The Model of Communication and Political Ethic in Reducing Legislative Arrogance Behavior and Society Apathy Attitude toward Public Service

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Abstract

Legislative arrogance behavior has a significant impact on society apathy attitude, and one of the solutions is establish an aspirations political communication, also polite political ethics to make society participate for optimum public services and counties development to be effective and efficient. The influence of legislative arrogance behavior is cause by several factors such as power affiliation, achievement and intuition. Meanwhile, an apathetic attitudes from society is cause by several factors such as cognitive, affective and behavior aspects. This research is conduct in the regency of Malang, the city of Malang and the city of Batu by using descriptive qualitative as research methods. The data collection technique is interview and documentation with sampling technique purposive sampling together with snowballing sampling. The collected data then analyze with interactive analysis method. The result of research shows that political communication and political ethic from government apparatus must be enhance and repair to reduce legislative arrogance and apathy attitude from society. An excellence in public service is society expectation therefore in order to be not apathetic a polite and nice communication pattern is needed from the government apparatus.

Keywords: political communication, political ethic, legislative arrogance, society apathy, public service.

1. Introduction

Indonesia is one of the biggest democracy country in the world. This democratization progress undergone a better development process from year to year. This ongoing democratization is still having many problems and obstacles. One of these problems are communication pattern and political ethic of government apparatus which considered as arrogant and make society feel apathetic for their performance in public services.

Kacung Marijan (2009) said legislative members become less aspirations, arrogant, unresponsive to society/ nation aspiration. In a general view, there is an assumption that legislative member today are very humiliating and work no better then the previous legislative members.

These members are selected to run political reign on behalf of society. Their working performances are limited by ethics and morality of politics to prevent misuse of power for their political groups or parties. Ethics and morality are not written law, because it is related to suitable act and decent manners.

Although ethics and morality are often use interchangeably, Paul Ricoeur (1990) a French thinker, states the difference among them. Ethics is related to a purpose for a better human lives. Political ethic is needed to fulfill the demand to live co-exist and for other people, to expand freedom scope, and building more fair institutions. Therefore, political ethic is not only reduce to be individual behavior matters, but also has a relation with social ethics. Meanwhile, morality is related to the statements of the purpose and consider to be a duty that must be fulfilled.

The poor working performance of legislative member during 2010 which caused by communication barrier factor is seen as one of the cause of poor working performance of legislative members. Due to communication misunderstanding, then the message can be broken. This terrible communication inside House of Representatives resulting in several job program and plans that have been designed by House of Representatives during 2010 can not be deliberate to public as a whole (Ali, 2010).

Political communication also be understood as a communication between the government and the society. In this way, when the governer (government apparatus) has an unsuitable communication pattern, then the governees (society) will behave badly (Aminulloh, 2010).

Every message that deliver and conducted by legislative member is a communication message which stay inside the frame of public interest and as communicator member of legislative they will take responsibility to realize those interest in order to make *das sollen* and *das sein* come closer. Meanwhile in today political world

the political actor gain the lowest point in public credibility which resulted public interest can not be accommodate in full (Yulianto, 2009).

The poor performance of public service as the finding of survey held by combating corruption commission in the Integrity of Public Sector 2010 are as follow: National Integrity Index decline from the previous year (from 6,5 in 2009 in to 5,42 in 2010). One of the cause is the decreasing of quality of public services in several units of services whether in central institutions, vertical institutions or local government.

This finding is supported by the research of Sugeng Rusmiwari (2011) held in East Java with coverage of the regency of Malang, the city of Malang, and the city of Batu about Apathy Attitude of Society to Public Services. Total score of Public Apathy Attitude is consider tends to be apathetic, by means score 3,54 or 69 %. Public services are consider as slow service and there are several illegal administration fee outside the exact one. According to the data, 59,1 % respondent said that public services is slow. 18,2 % said birocracy services is on time with the score for statement about birocracy service and some illegal fees are 22,7 %. The summary is birocracy services in the city of Malang is considered slow and there is illegal fees to simplify the process of public services.

The role of government through birocracy existence is to serve society, not serve itself or its superior or supreme leader. Civil servant (government-birocracy) is held not to serve themselves, but to serve society and expected to create a promising condition for every member of society to develop their ability and their creativity for united purposes (Thoha, 2010).

Therefore, society need an aspirations but effective communication model to reach that united purposes through policies that suitable with society aspiration. In addition, society need a model of advocating communication to enhance the effectiveness of message sending without making any arrogant impression.

2. Method of Research

The location of the research are three areas in East Java, namely regency of Malang, city of Malang, and city of Batu. These areas chose with consideration that they are represent typical characteristics of East Java society which are traditionalist, religious, and metropolis. Research strategy will lead to qualitative research with descriptive tendency that lead to in depth and detailed description for condition, process, and relation or its interconnection to primary matters that found in research target (Sutopo, 2006). As qualitative research design has a flexible and open characteristic then proposal draft is display in general view and remains in speculative position so it can be adjust with real condition in the location of the study.

This research itself is using two methods, in depth interview and document recording/examination of certain documents. This kind of research has a tendency to a sampling technique which better known as purposive sampling. This sampling technique chose because the researcher tends to select informan that understand the problem and has a deep information and reliable to be a steady data source (Sutopo, 2006). Next, purposive sampling technique will follow by snowball sampling technique. It can implies the amount of sample which will grow bigger during the process of data surveilance (Pawito, 2007). Data is gather by snowball technique through several steps where the researcher will identify information from an informan to initiate data collection, then from this informan the researcher will ask another person who qualified to be interviewed for the next informan.

The data analysis that the researcher choose in this study is interactive analysis model. This interactive analysis model has three analysis components which is data reduction, data presentation, and conclution/verification, data activities done in interactive model through data collection process as a cycle process (Miles and Huberman, 1992). Three schemes of the activities are data reduction, data presentation and conclution/verification.

3. Political communication of Government Apparatus

Political communication of government apparatus is a model of communication between government and legislative member for society. The ongoing communication process include the communicator side or political orator, message content, media usage, target audience, and expected effect from the society. Political communication channelling people' aspiration and political interest as input for political system. While in the same time political communication also transferring policy taken from or as an output from political system. Hence, through political communication, society can give support, present aspiration and making surveillance to political system.

Political communication of government apparatus to society can occur in a hearing session with the member of legislative board. Here, legislative member play a role as society representative. The hearing session is needed to formulate any policy by government especially for some matters that have direct relation to the necessity of society in general.

Communication form of government apparatus is held not only with legislative member but also with society in direct communication. Government apparatus need to make direct communication with society

involved by moving downslope. This kind of communication will bring many messages about government policies that related with society. With this method, society are expected to understand every government policy. And in the end, society will support and take a participation to every government policy in development program of the nation.

Communication process as stated above will able to show how political communication format of government apparatus with the society. The ongoing communication tends to create mutual understanding between one to another. Then, the model of ongoing communication is not one way communication but two way communication or interactional communication.

Another form of political communication from government apparatus are making mass media and internet as their tools. This form is one of the model of political communication from the government, in this discussion the Mayor and his/her apparatus as government when implement their authorization in the making of formal reports with the legislative member annually. This report will be directly broadcast to mass media or internet so the society can be able to access these information. The usage of mass media in delivering message done with a purpose to expand the scope of target society. This is also another form of political communication process of government apparatus in making a communication with their society.

There are several important components involved in political communication process. First, the communicator in a political communication, the side that promote and lead one communication act. As occur in usual communication process, communicator in political communication can be divided in to individual, institution or groups of people (Muhtadi, 2008).

Legislative member as society representative mostly assumed do not have a good political communication with the society as their constituent. This assumption is align with the result of research from Malang Corruption Watch, The House of Representatives (DPRD) does not have a good communication in meeting with its constituent. The legislative members are still not engage a good communication act, if there is any, kinds of communication they are engaged is in temporary basis. It is worsening with political party that are not well function.

From Dan Nimmno (2005) perspectives, this political communicator, government apparatus or legislative members play several primary social roles, especially in the process of making a public opinion. Government apparatus or legislative members are the doer who create public opinion, because they are succeeded making some ideas that initially rejected, then reconsider, and finally accepted by society or public. Therefore, Dan Nimmno continues, their attitude toward public also dignity that given to them as human can influence the model of communication they are produce. As individual source or collective source, every political communicator become a potential party who take charge of aligning the direction of socialization process, kinds of participation, also recruitment patterns of political mass to reach the purpose that has been stated.

Second, public of political communication, as a receiver, has only temporary terms. Just like the general concept that apply in communication, when a receiver give a feedback to certain political communication process, or when a receiver continuing those messages to other people in a different communication process or opportunity, at that time the receiver role has change to be a source or the communicator. Public of political communication may give response or feedback, in the form of ideas, opinion, or political behavior that they play. In many researches about political socialization, according to Kraus and Davis (1978), there is an indication that second stage communicator (which previously acted as public) play a significant role to the next process of communication.

Third, the political communication channels, which are every side or parts that allowing the arriving of political messages. In certain things, there is a double function that played by certain groups in communication. Such as, in a process of political communication, government apparatus may play double function. In one side, they act as communicator who passing messages from the government; and in the other side, they may act as a communication tunnel for transferring information that come from society in general.

Beside interpersonal channel that occur so many times in public, another aspect which has similar importance in sending political messages process is mass media. Historically, research of mass media effects in political behavioral are sufficient to show big role of mass media in political communication activities (Muhtadi, 2008). In Indonesia, as addition to the limited research that concern about those matters, the usage of mass media in many political campaign activities in General Election started to increase. This political effect from mass media, according to Blumler and Gurevitch (1982) happen mostly because of general mass media has a big potential effect to their viewers. Moreover, news on the media, said Agus Sudibyo (2001), always formulates with heavy load of ethical contents, morality, and certain values. Journalist itself, as Agus continue, is not a robot that can be programmed to report every fact blatantly. Therefore, as in its turn media is not only function as a channel for political information, but also had a part for social power which has a important role to decide many changes in society.

4. Political Ethics from Government Apparatus

Political ethics of Government apparatus is behavior or attitude of government apparatus when they are conduct many duties that involve society whether direct or indirect. Typical characteristic of political ethics are, lay on the purpose of political ethics; to lead to a better live, together and for others, in pursuit of expanding freedom scope and building fair institutions (Ricoeur, 1990). Here it shows how government apparatus as an institution is expected to fulfill a better and fair life for their society.

Related to limitation of political ethics from government apparatus, Ahmad, one of the staff division of Malang Central Government give statements that political ethic from the government is suitable with the rules that set on government regulations, such as rules**,** and government regulations**.** Because it has arranged according to the government regulations, then it will not occur or create legislative arrogant behavior. If there is any, it just a minor attitude from irresponsible person outside**.** However, if the impact is lay on society apathy attitude then it will generate less or more effect to society. When political ethics of apparatus is align with government regulation then the apathy attitude of public will be decrease.

Paul Ricoeur (1990) define the political ethic is not only concern to individual behavior, but also link to collective behavior (social ethic). In individual ethic, when a person has a certain perspective, he/she can transform it into an action immediately. Whereas in political ethic, as a social ethics, to create their vision into action will require approval from many citizen as much as they can get because it is related to collective acts. Then, a relationship between someone's live perspective with collective action indirectly needs a mediator.

Although there are limitations of political ethics from government apparatus, their political ethics nowadays are getting better, because there is an increase from their previous behavior. This condition can progress better if the behavior scale rising high. As previously stated by Cahyo Sasmito, that political ethic of government apparatus are getting better, because there is an increase from previous measurement. If this condition can be lift more then it will progress better. Therefore, member of legislatives and society must build a synergy to prevent apathy attitude from public to avoid pessimism because of their aspiration being ignored.

Political ethic of government apparatus or member of legislative is a subsidiary of public ethic category. According to Haryatmoko (2011) political ethic is reflection about norms/standard values that lead to good/bad behavior, right/wrong attitude, action, and decision to direct public policy in implementating public services responsibilities.

In the process of implementation and governing a country**,** politic ethic demands the power in state run accordingly to Legality Maxim /(Law Legitimation), in democracy (democracy legitimation), and conduct based on moral principles (moral legitimation). This kind of politic ethic must be done by every individual who take direct involvement in implementation process of state governance.

The purpose of political ethic according to Arik Rosyadi (2014) is directing to a better lives, together and for others, in a purpose to expanding freedom scope and building fair institutions. Definition of political ethic helps to analyze the correlation between individual act, collectives act, and existence structures. In this perspective, political ethic has three demands (1) effort to better lives with and for others; (2) effort to expand the scope of freedom**;** and (3) building fair institutions.

Those three demands are interrelated. "Live together and for others" can not be realize unless the society able to receive plurality and move inside fair institutions framework. These fair institutions allow the realization of freedom that prevent citizen or groups of people from unfortunate act toward each other. Definition of freedom is use for physical requirement, social also politic which necessary for implementation of concrete freedom or democratic liberties: freedom of pers, freedom of united and gather around**,** freedom to express opinions**,** and else. In this context, the discussion about social memory has a close relationship with political ethic. Moreover, many violence cases and mass murderer always keep repeating in Indonesia. From this experience people begin to suspect that the missing of law process to certain violence and murder that happened is a systemic action to bury public social memory.

5. Legislative Arrogance Behavior and Public Apathy Attitude

Legislative arrogance behavior is an attitude or behavior of the member of legislative which inappropriate with political ethic and tends to ignore public aspiration. This behavior can be connected to authority of legislative members in relation to personal interest and their group interest. Legislative arrogance can be analogue in example of case from legislative member that come from one of political party and when they become a public official who have certain authority that embedded in themselves, run their duty based on personal will and personal interest. They ignore many personal factors such as public, rules, and else. In other word, this statement can be said as someone who do everything as he/she please or to be precisely an arrogant behavior. One of some characteristics of arrogant behavior is having a high temper or easy to get upset. They ignore and no longer strive for the will of public but incline to their own personal interest.

This legislative arrogance happen because they do not comprehend the aspects of moral and ethic as a representative of the people so they tend to act arrogantly. Member of legislative that has been chose by public

should protect and strife their public aspiration, but in some cases there are many arrogant behavior from legislative member when they carry on their duties.

Apathy attitude from public is an attitude from some part of society that disappointed because of their aspiration being ignored by the member of legislative so they became apathy to government policy. Several factors that influence the public apathy attitude is an apathy society who are not involved or invite to take a part in their government policy. Or, they are involved but their aspiration are being ignored, this can also make an apathy society. For example, at first, that society are invite to discuss and generate an agreement, but that decision is drop without any follow up action then that society will become apathy.

The decline of public trust to their representative in legislative board is the reason that make apathy society. They tend to be apathy because their trust to legislative members or government apparatus decline rapidly because of society distrust to politician behavior (legislative). With this apathetic attitude inside the society, it will automatically impacted on the lack of political communication. Factors that cause apathy attitude in society are the factors that influence apathy attitude of society which is the society who do not know. Society do not understand where to move and do not know where to go in saying their aspiration, therefore they will remain apathy.

6. Public Services

A good public service is a service giving by civil servant according to the duty that become their responsibilities and willingly to be scale and evaluated by society (Ismaryati, 2010). This measurement especially related to how far those public services qualify or appropriate with the expectation and society needs. Meanwhile, in normative form public service is stated in rule Number 25 in 2009, about Public Service, with consideration: that the State has an obligation to serve every citizen and community to fulfill their right and basic needs.

Public services is one of manifest function of government apparatus as society and country servants. Public services by public birocracy has a reason to elevate society prosperity. The condition of society today has develop with a very dynamic movement to a better life expectancy of the related society, indicate an empowering movement that society experience. (Dwiyanto:2005).

Public service is a obligation that must be done by government apparatus. This sentence is similar with Risky Yuniar Kasmilan, The Head Division of General Affair of Batu who said that public service must be giving to society because it is a right and obligation that must be carry on by government apparatus. A good public service must have good political communication between government apparatus and society. It is conduct with a foundation of moral and ethic so the society will have satisfactory services, for example the absence of illegal fees at public services. Deliverance of good public services to society is the obligation of government apparatus. A good public service also contains with good communication between apparatus and the society.

There are several factors that influence public service: first, factor from related institutions, how is the government apparatus conduct its function, duty, and authority that embedded to itself. Second, communication aspect that are create, both for inter institution, stakeholder, also with society. If these two factors are not carry on in proper manner according to their own portions, it will result on occurrence of apathy attitude from society, low quality of given public service, including no surveillance or correction from public because the society feel apathetic. This lacks will cause inappropriate service with society expectation and make public service will not change better from year to year.

Another factor that influence public service is government policy, citizen knowledge, and honesty from legislative member or government apparatus. Not all government policy lead to effective and efficient services but sometimes become too birocratic which eventually make public services more difficult to do. While the lack of socialization process of any policy or government rules to public also resulting in minimum public knowledge to public service. It will make parts of society have apathy attitude to public service. On the other hand, in giving public services the government apparatus seem less polite in delivering their services that make society feel that government apparatus sometimes act arrogantly at their services.

Job-shop production refers to a manufacturing environment that produces goods in small batches according to customer specifications. Usually, one or several types of products are deliverable, while the incoming orders may differ in the design, quantity, process flow, or urgency (Henrich 2005). Flexibility is allowed in terms of switching between machines, methods, and resolving problems in production. Depending on the nature of business, each of the workers hired may need to possess a certain range of skills to handle different tasks or machines, whereas the total number of workers may be adjusted in response to the varying demand. In practice, transferability of permanent workers and recruitment of temporary or contract workers will help make such adjustment feasible, thus admitting of the idea of WOZIP.

7. Conclusion

Model of communication and political ethic of government apparatus in reducing arrogance behavior of legislative member and apathy attitude from society into optimum public services is direct communication to

society involved, for example: society aspiration, making a discussion or direct session with public. Other communication model are make a good example and put their position as society representative. For government apparatus must put themselves in to a guardian position and protector of society and encourage the society awareness to be active in giving suggestion and opinion of the lackness and weakness side at the time of delivering their public services. Government apparatus from three regions, which are city of Malang, city of Batu and regency of Malang need to apply an aspirative and participative communication model and political ethic to reduce the arrogance behavior of legislative member and apathy attitude of society into a minimum scale.

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