

Penanggungan local community's trust related to Malang government policy from public relations context: Conflict of one way policy surrounds Brawijaya University

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Abstract

Brawijaya University (UB) oneway policy issued by Malang Government (Pemerintah Kota Malang) has created conflicts with Penanggungan's local community. This conflict seemed to be happened because there was uneffective communication local people and the government which related to the trust constructed between two parties. The aims of this research are to know, to analyze, and to describe the concept of Government and Citizen relationship in case of UB one way policy and then conclude the Penanggungan local community's trust to Malang Government based on Public Relations model was used. This research used descriptive qualitative method and supported with qualitative content analysis. The subjects were Penanggungan local community that involved in refusal action of one way policy that chosen by snowball sampling technique and Public Relations of Pemerintah Kota Malang. The result of this research describes that the concept of Government and Citizen relationship in case of UB one way policy that are: (1) Pemerintah Kota Malang haven't fair enough yet on the process from formulation until implementation of UB one way policy. This policy is unilateral, Malang Government made this policy without any contributions from Penanggungan local community and , (2) Malang Government and Penanggungan local community should be united and have a good terms, but the fact showed that they were apart and produced unfavorable policy. Next, Malang Government changed their Public Relations model in the process of formulation, implementation, and conflict resolution. It was symmetric model but then has shifted into asymmetric model in case of UB one way policy. Finally, Penanggungan local communities believe that Malang Government can solve this problem wisely. But, Penanggungan local community failed to see any goodwills and initiative to solve the problem of UB one way policy.

Keywords: Communication; Public Relations model; Excellence Theory; Organizational-Public Relationship; Trust;

1. Introduction

Organizations have potential communication problems with their publics in the process of public policy implementation (Hon & Grunig, 1999). The existence of the public related with the formation of public opinion, which is publics have a power to reforming the existing public policies (Valentini, 2007). Butterick (2012) states that the community where residents live has problems, is one of the important tools of government in order to make actions or local communication strategies. Heath & O'Hair (2008, p.24) affirms that the public should not be ignored and respect their values that exist in their neighborhood. Citizen involvement is intended to generate more efficient decisions for the whole community (Irvin & Stansbury, 2004, p.57). Public -citizens- can not be separated from the process of governance because citizens who get the direct impact when the government makes public policy.

Malang Government can not decide a policy without any communication with the local community. PP No. 68 of 1999 (Peraturan Pemerintah, 2014) set that citizens have a right to express their suggestions and opinions responsibly to the policy of the government. Malang Government in formulating a policy can not be free to move without any communication with the community. Malang Government made a policy that change two-way lanes to one-way lane that surrounds Universitas Brawijaya.

Implementation of one-way policy surrounds Brawijaya University caused by congestion. The congestion around Universitas Brawijaya especially Mayjen Panjaitan street makes the municipal government spawn one way policy (Jalur satu arah kebijakan "Abu-abu" Pemkot Malang, 2014). One-way policy arranged by Malang Government through Mayjen Panjaitan St, MT. Haryono St, Gajayana St, Veteran St, and Bogor St. The reason behind implementation of one-way lanes to reduce the volume of vehicles through Sukarno Hatta Bridge, because the bridge is no longer safe to pass by the study (Rizky, 2014). Malang Government through Mayor Regulation (Perwali) number 34, 2014 finally decided to change the direction of traffic Mayjen. Panjaitan St, MT. Haryono St, and Gajayana St being one-way (Protes satu arah, RT-RW ancam mundur, 2014). This policy is made to unravel the congestion points in the ring road around UB.

This one-way policy leads to the pros and cons. Syahrawi, member of FPKB DPRD of Malang City, considers that the implementation of one-way policy surrounds Brawijaya University is stalling the congestion (Hamzah, 2014). Riders also stated that this policy has a positive impact, in fact, this unravel the congestion (Oktavia, 2013). In the other side, Rizky (2014) states that one-way policy had a bad impact on citizen's social and economic. From an economic point of view, their profit is decreasing when this policy applied (Hazliansyah, 2013). In social context, death caused by accident is the reason of reject this policy (Siska, 2014).

Malang Government initiated to invite residents in Penanggungan to discuss and try to solve the problem about this policy. The government undertakes a discussion with the residents, in fact, the government only invited the Head (Lurah) of Penanggungan. Communication with the external public represented by Head (Lurah) of Penanggungan is not represent whole Penanggungan residents opinion because it does not accommodate residents directly (Hamzah, 2014b). From this case, Penanggungan residents conclude that Malang Government does not have any intention to invite residents to discuss about the problem. Thus, residents have started not to believe Malang Government for breaking their promise.

Trust is a major problem in the process of determining a policy. Trust is the result of the realization of promise, wish comes true, and value of life (Garcia, H. F., 2012, p.72). "Trust is not a gift, but a result of effort" (Garcia, H. F., 2012, p.71). Kriyantono (2014, p.279) affirms that trust refers how individuals can be open to other individuals. Ikeda (2012) states that trust in an institution (government) can be realized through citizen participation in policy making so trust emerge between them. With their participation, citizens will be more confident with the decision because in accordance with the wishes. Ulbig (2002) in his research found that trust will increase if both parties interest in line. Masuda (1990) states that citizens have a finger in the pie in making decisions. The government is expected to foster residents trust so the one-way policy run well.

The research questions examined as part of the study is how trust was built between Penanggungan residents in Malang City related to the issue of one-way policy surrounds Brawijaya University?

1.1. Communication between Organization and its External Public

Organizational communication defined as the interpretation of messages between communications units inside organization that has hierarchical relationships between one another and works within an environment (Pace & Faules, 2010). Stoner (2006) argues that a well-regarded organization is an organization that acknowledged by the surrounding community by its contribution. Davis and Newstrom (2000) extremely said that organization without communication inside it, will collapse. Therefore, communication within the organization is an important element to keep the organization balance.

Organization existence highly depend on its public (Bernays in Heath, 2005). Fredrickson (1993) explains that public is no longer as the consumer of a decision taken by the organization, but an important part of the organization's decision-making process. The public will be very influential because they will get directly affect whatever the decision. The organization also communicates with their external publics (Goldhaber, 1993). Hon and Grunig (1999) say basically public activity will greatly affect the performance of the organization and vice versa. Based on this, a good relationship between the community and the government can make the situation conducive and together solve government problems.

1.2. Excellence Theory

The aim of having good relationship with its public is not only for smoothen decision making, but social responsibility. Excellence theory emphasizes the organization responsibility to its public in decision making and the relations quality between organization and its public (Grunig, 2008). Furthermore, Grunig states that if responsibility is carrying out responsibilities, the public will interfere the organization in every way. To minimize the pressure from the public, this theory led to 4 methods; Publicity, Public Information, Two-way asymmetric Communication, and Two-way symmetric Communication (Kriyantono, 2014). However, the practice of two-way communication symmetrical with the public is the most ideal method for organization.

Grunig & Hunt (1984) reinforces the notion that organizations can not impose what is decided, requires a dyadic communication to maintain relationships.

Two-way symmetric communication put forward boundary spanning function, "one foot in management, one foot in public" (Kriyantono, 2014). The statement can be interpreted that the organization must provide information to the public and make the public as a source of information for the organization. It expected to get mutualism and good impact in the organization and its public.

1.3. Organizational Public Relationship

Maintaining relationship between the organization and its public must be done to gain win-win solution. In line with Ledingham (2005) statement that the public will have a good perception if relationships are well managed and deliver win-win solution. Lindenmann (in Ledingham, 2000) has a harmonious opinion that organization communicates to its public can produce mutually beneficial products. Ledingham (2005) affirms that the benefits of a common understanding and togetherness achieved by the organization with its public are sustainable relationships, positive public perceptions, public loyalty to organizational products, more competitive and increased public morale. Therefore, the public should be considered in a relationship to have a positive impact to each other

1.4. Trust in the relationship of government and its citizens

Trust emerges as an important topic that can create a conducive atmosphere between two parties and used to achieve commitment with the public (Melleweight, Hoetker, & Weibel, 2006). Commitment with the public can not arise all at once, there must be an effort to achieve it. Trust is a condition that will arise if two things are met, the intention to do what is promised and action as expected (Huff & Kelley, 2003). If two things can be met then there is a possibility of trust can be achieved.

Mayer, Davis and Schoorman (1995) said that there are three related factors to gain a trust, (1) Ability, is an organizational characteristic to achieve goals with the competence to influence others (Zand in Mayer, Davis and Schoorman, 1995). Ability is needed to convince the public of the organization. (2) Benevolence, is the good faith that the organization possesses purely as an activity of managing relationships and raising trusts, not seeking profit (Mayer, Davis, and Schoorman, 1995). (3) Integrity, is the belief of the public that the organization is able to act fairly, ie the organization considers the consequences that will be faced by the public in making decisions (Hon and Grunig, 1999). Mayer, Davis and Schoorman (1995) explain that there are a variety of issues that can determine organizational integrity such as public experience of past organizational activity, communication between two parties, organizational principles of justice, and consistency of action with statements which are given.

2. Method

This research use qualitative method with descriptive elaboration. Kriyantono (2006) adds that qualitative research aims to explain a phenomenon in depth, using limited sampling but is sufficient to explain the phenomenon, and its emphasis on the quality of data collection. Furthermore, descriptive is used to describe phenomena or relationships between phenomena systematically, factually and accurately (Kusmayadi and Sugiarto, 2000, p.29).

2.1. Sample and informants

This research used snowball sampling technique. Snowball sampling works by choosing the main informant, who knows the details about ongoing events, and the subsequent informants are determined by the main informant that can support main informant's opinion (Kriyantono, 2010, p.161). Main respondent chosen by the frequency of mass media expose. Ferry Al-Kahfi is the most common name in the mass media. Then, Feri appointed Ngari and Zaki as the next informant. Ngari willing to provide data and Zaki refused to provide information because all heads of youth community under Zaki refused to provide information. Then, Ngari refers to Dakir (Chairman of RW 05) as the next informant. However, Dakir also refuse to provide information because the Kelurahan Penanggungan give no recommendations for this study.

2.2. Data collecting

The primary data taken directly from the source. Primary data is data obtained from first hand from the field (Kriyantono 2006, p.37). Primary data in this study obtained through in-depth interviews to the Residents of Penanggungun Urban Village of Malang and Public Relations of Malang Government. Then, the interview data will be reinforced by a qualitative content analysis of the local mass media reporting this case. Qualitative content analysis conducted in this study using two local mass media namely Radar Malang and Malang Post. News taken from Radar Malang amounted to seven news and Malang Post amounted to 13 news.

2.3. Data validity

The validity of the research assessed by triangulation. Kriyantono (2006, p.70) argues that triangulation is comparing or re-checking the degree of trust of information obtained from different sources. Researchers will compare the results of interviews with Public Relations of the Malang Government with the results of interviews Penanggungun residents, reinforced by qualitative content analysis from mass media and documentation.

3. Result and discussion

This study focuses on citizens' trust towards the Malang Government related to the conflict of one-way policy surrounds Brawijaya University. The main focus divided into: first, defines the position of government and society as a whole. Second, organizational communication model used by Malang Government. Last, build a trust (ability, benevolence, integrity).

3.1. Defining the Concept of Government and Society in the One-Way Policy surrounds Brawijaya University

Based on interview, Feri -representative of Penanggungun - in order to manage a good relationship there must be a dyadic communication between Malang government and Penanggungun residents. Ferry said that a good relationship between them will generate mutually beneficial results and have a positive effect on Malang Government performance.

Structurally, the Government of Malang City has a PR section to communicate with its citizens. Public Relations should apply the boundary spanning function, to put the interests between Malang Government and Penanggungun residents at the same high. Actually, Malang Government as an organization did the boundary spanning. Evidenced by Erik Maulana, Public Relations Department of Malang Government, stated that Malang Government held a discussion Penanggungun residents earlier. In line with his opinion, Radar Malang explains that the Government of Malang City runs part of the boundary spanning function. The aim of this activity to maintain a good relationship between Malang Government and its external public.

History shown a a good relations between Malang Government and Penanggungun residents. Feri and Ngari -during they live in Penanggungun- told that the Malang Government always open to discuss in the formulation and implementation of policies. They had a dynamic relationship before, but when the One Way policy formulated, their relations getting worse. This worsening relationship caused by the Malang Government has not realized the excellence in the process of making one-way policy surrounds Brawijaya University.

Malang Government take the consequences for not prepared the One Way policy well. Penanggungun residents rejected the policy by blocking along the Mayjen. Panjaitan St. Poor preparation evidenced from the minimal involvement of the community, so the quality of policy implementation is not good enough. In line with the incident, Kiss (2013) states that to make significant result there must be community participation that will be affect by the policy directly, this way more efficient than others.

3.2. Organizational Communication Model used by Malang Government towards Conflict of One-Way Policy surrounds Brawijaya University

Symmetric model by Excellence theory is the most appropriate for this conflict. However, Malang Government decided to use another model to convince the public that the decision is correct. Thus, Penanggungun residents feel that Malang Government ignored their right to take part to make this policy.

- *Interdependency on Conflict Resolution of One-way Policy surrounds Brawijaya University*

Kriyantono (2014, p. 99) explains that interdependence is an organizational awareness to their environment. In this issue, Malang City Government wants Penanggungun resident just listen and accept what

they want. Ferry told that Malang Government never ask Penanggungan resident to take a part. Public Relations of Malang Government confess that skipped one important step when made the policy, synchronization and harmonization. As we know, this step all about interaction between organization and its public. In this case, Malang Government and Penanggungan resident.

- *Openness on Conflict Resolution of One-way Policy surrounds Brawijaya University*

Organizations must open up with their public and influence each other (Kriyantono, 2014, p. 99). In this case, Malang Government should put forward more persuasive action than repressive. Persuasive action is an action that prioritizes communication between Malang Government and Penanggungan residents. Ngari, Chairman of RW 08 in Penanggungan, argued that the Malang Government very closed about this policy. On the other hand, Public Relations of Malang Government held press release once to accommodate the aspirations of citizens and to make it clear the incident. Lack of clarity in the policy implementation made the problems that occurred are difficult to resolve fairly.

- *Malang Government creates Equilibrium with Communities in its Environment*

Organizations must be able to build a systems that easily adapt with systems in the environment. This adjustments are applied to get the organization creates the equilibrium. Malang City Government in an effort to reach equilibrium, give special route for public transport passing through the one way. But, this idea against the rules according to Kasatlantas Polresta Malang because a one-way lane must be absolutely no exceptions. Then, Malang Government gave another option move the public transport route passing through Brawijaya University. Rector of Universitas Brawijaya, Prof. M. Bisri, directly rejected this idea because Brawijaya University already has an international standard which one of the conditions is not to be noisy and crowded. With the rejection, the equilibrium condition expected by Malang Government still can not be done.

- *High Equality between Malang City Government (Organization) and Penanggungan Resident (Public)*

Penanggungan residents and Malang Government have the same rights because the impact of the policy is directly affect resident's daily life. However, Malang Government tends to be authoritarian, because they assumed one step higher than the residents. Feri described Authoritarian by repeated some words like "arrogance" and "disobey the rules they made", "that the government, sorry, deaf, dumb, has no conscience!!" indicates that residents of Penanggungan's right to take a part as an external public in the formulation to the implementation of the policy had been hijacked by Malang Government. Therefore, Penanggungan residents feel that the Malang Government made an arbitrary policy and did not respect the rights and obligations of the public.

- *Malang Government Autonomy Implementation*

Mayor of Malang City afford an opportunity for Public Relations Division to recover the issue of the conflict of One way policy. Issue recovery was conducted to reduce the conflict of One Way policy by boosted up issue of prohibition of street vendors selling in Malang City Park. Recovery of the issue succeed and issue about One Way policy were not in headline in the local mass media again.

- *Promoting Innovation in Conflict Resolution of One-way Policy surrounds Brawijaya University*

Organizations must have innovation in the implementation of a policy despite on using traditional ways. Malang City Government did otherwise. The old tradition is still mobilized police and army members to carry out repressive actions. The tradition of using the semi-military approach is still used by the Malang Government when implementing a full One-way policy for 24 hours.

- *Decentralization of Management in Malang Government*

Malang Government still not fully implementing decentralization. Autonomy has implemented for issue recovery by Public Relations division. Malang government performance failed to satisfy in order to apply One Way policy. As a proof, Penanggungan residents boycott the implementation of One Way policy surrounds Brawijaya University. Also, lack of innovation in the implementation of policy by Malang Government. Semi-military approach is still a mainstay in the implementation of a policy. If all three aspects run well, Malang

Government successful apply decentralization.

- *Malang Government Responsibility in Implementation of One-way Policy surrounds Brawijaya University*

Decreasing of the economic, negative consequence of this policy, community around Penanggungan especially Mayjen. Panjaitan St. did not respond well by Malang City Government. Ngari, Chairman of RW 08, acknowledged that the economy is decreasing due to this policy. Ferry, a spokesman for the rejection of one-way UB ring road, expressed disappointment because there is no compensation that eases the burden of the community associated with the economic downturn. According Feri, this negative consequence is responded by an embarrassing action. The action is an illegal money distribution by the Head of Penanggungan to a certain number of people. This irresponsible action just make the problem getting worse.

- *Communication as a Tool to Reduce Conflict*

The main complaint of Penanggungan residents is lack of communication and conflict resolution in policy making of one-way policy by Malang Government. Based on interviews, representatives of Penanggungan residents actually have the assumption that the Government of Malang City has the ability and opportunity to solve problems by prioritizing discussion, negotiation, and compromise. Unfortunately, Malang Government did not use the opportunity well. This good opportunity is misused by using repressive measures based on a semi-military approach as reported by the local mass media.

3.3. Citizen's Trust towards Malang Government

Commitment to maintain good relationships between the organization and the external public begins with the emergence of trust from both parties. Mellewigt, Hoetker, & Weibel (2006) argue that trust emerges as an important topic that can create a conducive atmosphere between both parties and used to achieve commitment with the public. Based on interviews, people regretted the Government of Malang City arrogance in the implementation of One Way policy. As a consequence, Penanggungan residents blocked Mayjen Panjaitan St and collected RT and RW stamps to show their refusal to the policy.

- *Ability*

Penanggungan residents begged Malang Government more serious and use all the resources to solve conflict of One Way policy. Feri and Ngari understand that Malang Government has the ability to solve problems. However, Malang Government insists that accept what has been done and people must follow the policies. They can hire academics to make a study about traffic arrangement and good policy, also open discuss about one way policy. However, Malang Government choosed to wait and see for what will happen. Penanggungan residents assumed Malang Government does not want to resolve this conflict and continue to implement the policy of one-way surrounds Brawijaya University

- *Benevolence*

Relationship management activities undertaken by Malang Government is to settle the conflict with the Kelurahan Penanggungan to find the best way out. the best solution for now is to find out how to improve the welfare for residents around the one-way surrounds Brawijaya University. However, Malang Government deadlocked. Feri as a spokesman stated that the Government of Malang has no way out that can lift the welfare of the community.

Dissatisfaction of Penanggungan residents to the performance of Malang Government in maintaining relationship is a gap that can be used for political purpose. Malang Government led by a mayor based on the results of the general election sometimes use the momentum to seek sympathy. This assumption arises because the voice of the people is the only factor in winning an election. However, Malang Government was not proven this assumptions.

- *Integrity*

Malang Government integrity is tested when the implementation of one-way surrounds Brawijaya University rejected by Penanggungan residents. Economic decreasing became a main consequences after

implementation of One Way policy by Malang Government. Penanggungan residents assumed Malang Government hands-off about their survival. In this case, there is no any compensation for them from Malang Government. Penanggungan residents doubt the integrity of Malang Government because they can't ensure well-being of their public.

4. Conclusion

This research try to attempted implications that might can besummed up in many ways. Residents of Penanggungan Urban Village actually still believe the Malang Government can solve this problem well. However, the residents of Penanggungan Urban Village still have not seen the initiative and good faith to solve the UB One-way policy conflict. The contradictions are seen in Malang Government didn't fair and didn't use boundary spanning from formulation until implementation of Brawijaya University One Way Policy.

Communication between Malang Government and Penanggungan residents is not well established, evidenced by the asymmetric communication model in the process of formulating, implementing, and handling conflict of One-way policy surrounds Brawijaya University. Malang Government tends to force the implementation of the policy. Therefore, the Government is regarded as an organization that can not make a good approach to its external public.

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