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# A MODEL OF THE LEGISLATOR'S POLITICAL COMMUNICATION IN STRIVING FOR THE ASPIRATIONS OF THE SOCIETY

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## Abstract

Legislators are using political communication as an effort to absorb the society's aspirations. They are responsible for channelizing public aspiration to the government, as the party who executes every developmental process to create a democratic and prosperous society. However, in reality, legislators are valued to be less responsive to any aspirations and to the problems that occur amongst the society. This judgment occurred after many of the society's aspirations failed to be achieved by the government. This research is using descriptive qualitative methods based on the result of interviews and documentation, with purposive sampling and snowball sampling techniques. The result of this research highlights that the factors which influence the political communication of legislators are the pragmatic behaviours of the legislators while communicating with their society. Legislators are still considering the availability of the financial budget from the government in their activities to embrace public aspirations. In addition, the society's way of thinking assumes that legislators will provide a development operational fund, which in reality is actually managed by the regional government, as the institution that runs the development and governmental process.

**Keywords:** Legislators, political communication, society's aspiration.

## 1. INTRODUCTION

As a democratic country, the implementation of Indonesia's government is based on a matter which Abraham Lincoln presented in his speech, the fact that "democracy means the rule of the people" (Aminulloh and Fianto, 2016:67). Either in state order or local government order, its governing process runs according to the will of the people as its foundation (Cangara, 2011: 53). This intention or one might call it public aspiration will then be absorbed and considered as inputs or suggestions at the time of creating a policy and many development programmes to elevate development in local regions and societies that live inside it.

The society will select legislators who are facilitated by this country in every five years, either in state or at local levels. Legislators are expected to be able to carry on with his and her duties as executive supervisor, regulation makers, and strive their public aspirations. Legislators have a huge responsibility in channelling communication between the society and government and they have to make policies that articulate into act/regulation making. They are selected to run a political power, on and for the behalf of their society. Their working performance will be limited by ethics and political morality to prevent the misuse of authority which aims at certain group interests and for certain parties only.

Legislators should find a synergy between the society's interests with the policy which will be applied by the government. Muchamad Yulianto (2009), in his research, stated that whatever is said or done by the legislators represents a communication message within public interest frame, and as communicator, they are responsible for realizing the matter to make *das sollen* closer to *das sein*. Rozidateno P. Hanida (2007) in his research also said that the relationship between the parliament and the constituent represents a crucial issue in a representative democracy system. In this context, the existence of the House of Representatives can be regarded as effective when this institution is able to reflect the constituent's interest in every decision making process.

However, this image is in contradiction with the growing reality of the present day. The legislators often put their personal interest (and certain groups) ahead rather than listen and strive for their public aspiration which makes the society develop an apathetic attitude to the

existence of their own legislators. From the survey results of the RisetInstitut in Indonesia (2013), we find out that our society today does no longer care about the existence of House of Representatives. Then, it will be very fair if in the future they will be clueless about the duty and the function of legislators in guarding every policy which is supposed to be a tool to strive for their political rights. The Head of House of Representatives Marzuki Ali gave a statement; it is natural if the society does not know much about the legislative institution because they already show apathy towards politics. Societies consider them not to become their representatives anymore because legislators are viewed to no longer care about their public's interests. This society's ignorance is caused by legislators themselves who become less arrogant, unresponsive, and other disappointing behaviours that lead to one expression that the behaviour of legislators today is very disappointing and not better from those who elected in the previous periods.

As an example, the selected legislators from General Election 2019 are valued as ineffectively in playing their role, in formulating development policies, and striving for their society's prosperity. This opinion is strengthened by the result of the survey from Indonesia Network Election Survey (2013) with the statement that almost 65% of respondents did not feel the significant role of their legislator in creating regulation (*Undang-Undang*) products, nor defence act which siding to public welfare. It also mentioned that there were many society members who confessed that the aspirations that were delivered to legislators were not optimally channelized.

Starting from the ideas and results from the several survey foundations above, it can be said that the legislators' working performance has not met public expectation. In here it is visible that there is a communication barrier between legislators and their constituents. This condition, according to Anwar Arifin (2014), is called 'the electoral gap' between the constituent and its legislator, which resulted in the fact that a lot of the members of the society do not recognize or know about their own representatives who sit in bureaucratic chair. It gets worse due to the

attitude of the legislators who do not want to intimately interact with the grass root society. This gap is likely to make legislators insensitive to many problems that happen amongst the society, which eventually makes them to be regarded as arrogant. According to Akhirul Aminullohet al (2014), the arrogant behaviour of legislators will have a significant impact on the apathetic behaviour of their society. If so, then the credibility of the political actors has come to the lowest point that makes society interests not to be well accommodated.

Therefore, in an effort to build a good relationship between the society and its government, political communication will be required in order to touch every facet of our society's problems. This must be done to make the society play an active role in every policy formulation to ensure that the development process can be carried out in an optimum way. Through political communication that runs effectively, the legislators will have enough capability to gather the society's aspirations, then identifying these problems and thinking about the solutions to deal with these matters.

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## 2. RESEARCH METHODS

This research is using qualitative methods with descriptive characteristics that lead to a detailed and in-depth description either in its condition or process, or for its relation and interrelation of several elements to basic matters found in the research target (Sutopo, 2006). Data collection technique is using in depth interviews, observations and document recordings or document analysis. The sampling technique in this research tends to use the snapshot technique (taking only a small portion), known as purposive sampling. This purposive sampling technique is then followed by the Snowball sampling technique.

For data analysis technique, this research is using an interactive analysis model. This model consists of three components, namely as: data reduction, data presentation and data verification or conclusion withdraw, in which the activities are held in an interactive format together with the data collection process as one cycle process.



### 3. RESULTS AND DISCUSSION

#### Political Communication from the Legislator

The political communication of the legislator is used in some communication formats that are conducted by these legislators within their society. In the same manner as the communication process in general, the act of political communication also has certain elements: from the communicator's aspect or political orator, a message that wants to be delivered, selected media, target society, and expected effect aspects. The entire activities of the legislators in implementing their roles and duties are a form of political communication, including (in this context), to absorb and to channel aspirations and the society's political interests which become the input of the nation and state political system, which is also used to channelize the withdrawn policy or output from its political system. Through this kind of communication, the society can give hope, support, and aspiration, also playing an active surveillance to the political system.

Political communication has a very important sense and meaning in every political process, particularly in absorbing aspirations, ideas and perspectives that grow amongst people, and what is more, political communication also functions as a tool in wide spreading many government policy planning. All behaviours that happen between the legislator and the government represent a type of political communication form. Aside from the ability to influence the policy making process, political communication also functions as a path to channelize any political information (particular from society), to take into consideration when making and applying those policies. As known, when carrying out their duties, legislators have the functions to choose and select, to control and supervise, to make regional policies, to engage debate and perform their representative function. They also have some rights such as: budgeting, questioning every member, asking for information, making a change, giving statement, opinion and imitative right. Therefore, it can be concluded that legislators have extensive functions and rights.

Asep Saiful Muhtadi (2008) divides the important components that are involved in the political communication process. The first component is the *communicator* in political communication, which is person or a party that starts and leads the act of communication. As in the communication process in general, the communicator in political communication can be divided into some formats: individual, institution, or group of people.

As the main source for engaging political communication, these days legislators are viewed to be under expectation or less maximum in playing their roles. Zainudin, the Head of Malang Corruptions Watch said that legislators have not engaged good communication within their society which makes the majority of public not to know who its legislative representatives are. Besides, although no good political communication has been found, if there is one, the characteristic is only temporary communication. This condition gets worse by the party functions that have not run making an optimum effort. (Aminulloh, 2014).

According to Nimmo's (2005) perspective, a political communicator, either government apparatus or legislator, has many crucial social roles, especially in the process of public opinion creation. They play a role as parties that create public opinion, because they have succeeded in making several ideas which in the beginning were rejected, then, considered, and at last accepted by their public. Hence, according to Nimmo, their behaviour to the society and the dignity that was given to them by the society can affect the communication result between them. Not only as individual but also in collective groups, every political communicator is a potential party who also plays an active role in determining socialization directions, making participation formats, and recruitment patterns for their political masses in order to achieve the purpose that has been set earlier.

The second component is the *political communication community*. It has a role as receptor/receiver that substantively only lasts in temporary conditions. This is aligned with the general concept applied in communication, when the receiver gives feedback or when he or she passes or continues those messages to other

communities in different communication occasions, then by that time, the receiver's role has changed into the source or communicator role. The community of political communication can give response or feedback, in the form of thoughts or ideas, attitudes or political behaviour that they play. The third component is the *channels of political communication*. They represent parties or elements that allow the distribution or the deliverance of political messages happening. In certain matters, there is a double function that is played by several elements in communication. For example, in the political communication process, the government apparatus can play a double function. On the one hand, it plays the role of the communicator who delivers messages from the government; while on the other hand, it also plays as a communication channel in order to pass the information derived from the society.

Besides the interpersonal communication channel that happens a lot amongst our society, the similar important substance in political messages deliverance process is mass media. Historically, some researches on the mass media effect in the political behaviour are sufficient enough to show the impressive role of mass media in political communication activities (Muhtadi, 2008). In Indonesia, aside from less research in this science field, the usage of mass media in any political campaign activities seemingly increases because the mass media (in general) has a huge potential effect in their society. Moreover, because media news making, according to Agus Sudibyo (2001) is always formulated with a density of ethical, moral and noble value contents. He also exposed that the journalist is not a robot that can be programmed to continue reporting facts in blunt ways, in which, as a result, will not function as a political information channel only, but also play as social power that also participate in dealing with the changes inside their society.

The existence of mass media also supports the role of determining the successful or unsuccessful of the political communication process between the legislator and the society. This condition happens due to the ability of mass media to 'touch' vast communities. Mass media has a very important value due to its ability to reach an unlimited amount of audience (Hasan,

2009). Therefore, McLuhan precisely said the correct term, mass media is a small binocular for viewing the phenomenon that happen around the globe (Lampe, 2010). This is the assumption that leads the usage of mass media as an alternative format of political communication process from government apparatus in engaging communication process with their society.

### **The Format of the Legislator's Political Communication**

The existence of the House of Representatives is to make a statement which contained a meaning that societies are expected to get involved in the governmental implementation process through their representatives inside the legislative institution. From other perspectives, democracy implementation in political fields involves parties, the legislator and the society. The legislator as a society representative must be able to understand the needs and public tendencies, because society has the right to give opinions and aspirations because these are the fundamental necessities in fulfilling their political rights (Lampe, 2010).

Each aspiration, perspective and idea inside society must be absorbed by the legislator through a good and correct political communication process. The on-going communication, does not merely involve changing ideas, but a communication process that ends or results into one policy in relation to public interests. That process will later be considered as the position of the communication function that is performed by the legislator in order to select the best move for its constituent.

Apart from absorbing aspirations, the legislator must also give political education. For example, the community must be taught about the procedure to submit the request for the operational fund from the regional budget or village budget by making a correct proposal form. This is very important for the society to understand that all aspirations connect to the bureaucratic policy and political interests must be delivered in mechanistic and procedural methods. As a country that embraces a democratic system, every society's element must honour and pay respect to any policy and procedure established by the government to make every



development step for society organized and achieved in optimum ways.

Political doers indeed can be identified as every person who 'plunges' into the political world. But, it cannot be forgotten that the society is also part of the political system itself. All these times, the growing perception about politic education is going to be learned (only) by those who are involved in the political world such as the political parties and the government apparatus. One part of the political systems who has an important role in the implementation process from one governmental system, society must also possess certain understanding about the world of politics. The society must begin to realize that politics is not only connected to political parties, campaigns, and battles for power but also tightly connected to economics, poverty and some other sectors. If these societies are clueless about politics, then, no wonder if the political doers who have power in making any policy and carrying out the governmental system so easily execute policies that harm the economic sector from this great country, to create systemic poverty and politicize education, agricultural, commerce and other related worlds.

The society is not only asked to participate in each general election, but it should also be taught how to participate in a good manner inside its planning process. This educational substance is a very important element in order to create an independent society that is able to actively participate in the development process so that it can achieve a democratic and prosperous society. To achieve this purpose, the government through its legislative institution must know the problematic matters and the solutions needed to build its society by creating an aspiration net (*jaring aspirasi*) for everybody, whether they are their constituents or not. Therefore, to run their role as 'absorbers' of the society's aspiration, legislators are carrying out this duty in several political communication formats which will be explained below:

### **Interpersonal Communication**

The responsibility of the legislators towards their constituents will take form in a concern to problematic matters which occur in

grassroots communities, and take an active part in helping them to solve the problem by communicating this matter to other executive members with end results that could take the form of policies or other solutions that allow the problem solving process to occur amongst their society. Through a visible perspective, this concern will take the form of aspiration nets (*jaring aspirasi*) which are created periodically in recess time.

During this recess time which happens every year (and within a year there are three times of recess) legislators come in groups into election regions and their activities are subsidized by the local governments (subdistrict and division of subdistrict government). These local governments invite the community representatives to deliver their aspirations. These meetings are conducted in interpersonal conditions or face to face communication aligned with the discussion agenda, in order to collect information regarding several public problems.

There are several preparation steps from the legislators during recess time, such as discussion meetings about recess preparation, schedule arrangements, activity material creation, and selecting the coordinator and personnel of that structural team. Attending a meeting with their constituents in the selected place that has been prepared by the local government in order to communicate their duty, role of House of Representative's regional members, participation in legislative institution, along with information about activities during recess time of legislator in these election regions. Also, aside from meeting their constituents, legislators also conduct informal social calls with local communities in those regions.

In addition to interpersonal communication that goes on in a dialogue forum, the legislator also does the aspiration absorbance process through this interpersonal communication. An internal communication is very important in order to get political information. Apart from the facility to absorb or find out any information that spreads amongst the society, this information exchange happens in an interpersonal communication format that plays an important role in constructing opinion and political attitude (Desmet, Spanje and Vreese: 2015).

This type of communication is usually selected to get a familiarity sense between the communicator and its communicant because it is held outside formal forums like recess time, and also is being held in an informal forum that is not related to time and place with relaxing atmosphere. Furthermore, interpersonal communication is a communication model that is usually done by the legislators on a daily basis. On a different perspective, this type of communication can be selected when they have meetings with the local community inside coffee shops, at the market, and other places. This communication type is seen as a more comforting and sociable way to jump into deep conversations about the many problematic matters that they have. Here is the actual or the real communication principle that allows accurate, relevant and comprehensive information exchanges between both of them. No wonder that in performing their role, the legislator prefers to use this type of communication because it is very effective when making an interaction with its society.

It is not over exaggerating if the legislator is also called facilitator and he must be active and dynamic in the attempt to carry out his duty without taking any side to one certain party. The legislators must always stay in a close distance with their society, furthermore, they should be ready within 24 hours in alert condition because if there is any complaint from society, they can move immediately to coordinate with related authorities from the government to find the solution. The legislators must be able to present among their society to listen, to absorb, and if they can, to achieve any matters that they have heard. The legislator must (also) be able to translate and answer many problems that exist in his society, because when he answers these problems, then society will offer a positive perception to these legislators. Whether good or bad the working performance of legislators of course has an influence on the growing perception. When one legislator is spotted to be inactive in absorbing any aspiration in doing political communication, then a reluctant or negative perspective from the society will emerge.

Afterwards, the result from the aspiration net (*jaring aspirasi*), whether taken as a result from

the recess time or result from engaging interpersonal communication, then it will be delivered and formulated together by the legislator and the local government in withdrawing the policy decision process or inside the development planning meeting in division of subdistrict, the subdistrict and municipal levels. Every year before the regional financial budget (*Anggaran Pendapatan Belanja Daerah*) discussion, there will be a meeting conducted between the legislative and the executive members, from some divisions or commissions with each member of the local government task force to discuss the whole aspirations that enter to legislators to be achieved or fulfilled afterwards. Within this forum, results of aspiration absorbance during recess time or in other occasions will strive to get inserted inside the arrangement of the financial budget (with the local government) inside the discussion meeting of arrangement of regional financial budget according to the existing regulation. These aspirations will be guarded starting from the discussion about the available budget until its realization time.

As one crucial element inside a government, the society must be involved in every developmental planning process and policy making. Here is the important role of the legislator in doing aspiration absorbance from their society because any policy or regulation that will be applied by the government will have a direct impact on their public. Legislators will make every effort to make all information and society's intentions being considered and put into a policy or regulation form, because an aspiration that was not included inside the policy formulation will give birth to disappointment in the society. Even so, that does not mean that every aspiration can be achieved into a policy based on the consideration of being worried about the society's opinion when it was not achieved, but the consideration lies for the sake of the public interests.

The resulted policy as its output then will be communicated to society as a feedback to gain re-input of that related matter and so on. Running this communication chain requires openness from every party, not only from the legislators but also from the executive party (local



government) and society at whole, so that all data and information acquired from this selected interaction can reflect "The will of public".

This does not mean that the legislator is the sole party that takes full responsibility in making active moves in absorbing public aspiration. Society, as the communication object must also play its role in good manner, in a way by making an active role for every aspiration absorbance process. Legislators no doubt need a support from their society, not only in the aspiration absorbance process, but also in the next step, especially in a time when there are some aspirations that cannot be achieved or fulfilled. In those circumstances, the legislator must stay open about the government selectivity in determining the developmental priorities. Their society must get a clear explanation that not all aspirations can be followed through into a policy or regulation. At this position, the understanding and support of the society are really important, to not always feel get promises without any realization or to block the opinion of distrust feelings about legislator's promises that always come in nothing.

The huge amount of aspirations which had been sent from the society to its legislators must be dealt with more focused on the matters that become the priority. There is no useless aspiration for regional development process. However, in its implementation there will be many constraints that make these aspirations unfulfilled. Hence, the legislator will make aspiration lists that they view is accomplishing the priority scale. Therefore, only certain aspirations that meet the requirement can be accommodate and fulfilled. The requirements are proportionality, time punctuality of aspiration proposal and aspiration adjustment to general aim from the related legislator. If, somehow, this aspiration cannot be handled then the related legislator will give advice and suggestion concerning about this aspiration to be able to propose in the formulation discussion of the next regional financial budgeting meeting.

### **Social Visits**

The social visit is the time when legislators make a social call to their community

or neighbourhood to find out (directly) the problems that are faced by their society. This activity is held to follow up the dialogue activities during recess time. Legislators make a direct observation to problems that happened in the society, so the aspirations that they gather do not only come from oral speaking, but also from direct observation. The society is expecting the legislator to feel what it feels by looking directly to the problematic matters of the grassroots society.

These social visits have two perspectives. Firstly, asocial visit is held by legislators when they receive a report from society about a problem that grows in their surroundings, including when these legislators follow up the result from recess time. Therefore, on the one on hand, a social visit is also a form of political communication that can be held in formal ways, by making agenda first with certain commissions or by the secretary of these legislators. Secondly, the social visit can also be done as their own initiatives (certain legislators), without waiting the formal schedule or plan inside the commission's agenda, that was arranged before.

There are many critics addressed to legislators about their working performance which is viewed as an 'ignorant' attitude towards their public condition. These critics are actually meant to make legislators 'willing' to hear the society's aspiration and fight for it. Therefore, this social visit will be the perfect opportunity for the society to give constructive critics directly about the working performance of the legislator as their representative in the legislative institution. At the same time, for the legislators this social visit may increase the material inputs for consideration when setting the policy direction from regional regulation.

When making a social visit, the legislator is not only facilitated by division of subdistrict or subdistrict government, but also he is welcomed by political parties that exist at a regional level because the political party (usually) has prepared facilities for legislator who will perform various activities in their election regions. Greetings from political parties will not reduce the legislator's intention to gather aspirations, because meeting these political parties is also a part of the effort to gather the society's aspirations.



A social visit represents an effective way to build a good relationship with the public. However, during recess time or other opportunities in absorbing the society's aspiration by any means of activity, legislators will not provide any direct fund for their constituents. This fact is contradictive with the society's growing assumption that the arrival of their representatives in legislation will bring cash funds to build their regions. Actually, legislators have no tactical fund that can be donated to constituents, because the fund holder or the one that has authority to distribute this development fund for society is the regional government. When legislators have formal intentions to give a direct fund to their society, then this intention must be approved by the regional government. If, as supposed, legislators do decide to give a fund, usually this fund is taken from an independent fund that was gathered by the legislators themselves, because it felt inappropriate when the legislators which assumed to have great income refuse to share the money with their society. However, this fund comes with certain consequences, the fund given to society will not be used for individual interests, because it is a help for supporting the public interests. Apart from all that, the face to face communication that last in recess time, or other activities that allow this communicative engagement, interpersonal communication, also social visits are efforts in the behalf of legislators to absorb the society's aspirations. The society's representatives who sit in bureaucratic chairs are obliged to put the public interest ahead of their individual interest because the fundamental idea about the existence of legislators is not that they serve themselves, but that they are there to serve the society's needs (Aminullohdan Diahloka, 2015). When legislators are able to facilitate any society's necessity to the executives, and these aspirations are finally fulfilled, then the society will present a positive perception. This is the essential substance of politics, which is the effort to build a perception. When this perception is built in a positive way, then results will come out in a positive way too.

In building this positive perception, the legislators must be able to have a good communication with their society, which also includes being able

to make a good collaboration with the executives. When performing a social visit actually the legislators are (indirectly) creating their self-image as a good representative who pays a lot of attention to many problematic matters of their society. This image will be very useful for their popularity when any of them want to run as legislators again in the next election.

There are many ways in which the legislators create self-image as a responsive representative that care a lot about their society's interests. They can do social visit by a strategy called *pure publicity*, a self-publication through natural or no mark-up society activities. As an example, the legislators can communicate with their constituents in relaxing forum such as in a coffee shop, grouping in the food court, etc., or make use of several great moments such as holidays and other important meetings. The other strategy that can be selected by the legislator is the use of *tie-in publicity* which is utilizing *extra ordinary news* such as floods, damaged road and other misfortunate events (Hasan, 2009).

#### **Factors that influence the legislator's political communication**

The society's aspiration gathering process took a long time and will continue simultaneously, meanwhile the available time during recess is very limited. Many of these aspirations must pass several consideration and formulation stages before they become policy. This has a meaning, in the sense that every political communication conducted by the government still has obstacles that will eventually affect the aspiration absorbance process. There are some constraining factors when legislators engage communication with their constituents, such as the low participation from their society. This problem can be seen from the activities implemented during recess time. There are only few people or constituents who attend these activities, which can be counted as minimum participation on behalf of the society, where actually legislators who are already giving information about their arrival to the local government, try to socialize with the whole society. However, in reality, there are still many people who do not participate in the aspiration absorbance process.

Thus, apart from the possibility of a strange behaviour from society about the working performance of legislators, legislators need to change when they engage into a good communication with their society. If the legislators feel incapable of achieving the society's aspiration, then they'd better not give promises to the public, because these matters could become another constraint when they come again in front of the society in the next recess time.

Secondly the budget is limited. The limited financial budget makes it difficult to synchronize, while at the same time, achieving the development program, particularly for the program that was proposed outside established procedural. This matter has mostly an incidental tendency and the government cannot supply any fund directly to the programmes that occur outside the step by step discussions from initial meetings at a village level, then subdistrict level, until it is inserted inside the discussion meeting between legislators and the government, because this matter can ruin the development plans that have been set up early in that particular year. The society programs that have not been achieved do not mean that they will be ignored, but they will be delayed and put into governmental program that are going to be established in the next year.

Thirdly, the time is limited. The meeting between the legislators and their constituents has been put into act/regulation or Regional's House of Representatives orders. Formal meetings that must be conducted between legislators and their constituents are meeting that are held during recess times or other scheduled visits that were arranged by the secretary of the legislative institution or by the commission itself. As one of the many examples, recess time that happens only in few days must be divided into several visits to some subdistricts which makes the communication of these members are not running smoothly. This limitation of the legislators' meeting time with his constituents results into many aspirations that are not well accommodated. Legislators of course have many activities when they are making a social call to see their constituents, but all activities had been set up earlier by the subdistrict or division of subdistrict government that related to them, which makes

no extra time for the legislators to communicate with their society. Thus, as society's representatives, they must be smart in sharing this limited time to engage into a good communication process with their society.

Fourthly, the busy activities of legislators. Their busy activities in carrying out their routine, formal duties with thick agenda such as attending official meetings, local government meetings, work visits, comparative studies and other related activities to upgrade the human resources quality like training, seminar, and others make these legislators barely have enough time to engage into communication with their constituents. In fact, they are often late in proposing recess result reports, in some cases being late for 3 months post the recess time, and it has no benefit at all because the related budget has been discussed and approved.

On the fifth place, there is less synergy between the legislator and government. The legislators must be able to have a good collaboration or cooperation with the executives through an intense communication between both parties. The capability of the legislators in creating political communication with the executives is decisive in the way in which the aspirations of the society can be answered with good responses by the executives. When such a thing happens without any trouble and continues to happen simultaneously, then the relationship between the legislatures and their society will grow and become better. Unfortunately, reality is showing that legislators and executives often miss the ideal synergy that make quite a bothering problem when guarding the society's aspirations. Sometime, aspirations that come from their society are not getting a good response from the government.

On the sixth place, the incomprehensive understanding of the society about the tasks and the functions of legislators. Legislators are facilitators or society's representatives that have the duty to translate many existing problems in their society, which then, will be communicated through budgeting meetings and other meetings similar to those with the executives as the authorized personnel who own and carry out development program activities. These legislators are only planning the budget, discussing and



approving it, then making surveillance to it. They just absorb aspirations as much as they can then propose and discuss with the executives through their task forces.

Besides the incomprehensive understanding of the society, this bad perception is also influenced by press existence as the 'latest' information spreader and as an educational tool for understanding matters of national and state for the readers. The press often broadcasts news or publishes articles that make the perlocution effect emerge towards the society that read those, which said that legislators basically cannot be trusted (Wibowo, 2008). The image of legislators is not only determined by their efforts to absorb and strive the society's aspirations, but is also created from the information received from many types of media, especially print mass media and electronic media which work to shape, maintain, or redefine this image (Hasan, 2009). Within this context, media actually has another character that plays more a significant value than only delivering news. It becomes a propaganda tool of news with a content oriented mostly towards social reproduction. This is the time when news are framed for certain interests only and – inside Edward S. Herman and Noam Chomsky's perspectives – are producing an agreement (Pedro, 2011).

Therefore, these misunderstandings related to the tasks and duties of the legislators must be minimized by making a good political communication that contains educational substance to make society become one crucial element in running a good democratic system in Indonesia. In other words, society must comprehend that legislators have no authority to execute every proposed aspiration, and, when those aspirations are not well accommodated, the society will not bluntly build a bad perception about its representatives.

#### 4. CONCLUSION AND SUGGESTION

**Conclusion.** The political communication between legislators and their society is a form of communication used to embrace the society's aspirations. This political communication is usually held during the recess time of legislators.

The format of political communication from legislators is an interpersonal communication, such as face to face dialogues and direct political communication by making a social visit to their constituents' homes. The factors that influence the political communication of the legislators are: the poor participation of their society, the limited budget from government during recess time, the legislators' limited time during recess time, the busy activities of their legislators, less synergy between legislators and executives, and incomprehensive understanding of the society about the tasks and duties of the legislators.

**Suggestion.** Legislators are expected to engage into a good political communication and simultaneously also to be able to hear and absorb the society's aspirations in a good way. In engaging political communication with their society, legislators can use certain communication formats such as public communication and mass communication by using the mass media. Due to the higher intensity of political communication from the legislators, the participation level of the society in giving aspirations and input to legislators in their duty as the members of legislative institution is also expected to increase.

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