhance flexibility. Informants emphasized that acceptance and effective implementation of the rules largely depended on personal adaptability, openness to change, and understanding of regulatory objectives.

From a broader perspective, the transition at LPP RRI was strongly influenced by Indonesia's national bureaucratic reform agenda, particularly the Grand Design of Bureaucratic Reform 2010–2025 and related presidential and ministerial regulations. These policies emphasize reducing structural hierarchies and strengthening functional positions based on expertise and competence. In response, LPP RRI issued internal Director General Regulations, including the new SOTK, which formally limited structural positions to Heads of Work Units and Heads of Administration, while operational tasks were coordinated through functional positions, team leaders, and sub-team leaders. This regulatory framework was considered effective in supporting organizational agility and continuity.

To ensure compliance and minimize resistance, LPP RRI conducted intensive and continuous socialization programs. These included national and regional coordination meetings, online and offline workshops, and direct visits by the Directorate of Human Resources and General Affairs to regional stations. Documentation shows that systematic socialization activities were carried out across multiple regions, contributing to a shared understanding of the transition process among employees.

In conclusion, the system of rules plays a fundamental role in supporting the transformation from structural to functional positions at LPP RRI. Although the process faced bureaucratic, cultural, and resource-related challenges, the combination of strong regulatory support, persuasive and educational approaches, and consistent socialization enabled the transition to be completed within the government's stipulated timeframe. Overall, the adaptation of formal rules at LPP RRI has contributed to improved organizational efficiency and effectiveness, despite ongoing adjustments required at the operational level.

d. Formalistic Impersonality

The transition from structural to functional positions at LPP RRI represents a critical phase that significantly affects interpersonal relations within the organization. In the Weberian bureaucracy framework, formalistic impersonality refers to professional interactions that are based on duties, responsibilities, and formal rules rather than personal relationships or emotional considerations. This principle becomes increasingly relevant during job transitions, as authority, performance assessment, and coordination mechanisms undergo substantial change.

The findings indicate that performance evaluation for functional officials is conducted objectively based on formal regulations issued by the Ministry of Administrative and Bureaucratic Reform and the National Civil Service Agency. Performance appraisal no longer relies on credit point accumulation but follows the provisions of Government Regulation No. 30 of 2019 and Ministerial Regulation No. 6 of 2022. This regulatory framework reinforces impersonal and rule-based performance management, ensuring objectivity and professionalism.

Functional positions contribute positively to organizational flexibility, particularly in the appointment of team leaders and sub-team leaders based on competence rather than structural rank. This system encourages meritocracy and allows employees to contribute according to their expertise. To support this transition, management implemented intensive communication strategies, including formal socialization sessions and informal communication channels, to minimize resistance and maintain professionalism.

However, the transition also generated challenges related to changes in hierarchy, authority, and job alignment. Some functional officials experienced difficulties when their new roles did not align with their previous experience or daily tasks, leading to confusion, reduced effectiveness, and perceived disadvantages. Others reported discomfort when assigned disciplinary or supervisory tasks that were not formally within their functional authority, highlighting ambiguity in role boundaries.

Adaptation to the new hierarchy varied among employees. Some adjusted smoothly by redefining their professional identity and collaborating as equal partners, while others experienced a perceived loss of control, coordination, and authority due to the reduced hierarchical structure. In several cases, functional officials faced limited access to information and coordination because they were no longer perceived as direct supervisors. Nevertheless, employees assigned as team leaders or coordinators retained significant authority and responsibility, indicating that role designation rather than job title determined influence and control.

Despite these challenges, many informants emphasized that the functional system ultimately promotes clearer task focus, measurable performance outcomes, and improved efficiency. The impersonal nature of professional relationships encouraged employees to become more proactive in communication, coordination, and problem-solving, both individually and organizationally.

In conclusion, the principle of formalistic impersonality has supported a fundamental transformation in mindset and work culture at LPP RRI. The shift from a hierarchical, instruction-driven managerial culture to a functional, performance-oriented system compelled employees to engage in more proactive and professional interactions. This transformation has contributed to measurable improvements in performance, as documented in functional performance reports, and has strengthened accountability within the organization.

e. Career System

The career system at LPP RRI has undergone significant reconstruction following the transition from structural to functional positions. Career mobility is no longer primarily determined by organizational hierarchy, but by individual performance, competency development, and nationally recognized functional career levels. Functional positions offer a structured and measurable career path through four levels Junior Expert, Associate Expert, Senior Expert, and Principal Expert allowing employees to advance based on expertise and performance achievements rather than managerial authority.

This transformation presents both opportunities and challenges. On the one hand, functional positions provide clearer, performance-based career progression, longer career longevity compared to structural positions, and greater opportunities for specialization in broadcasting-related competencies. The recognition of functional positions such as Broadcasting Officers and Broadcast Technicians has revitalized professional motivation, strengthened institutional identity, and opened new horizons for career development within LPP RRI.

On the other hand, several constraints were identified. Certain functional career requirements such as mandatory postgraduate qualifications for advancement have created bottlenecks and staffing gaps, particularly in strategic functional roles. Additionally, LPP RRI's internal career framework had historically been oriented toward structural positions, resulting in limited readiness and incomplete integration of functional career pathways. Psychological resistance also emerged among some employees due to the perceived loss of authority and status following the transition.

To mitigate these challenges, LPP RRI implemented proactive measures, including competency assessments, transparent performance evaluations, intensive communication, and career socialization programs. These efforts aimed to reduce psychological burden, clarify career prospects, and encourage employees to adapt to the new functional career paradigm. Importantly, the functional career system remains flexible, allowing opportunities for re-entry into structural positions when organizational needs and managerial competencies align.

Overall, the functional career system supports organizational rightsizing, strengthens professional specialization, and enhances accountability within LPP RRI. However, its long-term success depends on continuous regulatory refinement, alignment between functional duties and actual work practices, capacity building, and sustained leadership commitment.

In conclusion, the career system transformation has contributed to the development of professional, competent, and performance-oriented civil servants at LPP RRI, aligned with the institution's core values of patriotism, professionalism, nationalism, and independence. By fostering transparent, objective, and merit-based career advancement, the functional career system serves as a strategic foundation for building a resilient and adaptive public broadcasting institution.

Strategies for Addressing the Challenges of the Transition from Structural to Functional Positions at LPP RRI

a. Strategy to Overcome Division of Labor (Specialization) Challenges:

Division of labor (specialization) in the transition from structural to functional positions at LPP RRI is both a strategic opportunity and a challenge. On one hand, it supports a lean organizational structure with enriched functions, improving efficiency and professionalism. On the other hand, it can limit career prospects for employees who are used to structural career paths, as the number of high-level structural positions is reduced. This situation initially creates resistance and apathy among some employees.

The main challenges identified include cultural and mindset issues. Employees accustomed to working based on personal discretion rather than measurable, functional indicators may struggle to adapt to a performance-based, specialized work system. As K I explains, the challenge lies in transitioning from a culture of “doing as desired” to a measurable, accountable, and functional specialization.

To overcome these challenges, LPP RRI employs a multi-faceted strategy:

1. **Communication and Socialization:** The Directorate of HR and General Affairs (SDMU) conducts intensive, tiered communication and socialization to inform employees about the functional work system and the associated career opportunities. This approach clarifies the differences between structural and functional roles and emphasizes that both paths offer career growth.
2. **Training and Skills Development:** The Center for Competency Development (Pusbangkom) organizes education and training programs to enhance Information and Communication Technology (ICT) skills, ensuring employees can adapt to technological requirements.
3. **International Collaboration:** The Directorate of Programs and Production, together with Pusbangkom, establishes partnerships with international public broadcasters (e.g., Swedish Radio) and regional broadcasting organizations such as the Asia-Pacific Broadcasting Union (ABU) to provide global exposure and best practices in functional specialization.
4. **Functional Competency Standards:** SDMU develops and enforces a Director’s Regulation outlining the competency standards required for each functional position within LPP RRI.
5. **Standard Operating Procedures (SOPs):** SDMU, through its Organizational and Governance unit (Ortala), formulates SOPs detailing the responsibilities, tasks, and performance standards for all functional positions.
6. **Structured Competency Development Plans:** The HR Development Center (PPSPM) designs structured and continuous competency development programs for all functional position levels.
7. **Position Mapping:** SDMU’s Organizational and Governance unit maps functional positions to assess education, skills, and qualifications required for each role.

8. Rotation and Assignment Based on Competency: The HR Directorate implements a rotation system ensuring employees are assigned roles that match their competencies and training, maximizing performance and career growth.

This comprehensive approach ensures that the division of labor between structural and functional positions is clearly understood, well-managed, and accepted. It mitigates resistance, provides equal opportunities for career progression, and supports the transformation of LPP RRI into a professional, efficient, and functionally competent organization.

b. Strategy to Overcome the Principle of Hierarchy (The Principle of Hierarchy)

This strategy supports the implementation of rightsizing as a constructive and solution-oriented step to achieve efficiency, effectiveness, and the organizational capability to carry out its duties and functions as a Public Service Institution in Radio Broadcasting. Rightsizing, implemented as part of the transition from structural to functional positions, follows the government mandate to streamline organizations by reducing structural levels, particularly Echelon III and below.

On one hand, this strategy is a constructive and solution-oriented step to achieve efficiency and effectiveness. On the other hand, it can hinder the development of professionalism and agility in public service delivery at LPP RRI. This is because reducing the hierarchical levels of Echelon III in core RRI business units (TUSI) weakens managerial processes in public service, as Echelon III represents the second layer in the LPP RRI structure. Consequently, there is no longer a structural broadcasting TUSI unit at LPP RRI, which impacts coordination, integration, and synchronization of operational management. Strategies to Overcome the Hierarchy Principle Challenge include:

1. Appointing Coordinators or Team Leaders: Assign additional responsibilities to coordinators or team leaders to perform managerial functions that replace the abolished structural positions, including broadcasting management and broadcast technician management.
2. Managerial Competency Development: The LPP RRI Center for Competency Development (Pusbangkom) should enhance managerial competencies through managerial training programs for all core business RRI team leaders.

4. Discussion

The transition from structural positions to functional positions at the Public Broadcasting Institution Radio Republik Indonesia (LPP RRI) represents a strategic transformation within public-sector human resource management as part of Indonesia's broader bureaucratic reform agenda. Viewed through the Weberian bureaucracy perspective, this transition reflects an effort to realign organizational structures toward specialization, professionalism, and performance-based governance. RRI's role as a national public broadcaster with extensive territorial

coverage and increasing digital service demands requires a human resource system that emphasizes expertise, efficiency, and adaptability. Consequently, the shift from hierarchical structural roles to competency-based functional positions is intended to strengthen organizational effectiveness while supporting the institution's public service mandate.

From the perspective of division of labor or specialization, the transition has reoriented RRI's organizational structure toward function-rich roles grounded in professional competencies. Functional officials now carry out operational broadcasting, technological, and business development tasks directly aligned with their expertise, while administrative and financial functions are centralized under designated administrative units. This arrangement has shortened reporting lines and enhanced organizational agility. However, empirical findings reveal inconsistencies between formal job descriptions and actual work practices, particularly among functional Public Relations Officers and Procurement Officers, whose daily tasks often fall outside officially recognized functional scopes and credit point mechanisms. These discrepancies indicate that specialization has not been fully institutionalized, leading to perceptions of disadvantage and career stagnation among some employees. While management emphasizes competency-based job mapping derived from education and work experience, the reduced availability of structural positions has generated resistance among civil servants who traditionally viewed hierarchical advancement as the primary career pathway.

The principle of hierarchy of authority has also undergone significant transformation following the elimination of echelon III and lower structural positions. This rightsizing policy has resulted in a lean organizational structure with only two leadership layers, accelerating decision-making processes and reducing bureaucratic complexity. Functional officials now report more directly to top management, enabling more focused performance evaluations and outcome-oriented accountability. Nevertheless, the findings indicate that this hierarchical simplification has also weakened managerial coordination within core broadcasting operations. The absence of intermediate managerial layers has created overlapping authority, increased workloads for functional officials, and reduced integration across operational units. While some employees perceive this system as empowering due to increased autonomy and task focus, others experience ambiguity and pressure due to heightened individual accountability. These outcomes suggest that hierarchical reduction, although aligned with efficiency goals, must be carefully calibrated to the specific organizational characteristics of public broadcasting institutions such as RRI.

The system of rules plays a crucial role in regulating the transition process and ensuring organizational order. Although national regulations issued by the Ministry of Administrative and Bureaucratic Reform provided a formal legal foundation, the initial absence of comprehensive internal regulations at LPP RRI generated uncertainty regarding authority, rights, and responsibilities. The lack of internal

instruments equivalent to the former Organizational Structure and Work Procedures (SOTK) for structural positions resulted in ambiguity, particularly during the early stages of implementation. Over time, the introduction of new internal regulations, including revised SOTK provisions and the Employee Performance Target (SKP) system, helped clarify functional roles and performance indicators. However, the complexity of operational tasks, especially in business development and digital broadcasting, often required flexible interpretation of formal rules. Acceptance of these regulations varied among employees, influenced by individual adaptability and openness to change. Continuous socialization through coordination meetings, workshops, and regional visits proved instrumental in fostering shared understanding and reducing resistance.

In terms of formalistic impersonality, the transition has reinforced a more objective and rule-based professional culture within LPP RRI. Performance evaluation is now conducted in accordance with standardized national regulations, emphasizing measurable outputs rather than personal discretion or hierarchical proximity. Functional appointments, including team leaders and coordinators, are increasingly based on competence rather than structural rank, promoting meritocracy and professionalism. Nevertheless, challenges persist in aligning authority with responsibility, particularly when functional officials are assigned supervisory or disciplinary tasks not explicitly covered by their functional mandates. Variations in individual adaptation were evident, with some employees successfully redefining their professional identity within a collaborative framework, while others experienced a perceived loss of authority and access to information. Despite these challenges, the impersonal nature of professional relations has encouraged proactive communication, clearer task focus, and improved accountability across the organization.

The transformation of the career system constitutes one of the most significant implications of the transition from structural to functional positions at LPP RRI. Career advancement is no longer determined by hierarchical rank but by performance, competency development, and nationally standardized functional career levels. This system offers clearer and longer career trajectories, particularly for broadcasting and technical professionals, and aligns individual development with institutional needs. However, structural legacies have limited organizational readiness, resulting in incomplete integration of functional career pathways and psychological resistance among employees accustomed to positional authority. Mandatory educational requirements for higher functional levels have also created bottlenecks in staffing strategic roles. To address these challenges, LPP RRI has implemented competency assessments, transparent performance evaluations, intensive communication, and structured career socialization programs. These efforts aim to reduce uncertainty, clarify career prospects, and encourage adaptation to the functional career paradigm.

Overall, the transition from structural to functional positions at LPP RRI reflects a strategic application of Weberian bureaucratic principles to support organizational

rightsizing, professional specialization, and performance accountability. While the transformation has contributed to increased efficiency, flexibility, and merit-based governance, its long-term success depends on continuous regulatory refinement, alignment between formal rules and actual work practices, sustained capacity building, and strong leadership commitment. By strengthening functional competencies and fostering a professional work culture, LPP RRI is better positioned to fulfill its mandate as a resilient and adaptive public broadcasting institution in the digital era.

5. Conclusions

The transition from structural to functional positions at LPP RRI is a strategic initiative to build a more professional, efficient, and adaptive public broadcasting institution. Guided by Weberian bureaucratic principles Division of Labor, Principle of Hierarchy, System of Rules, Formalistic Impersonality, and Career System this policy enhances civil servant professionalism, performance accountability, and competency-based career development. Among these five aspects, Division of Labor and Principle of Hierarchy function as both enablers and obstacles, while System of Rules, Formalistic Impersonality, and Career System serve as supporting factors. To address the challenges, LPP RRI implements comprehensive strategies: for Division of Labor, the HR Directorate carries out intensive communication, socialization, and instructional approaches; the Competency Development Center (Pusbangkom) provides structured ICT and professional training; collaboration is established with international public broadcasters; functional competency standards and SOPs are developed; structured competency development plans are created; functional positions are mapped to assess qualifications; and rotation is implemented according to competence. For the Principle of Hierarchy, coordinators or team leaders are assigned additional managerial responsibilities to replace abolished structural positions, and Pusbangkom provides managerial training to all core business team leaders. These strategies ensure a smooth transition, strengthen professional capacity, and support the effective performance of functional roles in LPP RRI.

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