

Original Research Article

Innovative Discretion Policy on Medium-term Regional Development Plan

(Discretion policy implementation study on reforming social services of rural areas pursuant to local regulation number 2 of 2011 in Malang Regency, East Java, Indonesia)

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Public policy decided by the head of the region for the benefit of the public service that is not based on laws and regulations is referred to as discretionary innovative policies. The issue often faced by the public are as follows: public service performed by the government is considered highly convoluted, the information conveyed by the non-transparent, the administrative costs which burden the public, the long completion time of public service and the queue at any office of public services look very long. To improve the performance of public services and to give a good impression in the eyes of society, the head of the region has a policy of innovation to bring services directly to the public through a program called village development program. This innovative discretionary policy is very interesting to study because it involves the head of the policy areas that do not have a legal basis, but people are expecting this village development policy to come to every village in the district of Malang. The purpose of this research includes: a) to describe and to analyze the innovative policy on medium-term development plan by the Regional Regulation No. 2 of 2011 in the district of Malang; b) to describe and to analyze the factors supporting and innovative policy discretion of the Medium Term Development Plan Regional Regulation No. 2 of 2011 in the district of Malang. To achieve the goal of the research is to use interactive methods of qualitative research by using Miles and Hubberman approach through interviews with selected informants. The study found that discretionary policy innovative regional head does not violate existing regulations and it is allowed in administrative law. However, the policy discretion of regional heads must have a legal basis that can ultimately be justified.

Keywords: Innovative discretion policy, Public services, Village development program.

INTRODUCTION

Basically, public service to the community is the responsibility of governments from the central government, the provincial government to the local governments. To meet the basic needs of society and to improve people's welfare, the government is trying to satisfy the civil rights and the basic needs of society. But in reality, the government's task is apparently still far from the expected community. Various issues concerning the government's public service to the community appear not to be optimal. These include beating around the bush public services, lack of transparent information, limited service facilities, as well as the lack of facilities and infrastructure of public services.

Theoretically, the Government can improve public services because the central government has decentralized authority to local governments to hold public services within the framework of the welfare society. However, the fact that many local governments have constraints such as public service budget is very limited, bureaucratic mindset tends to position itself as an

agent of power from the service agent. The public service conditions make the future life of society becomes bleak, this is because the community is dependent on the services provided by the local government (Kumorotomo, et al., 2009). To improve the condition of public services, Malang district government with the leadership of a regent named Rendra Krishna moves around the village to approach a service to the community through village development program. Rural development programs provide various services needed by people with three approaches or program called TRIBINA.

They are building human, community development and environmental development efforts. Human development activities include providing training, education and counselling about how society should increase their knowledge to participate in regional development. Business development activities consist of the ease of giving a business license, building permit license, civil registration, licensing, health care, social assistance religion, provision of capital, improve the

quality and quantity of training nationally, standardized product and service marketing, the development of economic infrastructure like roads, bridges, drainage channels, repair uninhabitable housing for the poor. While environmental development includes repair damage to forests, rehabilitation of poor soil, and agricultural extension services, fisheries, processing household and industrial waste, waste disposal, environmental sanitation, and clean water supply. Implementation of the rural development program carried out since 2011, when the regent Rendra Kresna served in the first period of his leadership in the district of Malang.

Rural development program received a warm welcome from the villagers, as these programs benefit as much as possible for the welfare of society. Public services which held at the office, it takes a long time, but with the village development program, service can be completed in just one day. Rural development program into people's expectations and they expect the village development program can be stopped again in their village. Besides, rural development programs can improve rural economies because many people sell products both within and outside the village.

In addition, the district government's assistance to the village government of Malang is much, such as cash assistance for the poor, aid materials and non-material assistance. Village development program is an act of public policy. Public policy is action in the form of public services directly to the public. Public service is a form of government intervention in the community in order to fulfil the needs of the people and cut red tape service. Village development activities are intended to speed up development in poor villages, and to give attention to the people of underdeveloped villages in the district of Malang (Niafatin et al, 2013).

Thus, innovative discretionary policy is conducted freely to choose a plan or policy for the discretion of the self that is a breakthrough for the service closer to the community, although the rural development program has not had clear legal aspects. As stated by Simorangkir, *et al.* (2002) that discretion is defined as the freedom of taking decisions in every situation faced by one's own opinion. There is no mention about the village development program on the above eight objectives. This means that the village development program is an innovative discretionary policy conducted by Regent to realize the excellent service that directly close to the community. The Regent wants a policy breakthrough for the service closer to the community.

Therefore, the government of Malang regency has issued Regent decree number 180/121 / KEP / 421 013/2011. Such decree as the foundation for development activities, village attempts to strengthen public services, democratic local government's legitimacy as well as socialization development program activities. All activities to be carried out in order to get closer to the leader of the community and to do an activity tangible development and to process more effective communication of the estuary. They will be able to support the achievement of the Vision and Mission of the government of Malang Regency.

Various programs and activities of village development were made in order that the ideals of good and clean governance in the scope of the district of Malang are achieved. However, achievement using excellent service is a continuous process. The service is not enough just to rely on digital services (online) alone. However, what is needed is a thorough internal consolidation, in particular, the strengthening of the capacity, the mechanism of reward and punishment, and the fair distribution of work. Therefore, as one way to support the embodiment of good governance and authoritative

measurement parameters required quantitative able to identify the success of development effectiveness and efficiency of bureaucracy. The first question that arises is what innovative policy discretion of the medium-term development plan (called RPJMD) regional regulation No. 2 of 2011 in the district of Malang? The second is what are the factors that drive and constrain innovative policy discretion of the RPJMD of regional regulation No. 2 of 2011 in the district of Malang?

Therefore, there are two objectives of this research to be achieved. The first objective is to describe and to analyze the RPJMD Regional Regulation No. 2 of 2011 in the district of Malang. The second objective is to describe and to analyze the factors supporting and inhibiting of innovative policy discretion of the RPJMD Regional Regulation No. 2 of 2011 in the district of Malang.

MATERIALS AND METHOD

This research was conducted using naturalistic paradigm. It means to look at the paradigm of social reality in the natural background, without any manipulation of the researcher. This study aimed to describe and to analyze the innovative discretionary policy on medium-term development plan of the area. It is based on local regulations No.2 of 2011. This study is to support the establishment of community-based self-reliance of Malang district that has religious nature, democratic, productive, advanced, secure, orderly and efficient Competitiveness.

Qualitative research is to use inductive data analysis. It was used for several reasons. First, the inductive process is to find the facts plural as contained in the data. Second, more inductive analysis can establish a connection between informants and researchers that is explicit, and it can be known, and accountable. Third, the analysis is thus more able to describe the background of the phenomenon, and it can analyze the emergence of this background. Fourth, more inductive analysis can find leverage to sharpen relationships.

Fifth, such an analysis can take into account the values explicitly as part of the analytic structure. The data collected is in the form of words, pictures and not numbers. Thus, the research report will contain excerpts of data to provide an overview presentation of the report. The data may come from a script, interviews, field notes, photographs, videotapes, personal documents, notes or memos, and other official documents. Questions with words why, what reason, and how it happened are used. The question will always be used by researchers.

Discretionary policy is public policy. According to the new paradigm of public service, it is a public service that should be responsive to the interests and values of the public there. The government's task is to negotiate and to elaborate the various interests of the public and community groups. This implies that the character and values contained in the public service must contain preference values that exist in society. Due to the dynamic nature of society, the character of the public service must also be constantly changed to follow the development of society (Dwiyanto, 2006).

Government is essentially a service to the community. The main product is the government organization of public service. It should be understood that the government is held not to serve themselves but to serve the community and create conditions that enable every member of the community to develop the ability and creativity to achieve a common goal (Rashid, 1998, in Sadhana, 2011). Therefore, the public bureaucracy is obliged and responsible to provide good and professional public service.



Location study of Malang regency

Fig. 1. Indonesia Map

Table 1. Types and number of informants

No	Informants	Number of informants	Remarks (Sampling village)
1.	Head of working units (usually called SKPD)	5	Malang regency office
2.	Head of regional office (Camat)	5	Representative in each representative regional office in each villages, including sampling of head of village, bureaucrats of each village, villagers of each village as well as public figures in each villages (Pujon, Wajak, Dau, Lawang, Sidodadi village)
3.	Head of village	5	
4.	Bureaucrats village representatives of each village sampling	5	
5.	Villagers of each village sampling	15	
6.	Public figures of each village Sampling	10	
	Total	45	

This study uses a phenomenological approach, as suggested by Collin (in Basrowi and Sukidin, 2002) which says that phenomenology seeks to understand the informants understanding of phenomena which appear in consciousness as well as the phenomenon experienced by informants and considered as an entity, something that exists in the world. Phenomenology is an instrument to better understand the relationship between the individual consciousness and social life. Phenomenology attempts to reveal how the forms of social action, social situations and the community as a product of human consciousness.

Humans are creatures of communication, interaction, participation and causes that aim. The specificity of man lies in the psychological intentionality they realize, that is associated with the world of meaning and significance. Human world of meaning can be studied by the method of phenomenology (Orleans in Basrowi and Sukidin, 2002). Goggin, et al, (1990) considers that the implementation of a dynamic process to study the various issues related to policies and recast the policy. Meanwhile, according to Pressman and Wildavsky (in Abdul Wahab, 1991), implementation is a process of interaction between a set of objectives and actions - actions taken to achieve these objectives.

Review of public policy will be analyzed using a social approach. The theory of social change is used to observe whether the village development program will impact on the villagers. Himmes and Moore (in Soelaiman, 1998) suggested three dimensions of social change, namely the structural

dimension, the cultural dimension, and interactional dimension. Structural dimension refers to the change in the structural form of society, the role change, the emergence of new roles, changes in social class structures and social institutions. The cultural dimension refers to the change in culture of the people, such as the discovery in thinking (science), renewal of technology results, contact with other cultures that lead to diffusion and cultural borrowing. The interactional dimension refers to the change of social relations in society with respect to change in the frequency and social distance. In addition, the phenomenon of rural development program will be reviewed from a structural functional theory.

So, according to this approach is that a social fact occurs because of the need for social order. It is therefore considered a social system that can be programmed to meet the needs or specific purposes, so as to have a function in establishing the elements of the cultural community. One of the most famous social systems relelevant to this study is the scheme which includes four important functions required for all systems "action", namely: adaptation, goal attainment, integration, latency. (Ritzer and Goodman, 2005).

The theory of social behaviour is also used in this study to determine whether the phenomenon of rural development programs will affect people's behaviour. People's behaviour is not solely due to the default of the family but is the result of the fabric of social interaction in the community itself. An individual's action which is directed at inanimate objects does not fall into the category of social action. An action will be

regarded as a social action when such action is really directed to another person. Although not rare, social action may be an act that is thought or subjective in nature which may occur due to the positive influence of a particular situation. In fact, sometimes the action can be repeatedly intentional as a result of the influence of similar situations or form of passive consent in certain circumstances (Weber in Turner 2000).

The focus of the study includes: First, the implementation of the policy of discretion on medium-term development plans, according to local regulations no 2 in 2011 in the district of Malang. This translated into a number of studies focusing namely: dissemination mechanism of medium-term development plan, coordinating the mayor, with the head office and county officials, planning activities, as well as the process of implementation. Second, it is necessary to find out any factors to support and to inhibit factor innovative policy of discretion the district of Malang with each focusing on internal factors and external factors. The development of indicators of each focus of research will be obtained from the interview.

By considering the type and number of informants was based on the results of the implementation of the rural development program since 2011 - 2015. Another consideration is to get the opportunity and the experience in the village of sampling about any perception gained by formal and non-formal institutions of the village development program.

The data collected both primary and secondary will be analyzed descriptively. Technical analysis of the data using an interactive model of Miles and Huberman (1992), then phase activities include: Firstly, The data collection phase conducted to collect data that is relevant to the formulation of the problem. Secondly, stage data reduction related to the electoral process simplification, abstraction, and to recommend the initial data that emerged from the court records. Data reduction takes place continuously for research data collection.

Research by editing data by selecting parts which data is encoded, and which are not part of the data used, and the data which parts are summarized, as well as where the data is entered in one category. Thirdly, Stage presentation of the data is to organize the data, so that it can provide a description of the process towards the conclusion. Presentation of data must have a strong relevance to the formulation of the problem as a whole and presented systematically.

Presentation of data may take the form of narrative text, matrices, charts, photos, and charts. They must be linked between the data with others, to get the research findings. Fourthly, concluding stage is the process of drawing conclusions. The initial conclusion is to verify occurrence of saturation of data. Besides, the process of drawing conclusions for the purpose of analyzing and searching for the meaning of the data, so it can be found themes, patterns of relationships or propositions. Components of data analysis with an interactive model of Miles and Huberman is shown in Fig. 2.

In connection with the question of implementation of policy discretion, below are some figures that draw about informant answers. The question about the discretionary policy conducted in accordance with the Regent whether RPJMD. Informants from head of working unit, regional head, village heads, village officials, community leaders and community members stated that 56.41% and 41.03% strongly agree and agree respectively. Related to the discretion, Regents policy has no legal basis. Informants from SKPD, Head, village heads, village officials, community leaders and community members stated that 17.95% strongly disagree, 15.38% disagree, 43.59% agree and 20.51% strongly agree. The question relates to whether the policy discretion of Regents very innovative and useful for people. Informants SKPD, Head,

village heads, village officials, community leaders and community members stated that 35.9% agreed and 64.06% strongly agree. While the question of whether the policy discretion Regent can boost the real sector in the countryside. Informants SKPD, Head, village heads, village officials, community leaders and community members stated that 35.90% agree and 64.10% strongly agree.

Research focus on the mechanisms of socialization of RPJMD is related to the question of whether the mechanism of socialization of the village development program is sudden, all the informants explained that 48.72% answered do not agree, 17.96% and 23.08% declared agreed and strongly disagree respectively. As for the question of whether the mechanism is in conformity with RPJMD socialization and are programmed. All informants stated that 20.51% agree and 53.85% stated strongly agree. The question of whether rural development program socialization mechanism burdens the public and financial burden on the villages?. All informants stated strongly disagree 35.90%, 56.41% disagreed and only 2.56% strongly agree.

The question of whether rural development program socialization mechanism burdens the public and financial burden on the village and clashed with the existing programs in the district and in the village, all the informants stated strongly disagree 20.51% and 71.79% disagree. Research focus related with coordination between regent with the Head of SKPD Regent as well as Regional officers is the question of whether the coordination of rural development programs by Regent is going well and is supported by all SKPD, sub-district heads, village heads, local leaders deliberation, and based on interviews with informants 28.21% and 53.85% agrees and strongly agree respectively. For questions related to whether the village development program coordinated by the regent of Malang with sub-district heads and village head's office and the village work for village development program does not interfere with the work of sub-districts and villages. Based on interviews with informants, 20.51% strongly disagree, 17.95% disagree, 35.90% agree and 15.38% strongly agree.

Questions about whether the sub-district and village leaders learned a lot from the village development program on how to coordinate the right to achieve development goals. Based on interviews with informants, 41.03 % agrees and 58.97% strongly agree. Related to the question of whether the coordination by the Regent raises efficiency and effectiveness in providing excellent service to the community? Based on interviews 23.08% agree and 74.36% stated strongly agree. The question of whether people feel the great benefits of coordination with the Regent. Based on interviews, 28.21% agree and 74.36% stated strongly agree. Research focus on rural planning development activities is about whether the proposed activity is prepared prior to the implementation of village development.

Based on interviews with informants, 61.54% agrees and 38.46 % strongly agree. Questions about whether the proposed village development activities refer to RPJMD. Based on interviews, 46.15% agree, 48.72% strongly agree. The question of whether the action plan is determined by each SKPD and is adjusted to the conditions and potential of the village. Based on interviews, 28.21% agrees and 64.10 % strongly agree. the question of whether the action plan tailored to the activities of each SKPD. Based on interviews, 10.26% answered strongly disagree, 30.77% answered do not agree, 23.08% agrees and 28.21% strongly agree. The question of whether the action plan aims to provide services to the public quickly and accurately to cut red tape. Based on interviews that 38.46% agree and 58.97% strongly agree.

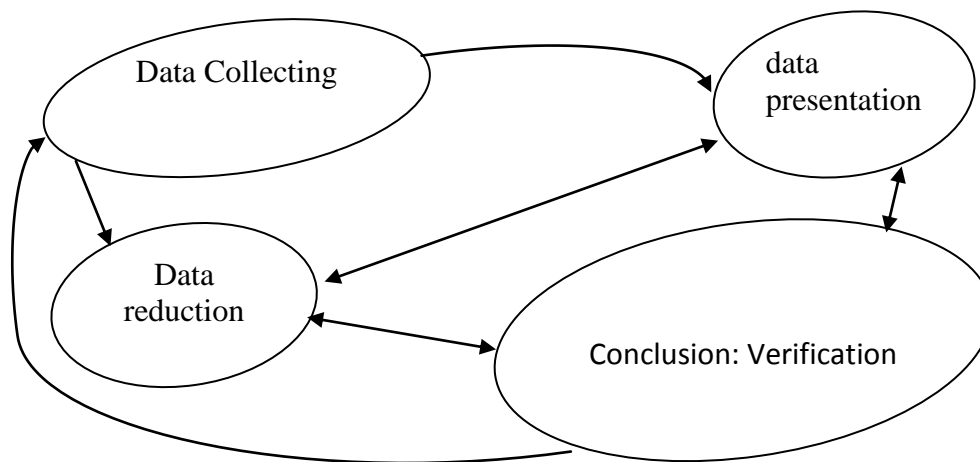


Fig 2. interactive model of Mills and Huberman

The question of whether the action plan using each SKPD budget contained in the revenue and expenditure budget Malang regency. Based on interviews with informants, 51.28% answered agree and 46.15% answered strongly disagree. Based on interviews about the action plan Malang regent in village development in sync with the wishes and needs of the community, the results indicated that 20.51% answered agree and 76.92% answered strongly disagree.

The focus of research on the process of implementation of rural development activities with the question of whether the implementation of rural development activities carried out in synergy between SKPD Malang district with village government and community. Based on interviews, 43.95% agree and 53.85% answered strongly agree. Question about whether the implementation of development activities, especially rural society needs, especially of food, clothing, and shelter. Based on interviews, 41.03% answered agree and 48.72% answered strongly disagree. Questions about whether the implementation of rural development activities oriented to the process of poverty alleviation by providing assistance and counselling. Based on interviews, 25.64% answered agree and the remaining 71.79% answered strongly disagree. Question whether the implementation of village development can move the village because of the many economics assistance given to the public, thus increasing the village's economy. Based on interviews, 28.21% answered agree and 69.23% answered strongly disagree.

The focus of research on the success factors supporting village development. Based on interviews, 28.21% agree, and 71.79% strongly agree. The question of whether the public welcomes the village development program, because it involves the basic needs of society. Based on the answers, 28.21% agree and 66.67% strongly agree. The question of whether government both head and village consultative bodies are very enthusiastic about supporting rural development program because it can accelerate the course of the village government. Based on the answers, 28.21% agree and 71.79% strongly agree.

The question of whether Malang regency SKPD will mobilize all their capabilities for successful rural development program that has been compiled in the budget. Based on the answers, 56.41% agree and 43.59% strongly agree. Related to the factors inhibiting the implementation of village development is that the question of whether rural development program has been temporary and the public to inquire about the

sustainability of rural development program in the future, so that the rural development program is only temporary. Based on answers from informants, 7.69% strongly disagree, 33.34% disagreed, 10.27% replied hesitantly, 38.46% agree and 10.27% strongly agree.

Questions about the availability of funds in the respective village development SKPD limited, so the effectiveness and efficiency of rural development programs implemented not optimal and less sustainable. Based on answers from informants, 7.69% stated strongly disagree, 48.72% disagreed, 10.26% hesitate and 33.33% agree. Related the questions about the identification of the actual needs of the people have not done thoroughly, so that when the village development program carried out many of the problems the needs of society untouched. Based on answers from informants, 46.15% strongly disagree, 35.90% disagreed and 15.38% agree. The questions about community participation are to implement the rural development program. It has not been realized in practice, because the rural development program carried out during the working day, so many people are still working. Based on answers from informants, 30.77% strongly disagree, 58.97% disagreed, and 5.13% agree.

RESULTS AND DISCUSSION

Based on interviews conducted by the informants from the head of SKPD, head of subdistricts, heads of village, community leaders and the public, some indicators were formulated that are the elaboration of a research focus. The relationship between the focus of research and indicators is shown in table 2.

The discussion on the implementation of policy discretion of village development program with a focus on mechanization policy dissemination of discretion, it can be explained whether the program is effectively done by the district of Malang. It is necessary for dissemination to the public, so that people can know what kind of public service programs are delivered. At the time of socialization, Malang district government explain the roles and responsibilities of village government and villagers. For that communication is built to be effective, so that the village government and community can encourage participation in the program successfully.

Table 2: The linkage between the Focus Research and Indicators

No	Reserach Focus	Indicators
1.	Reserach Focus related with policy implementation regarding innovativ discretion	
1.1	Mechanization of RPJMD socialization	1).Adaptation program with local development process; 2).Integration with social environment; 3).Individual and community role in the development
1.2.	Coordination Regent, head of SKPD dan country officials	1). Communication; 2). Coordination awareness; 3). Participation competence.
1.3.	Preparing activities plans	1). Synchronize with local people needs; 2) Public consultations; 3) Community based
1.4.	Process of activities implementation	1). Transparence; 2). Conformity between plan and implementation 3) Implementation evaluation
2.	Factors supporting and resistor of innovative discretion policy	
2.1	Supporting factors	
2.1.1	Internal factors of Malang regency	1) Loyalty of head SKPD; 2) Budget allocation for village development; 3) Leaderships Factors
2.1.2	External factors of Malang regency	1) The readiness of village government; 2) Mutual cooperation
2.2	Resistor factors	
2.2.1	Internal factors	1). legal aspects; 2) financing village development 3) Sustainable village develop ment
2.2.2	External factors	1) Village budget is not comply with program from regency 2) very wide area of the district

Socialization is important for the sustainability of the rural development program further. By considering the issue of sustainability of rural development programs is a question of the public about whether the village development program only during the three-day course and how sustainability, whether local governments will remain responsible.

It is worth noting the four pillars or attributes covering to improve the quality of rural human resources, to improve the quality of rural infrastructure, to improve the quality of social and economic life and As well to improve the quality of the environment and cultural heritage. The issue of sustainability of rural development programs needs to be submitted at the time of socialization. The sustainability of the program depends on the leadership of the village head. The village chief will determine whether rural development program is continued or

not. Increasing the capacity of the head of the village to continue the village development program is needed. In such socialization, it needs to be submitted also to the instruction execution and technical instructions village development program. This is in order to guide and handbook for head of village went on village development program.

Associated with the theory of social change, the analysis of bureaucratic behaviour change requires that the socialization of the village development program as an attempt to put an understanding to the village and its people in order to form a common vision and mission. With the deep understanding of the benefits of this program, it is expected there is a shift in perspective (paradigm) in the implementation of development in the coming year. Social change is needed to accelerate the development process, including increasing the role and

responsibility of the community in implementing development programs. George Herbert Mead with his symbolic interaction theory states that communication through symbols (language) becomes very important in the process of socialization of village development program. In the process of such socialization, self-concept of society in accepting socialization material includes a process to develop self-awareness. Self-awareness of self community will each relate to public awareness of specific involvement in a set of social relationships are ongoing.

Based on the structural functionalist theory of Talcott Parsons, that basically looked at the theory of society as a system consisting of elements interconnected system and to work in accordance with their respective functions. If there is a process of socialization, then the public one communication with other communities to determine the extent to which the public can receive the socialization of the village development program. If there are people who agree or disagree with socializing, there will be interaction within the community. The interaction, of course will cause a situation there are people who agree and there are people who disagree. Based on the theory of social behaviour, socialization village development program will provide insight to the public about the construction of 5 (five) years. Public understanding of the rural development program will take place in relation to environmental factors and produced results, or changes in environmental factors. With such understanding will lead to changes in behaviour to more actively participate in the process of rural development, society certainly want to benefit from the socialization process through interaction with other people, so that people have the information even though little or limited in order to take into account in public participation.

Based on the above analysis with social theory, it was discovered there are three indicators related to the process of socialization, that is: an indicator of the adjustment to the process of development in the village development program, the integration with the social environment and the role of individuals and communities in development. Each of the indicators is the result of the analysis of integration between the components of familiarization with social theory and public policy.

The focus of research is whether coordination by the regent with the heads of SKPD and officials of the region effectively. Effectiveness indicator is to look at the input process, the process itself and the factor output. If the input process all the resources associated with the input deployed both physical and non-physical, it can be observed that the support to the Regent in implementing the rural development program run with good coordination.

At the time of implementation of rural development programs, all of which is coordinated by the Regent move vertically and horizontally in implementing rural development programs? If the answer village development program implementation process moving in unison, the coordination is done by the Regent can go according to plan. This can mean that loyalty to the program in favour of the villagers received full support. This includes also can be seen in the results or output village development program. If the coordination of Regents is successful, then the output produced will be visible and the public to enjoy. Regent expertise to coordinate the planning stage can make successful rural development program and received appreciation from the public.

Leadership is oriented to the interests of rural communities is a core community of Malang regency. The regent leadership model should be followed by village leadership. Thus, the success of rural development depends on the leadership of the

village head. Leaders can affect morale, job satisfaction, security, quality of working life and especially the level of achievement of rural development. Ability and skill in directing the head of the village is an important factor effectiveness of a village government. When the village head can identify problem issues of the village, then with his leadership and the ability of rural development after village development program will be able to achieve the objectives set in the medium-term development plan of the village.

Coordination undertaken by the regents in terms of the theory of social change will have an impact on government bureaucracy villages and villagers. Social change will affect a change in the way led by the head of the village, including the pattern of change in the public service. Coordination by the Regents of the village development program will give lessons to the village administration: concerning: a) how to coordinate with related institutions in order to advance his village; b) how the village head had to explain to the public about its programs to the public; c) how the village head must always synergy with community leaders to conduct mutual cooperation to enhance the independence of the community; d) how the village head is able to do good according to legal procedures of dedication to the community.

In the theory of symbolic interaction, communication Regent provides examples not only through language, but also a concrete example. These symbols in the form of communication as well as a concrete example will provide insight to the public about the importance of a fundamental change in the public service. Analysis of social change is important to increase awareness of individual and community awareness of the involvement of village government to the community in providing excellent service. Self-awareness society is the result of a reflective process conducted by Regent in the village development program.

Opinions George Herbert Mead of the mind that thought has a pattern of social result of interaction of external influences (in this case the Regent), both related conversation in mind, including a dialogue with the society outside it in its response to her on the way they (the government) will respond to me personally. Associated with structural functionalist theory of Talcott Parsons, that coordination by the Regent will provide to the public welfare and safety. It is necessary for the deployment both natural resources and human resources. Society as a system consisting of elements interconnected system and to work in accordance with its function, each needs to be driven in an integrated manner. By doing so, the coordination by the Regent on any existing system contributed to occur equilibrium.

Based on the structural-functional theory, coordinated by the Regent was an attempt to make the public system to constantly move and produce individual people who are active in participating in the system. Analysis by using the theory of social behaviour, that coordination by the Regent would affect interrelationship of environmental factors in society that changes in behaviour, such as: communication and social behaviour. Such a relationship will result in consequences, or changes in environmental factors. Changes in behaviour due to the influence of coordination by the Regent to the public that their interaction with other people in the community to respond to village development program.

The public will be informed by the regent including the heads of SKPD about any existing program and its relation to rural development. The most important thing people always get information about the program to the public welfare towards just and prosperous society. Indicators are found in research on Regent coordination with the heads of SKPD and county

officials include: communication, coordination and competence awareness of participation. Rogers (1975) stated that communication is the basis of social changes. Awareness of coordination shown by the heads of SKPD and heads of villages that support the success of rural development programs is the key to success. Communication of public awareness is also the success of the village development program. Participation competence is to collect, to move and to direct the potentials owned including the potential that exists in rural communities for the construction of both the interests of community in scale urban and rural communities.

The focus of research planning activities village development program is drawn up by synchronizing the potential between villages that are tailored to the characteristics of each village. The planning of the activities undertaken by the district is to choose the right service program to villagers. This is because the characteristics of rural communities vary, for example, a mountain village will be different needs and interests with the village beach. To address the sustainability of rural development programs need to be continued by the village government to be supervised by the district head. Preparation of village development program action plans is not just taking care of the planning, but also includes the execution, and the most important is the aspect of sustainability after completion village development program. In this study, it is found indicators which include: the conformity between the planned activities with the needs of the community, the need to plan to consult the public and community-based planning.

Analysis of the theory of social change on the preparation of village development program action plans will impact on the behaviour of bureaucratic red tape, especially for the village. The changes are related to the procedure of systematic and professional work, then the work plan is used as a guideline in their work and achieve the set targets. This social change also affects the public to actively participate in development by knowing the various of information obtained from the action plan.

Analysis of bureaucratic behaviour change there must be factors that affect the change. The preparation of the action plan is a form of symbolic interaction theory with a technique of communication through symbols (language) and writing. With a planned village development activities will encourage awareness of the individual and the community about its involvement in rural development by improving social relationships that are ongoing. Self-awareness of individuals and communities is the result of a reflective process that is invisible, and individuals and communities have a similar view of the individual who is associated.

Analysis of the structural functionalist theories about planning activity by Talcott Parsons that the action plan was to form a system directing village development activities in accordance with what is desired and planned. This theory is essentially looking at society as a system consisting of elements interconnected system and to work in accordance with their respective functions. By doing so, the plan drafted village development program into a system in a community where people will give their contribution in community participation, so that the community contributions into equilibrium. Based on the core of the above theory, the preparation of the action plan is a system that is always moving and producing individuals who have the awareness to participate in the system.

Analysis of the theory of social behaviour that the preparation of the action plan will make the behaviour of individuals in the community will produce effects, or changes in

the environmental factors that cause changes in their behaviour. The public wants to get their interest in the plan of action. At the time of the process of preparing an action plan, the public will be asked whether the plan of action will provide benefits either individually or benefits. Weighing profit and loss in people's minds is the result of the interaction that occurs in the community. In this theory the action plan will provide information to the public about what programs will be implemented to the community, and they will get anything from the results of the plan of action. There are many indicators found in this research related with preparation of the action plan. They are covers: that for planning rural development program there needs to be compliance with the needs of society, public consultation and planning community-based.

The implementation process of village development program will show a lot of questions about the effectiveness of the rural development program. Questions about how effective until the village development program bring benefits to the community? how much of the benefits from both village development program conducted by the district or by the village government and community. Factor of leadership is the key to successful rural development programs, especially in the process of implementing them. This is because rural development is a process that takes place in the village and it is an integral part of national development which covers all aspects of life and livelihoods.

Analysis of the theory of social change in the process of implementation of rural development program has caused a change in the implementation of rural development. Social change occurred with the arrival of the village development program that provides opportunities for small businesses and micro scale. They can be directly consulted primarily about business licensing, venture capital, support appropriate technologies and networks associated with the marketing aspect. Mindset change is required so that the dynamics of motion of the village government and villagers leading to economic productivity.

Analysis of the structural functionalist theory in the process of implementation of rural development programs realize a society that is building on the experience of rural development programs that have been implemented. However, the momentum will be lost if not kept and maintained. Talcott Parsons is stated that with the inception of the system as a result of the rural development program, the society as an interconnected system will work in accordance with their respective functions. Thus, any systems that exist within the community will contribute to occur equilibrium.

Analysis of the theory of social behaviour in the process of implementation of the rural development program, the individual behaviour takes place in relation to the environmental factors that will produce a result, or changes in the environmental factors that cause changes in behaviour. Changes in behaviour will be providing services to the public that is a top priority. Excellent service literally means service very good or excellent service. Service Excellence is a key factor in the success of the government to provide services. If the excellent service grows and develops, then the profits and incomes must also be increased. The village government needs to improve the public service has micro and small scale enterprises. Thus the village government strategies to nurture and sustain the performance of its services remain the focus of attention.

So in this case, maintaining excellent service to the community and maintain the loyalty of the public that there should be a prime target. Excellent service means to sustain and restore the public's satisfaction can be served and

satisfied. Research implementation of that policy discretion finding indicators include: transparency, compliance planning and implementation and evaluation of policy implementation discretion village development program.

Transparency of village development program is a program by the district government openness Malang-based society, so that people know what the public services needed by the community. Indicators suitability and implementation of the plan is important in order to avoid bias in the community implementation. While evaluating the implementation of rural development programs is very strategic to improve forward planning.

Supporting and Inhibiting Factors innovative policy discretion is obtained by the fact that the driving factors that influence policy discretion to internal factors include the following: First, loyalty SKPD heads towards village development program into a commitment, so that the rural development program expect run smoothly. Second, the head SKPD also allocated funds through the village development budget revenue and expenditure, so that the activities of the village development program go according to plan. Third, the leadership factor is to determine the course of a successful village development program. Without a reliable leadership, the program may not go according to plan. External factors that drives policy, rural development program, first, the readiness of the village receives the program together with the villagers. Cooperation between the Regent with the village government and community will launch a rural development program. Second, mutual aid to be the key to successful participation welcomes village development program and it should always be preserved as a cultural nation.

External factors inhibiting the implementation of the policy of discretion include: internal factors consist of the legal aspects, financing aspects of village development and sustainability of village development. Legal aspects of the basis for village development program due to the public accountability of the future must have a legal basis and can be audited by a neutral third party. The funding aspect is the limiting factor, due to activities of the village development program cannot enter into the structure of rural development programs. This is because the rural development program is not listed as a source of funding for rural development. Based on the above, then the big question is whether the village development program only survives when the leadership of the Regent. The problem is that whether the new leader will continue the development program of the village.

External inhibiting factors include: the village fund cannot for the village development and Malang regency very spacious. Village funds included in the budget revenue and expenditure village cannot be used arbitrarily to take into village development program. The issue is a village development program that comes from the district of Malang, while the budget and expenditures of the village come from various sources of funding cannot be used by the village development program.

Thus, the dependence of the rural development program revenues and expenditures Malang district will continue unabated. This resulted in strong dependence on funding from the village to the district government. Besides, the area of Malang regency which is very vast with topography varies from the highlands, the lowlands to the mainland coast. The topographic variations make village development program to be expensive and are complex in which aspects of local government funding is very limited Malang

CONCLUSION

To implement innovative policies on RPJMD discretion and village development program is to mechanize the process of socialization. Mechanization of socialization will make people get information in a transparent manner, so that people can adjust to a plan to realize the development goals. Besides, the public and the government to be consensual and agreed to succeed the village development program as part of the development process with the requirements of the need for government and community loyalty. To strengthen the capacity of communities into major requirements, it is needed to ensure the sustainability of rural development programs.

Besides, the implementation of innovative policies on RPJMD discretion and village development program with the coordination of land with head SKPD Regent and Acting Regional rural development program that success is determined by factors, communications knitted by the regent from the planning, execution reached the stage of monitoring and evaluating of rural development programs. A communication strategy that is easily understood by all parties is required, with a good communicator and professional, arousing interest of the community to participate in the development program, the communities were able to have awareness of communication in the form of alignment of insight and understanding to form a joint agreement between the government and the public. To achieve this required togetherness bureaucracy embodied in bureaucratic reforms and based on the willingness to sacrifice in the village development program.

Implementation of innovative policies on RPJMD discretion and village development program with the process of drafting the action plans are as follows: The planning of rural development programs can be managed properly and it is based on community needs. Society is seen as an actor or a subject of development. Besides, people are instantiated by the government to provide stimulation program development. Government with the village development program provides public consultation through social interaction to build public confidence. Thus, the preparation of an action plan based on the community is to provide direct services to the community and the public responded positively about the benefits of village development program.

Implementation of innovative policies on RPJMD discretion and village development program with the process of implementation is that the implementation process of innovative activity Regents policy discretion in rural development programs should be carried out in a transparent manner with full public confidence, including attention to gender equality. For the correspondence between plan and implementation of innovative policies Regent discretion requires technical instructions and guidelines for their implementation with regard to field constraints. To improve the effectiveness of rural development program evaluation is needed to create a benchmark of success village development program.

Factors supporting and inhibiting the implementation of innovative policies on RPJMD discretion to internal factors, formulated as follows: the driving factors behind the implementation of innovative policies discretion village development program lies in loyalty SKPD head, updating the data profiles that the village community as a subject served well and on target. The success of rural development programs is also supported by the leadership factor to realize the people who have empathy and have emotional balance. Head SKPD as public servants to be based on commitments. Besides, the

budget allocation village development is also a factor driving the success of village development.

Factors inhibiting the implementation of innovative policies on RPJMD discretion to internal factors as follows: that the factors inhibiting the village development program internally with regard to the legal aspects, considering the rural development program has no legal basis, so that the accountability into problems in the future. This is because the village development program also requires funding from Malang district budget and not from village allocation revenue and budget. The issue of integration between rural development programs and rural development programs is very difficult to do. This is because the different systems and procedures. The issue of the future for the rural development program is continuing its program of village development itself. This is because the policy differences systems and procedures, including differences in the understanding and insight by communities.

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