

# Model of General Government Affairs in Mandau Sub-District, Bengkalis Regency, Riau: Dilemmatic in Planning Preparation

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## Abstract

Residual affairs, better known as general government affairs (UPU), will be less likely to exist if the more detailed the classification of government affairs. The basis for this research was carried out because the re-emergence of UPU regulations in Law No. 23 of 2014 concerning regional government which previously in Law No. 32 of 2004 was not clearly regulated or even mentioned but appeared to be regulated regarding general government duties (TUP). In practice, UPU in local governments and sub-district governments still has many problems and confusions in implementation, especially related to UPU planning. The purpose of this research is to analyze the implementation of related UPU in the preparation of planning carried out by the Mandau sub-district government, and design the right model related to UPU planning in the sub-district. The approach used in this study is qualitative method of explosive descriptive type. The preparation of the District UPU in planning programs and activities asks for input and proposals from OPD and vertical agencies. In practice, the predetermined planning is submitted to the Regent of Bengkalis to be submitted in the local government work plan which for budgeting is sourced from the APBD which should be submitted to the central government and budgeted through the APBN. The right model in implementing future UPU planning is to make UPU an attributive authority for sub-districts.

**Keywords:** UPU, District Government, Delegation of Authority, Planning Preparation.

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## A. INTRODUCTION

By using the principle of decentralization in the implementation of otonmy with meaning in the implementation of democratic life in a country decentralization cannot be separated. With that principle, it will be known that the basic essence of decentralization is to solve and solve regional problems that are in accordance with regional conditions and can be implemented by local governments and communities in the regions (Wasistiono, 2009). From the period of its development, the concept of decentralization has become a fundamental topic related to the discussion and regulation of regional government, when discussions related to regions and regional are always inseparable from the debate and discussion of decentralization. At present almost all countries apply the principles in governance by adopting the principle of decentralization. The presence of decentralization in an integrated system with a stronger set of strengths and adequate to ensure governance at the local level (Kertapraja, 2010).

The 2nd amendment to the 1945 Law stipulates strengthening the regions in order to exercise the widest possible autonomy, while absolute government affairs which are only the are exceptions to be handed over to the regions. If Institutional

levels such as provincial local governments, regency/city regional governments, of course, this does not mean that the Republic of Indonesia adheres to a centralized system. Strengthening the with the widest autonomy has provided flexibility to the regions in the administration of their government in the form of regulating and managing the government and its people, of course (Kertapraja, 2010). Furthermore, there is a development related to the distribution of authority to local governments through existing government affairs divisions such as concurrent affairs which are divided into mandatory affairs and elective affairs, while compulsory affairs are divided into two parts, namely basic service sub-affairs and non-basic service sub-affairs, finally general government affairs are residual from affairs. (Petrus, 2017).

Furthermore, General Government Affairs abbreviated as (UPU), is basically a matter outside or apart from absolute affairs and is also not included in concurrent affairs. The regulation on UPU is explained in Article 25 of Law No. 23 of 2014 which as the head of government and in its implementation at the provincial level, the regency / city area is delegated to the Governor in the Provincial working area, the Regent / Mayor in the Regency / City work area, the head of the regional apparatus (Rauf, 2016). In Indonesia, UPU regulations have emerged in the regulation of Law No. 5 of 1974 which is known to be the existence of UPU related to cross-sectoral coordination at this time the regulation of UPU is clearly stated related to the principles, budget and elements that organize, although in Law No. 22 of 1999 it is not mentioned as well as during Law No. 32 of 2004 which appears related to the regulation of TUP. (S. Wasistiono, 2015)

The regulation on UPU contained in Law No. 23 of 2014 is different from the previous regulation of the Law on Regional Government. Therefore, to prevent a government vacuum, the President as the head of government carries out these affairs then in its implementation to local governments is delegated to the Governor, Regent / Mayor and Sub-district Head (S. Wasistiono, 2015) Unlike the implementation of UPU does not get delegation by the President but gets delegation from the Regent / Mayor as the head of government, which in its implementation is assisted by vertical agencies in the sub-district area and as a support in the form of a coordination forum for sub-district leaders (Forkopimcam) (Maulidiah et al., 2023)

As stipulated in PP No.18 of 2016 concerning Regional Equipment, one of them is the sub-district, which is charged with the task of being a coordinator in the administration of government, conducting guidance and supervision in the implementation of village government, and improving the implementation of public services. The sub-district head organizes three authorities, namely the authority stipulated in the law which is better known as attributive authority, exercising authority based on then carrying out other powers stipulated in the regulation (I. Wicaksono & Diamantina, 2019).

One of the sub-districts in Bengkalis Regency is Mandau District which has a fairly large population compared to other districts and has a large number of villages, of course, this indicates that the workload of the sub-district is included in the category of a high task force, including the task load in organizing the UPU.

In fact, empirically in the implementation of UPU there are several problems, namely: There are differences in UPU arrangements that must be implemented by the sub-district, thus making the sub-district hesitant in preparing UPU planning, whether to make UPU a delegative authority or make it an attributive authority, It is difficult to identify the planned activities related to UPU because the areas handled are strategic and tentative, so that the planned activities are more dominant in cross-sectoral coordination activities between institutions, The implementation of the UPU has an impact on the existence of Kesbangpol, so that in its implementation it seems to be assisted by OPD because of the initial design why the UPU is assisted by vertical agencies because there is a change in the discourse that Kesbangpol will be used as a government device.

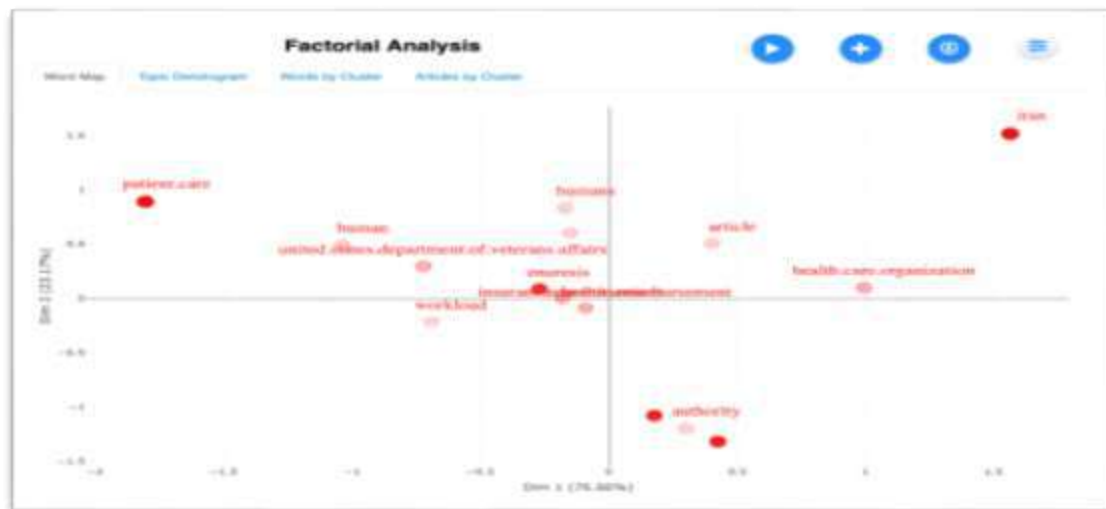
The study of the distribution of authority through government affairs was also examined by several researchers at the international journal which researchers obtained through biblioshiny analysis with date base scopus sources, the search was carried out in December 2023 with the keywords "\*Authority\* AND \*Distribution\* AND \*Power\*" for more details can be seen in the picture. 1 below:



**Figure 1. Three Field Network Plot**

**Source: Processed through the Scopus 2023 biblioshiny data base application**

Based on the biblioshiny analysis of the three field plot in figure 1 above, it was found that there were 15 researchers who researched related to the same topic. The focus studied from each researcher can be seen in the biblioshiny factorial analysis in te figure. 2. The following:



**Figure 2. Distribution of Factorial Analysis**

**Source: Processed through the Scopus 2023 biblioshiny data base application**

Based on figure 2 above from the results of biblioshiny analysis related to the distribution network factorial analysis as for the issues studied related to authority, united, states, and health care organizations. From the issues studied, research related to government affairs is still little studied at the international level, while research conducted at the national level related to government affairs, especially related to the implementation of UPU in sub-districts, studies a lot theoretically, so that it becomes the reason for researchers to conduct research on models of general governance in Mandau sub-district, Bengkalis Regency, Riau: Delematic in Planning Preparation.

## **B. LITERATURE REVIEW**

### **1. Local Government**

In the system that cannot be separated namely about the existence of regional government, in many countries, both developed and developing countries, sometimes the existence of regional government can exceed the central government itself, because the existence of regional government appears first than the central government (Greer et al., 2022). Just as about the beginning of the emergence of a state in Greek times, starting from the emergence of cities such as Athens and Sparta which at that time had the same position as the daeah government. Looking back at the history of the development and formation of a federated state which emerged from an agreement made between a group of regional governments that united to form a state, we can see the formation of a federated state in Europe (Sarundajang, 2022). The relationship between the structure of government institutions needs to make improvements related to effectiveness and efficiency and grow competitiveness in the administration of local government. Because, regional flexibility in regulating and managing decentralized government lies in the potential, regional diversity, and regional competitiveness globally, which is in regional autonomy in the Indonesian national state system (Guspeneldi, 2017).

Granting autonomy to regions aims not to reduce the burden on the administration of the authority of the state but rather to pay attention to the needs and demands of the community for the presence of local governments that understand their condition from social, cultural, economic, and community characteristics. Furthermore, the enactment of decentralization aims not only to facilitate or guarantee administrative efficiency for the central government related to the but aims at how regions can increase community participation to be involved in the administration of local government (Surbakti Ramlan, 2013). Furthermore, Bagir Manan stated that to realize effective decentralization, they should have a pattern of relationships that are primarily in nature, namely understanding the basics of decentralization itself because this can determine the relationship between these levels of government as affirmed in the constitution (Yusdianto, 2015).

Another view related to granting autonomy to regions according to Alferder related to the implementation of the principle of deconcentration is a form of power allocation given to regions through central government officials who are in the regions and local governments do not have the authority to form regulations related to the delegation of power, hierarchical forms of power implemented by certain officials. Next, decentralization is a form of distribution of power to elements or units at the local level to be able to take care of their own household interests. Because the principles contained in deconcentration and decentralization are very different, if deconcentration is more directed to the extension of the state to officials or units in the regions to complete the tasks of the central government, it is different from decentralization as a balancer and strength in the face of centrifugal power that can threaten political stability and state essence (Ramses, 2014)

## **2. General Government Affairs (UPU)**

In the division of authority when referring to Law No. 23 of 2014, one of them is affairs held jointly which are limited to the scope of authority between these government structures, namely concurrent government affairs. It is feared that the tug-of-war that occurs and overlaps central and regional interests cannot be allowed to drag on because it will have an impact on working relations between levels or government structures (Lekipiouw, 2020). Furthermore, paying attention to local diversity and the characteristics of local communities and regional specificity can bring problems in handing over affairs from the central government to local governments, this problem is related to the pattern of division of affairs between these government structures. For example, problems related to restrictions and portions of the distribution of authority between government structures, namely the central government, provincial regional governments, and district/city regional governments, the distribution of central and regional government budget funds related to the balance fund whether it is general allocation funds or special allocations, finally related to government doubts about the ability of regions to manage regional resources and the professionalism of the regions (Wicaksono, 2015).

The scope of TUP that has been separated from UPU such as creating trantibmas, improving and developing regional competitiveness, cosisten in enforcing and implementing regulations, maintaining and practicing norms and ethics, maintaining transparency and accountability of regional finances, implementing good governance by maintaining the principles that contained therein, as well as establishing harmonious cooperation relations between all agencies in the region such as vertical agencies and regional apparatus organizations (Djaenuri, 2014).

In practice, terms related to government duties, government functions and government affairs have not been uniformly used in government administration at the international level or in other countries, nor experts or experts also use different terms in using the term (Situmorang, 2002). Another opinion states that at the beginning of the emergence of general government affairs, one of the absolute sub-affairs fell within the scope of the UPU, such as the existence of concerns related to security sub-affairs handled by the police and judicial sub-affairs related to the judiciary. However, the establishment of vertical institutions in the regions that are hierarchically responsible to the head of government within the scope of the central government essentially reduces the value of the UPU (Ramses, 2014).

The existence of UPU from time to time in the regulation of local government is always changing and so the scope of UPU always changes meaning. It can be seen in the regulation of the Law on local government, namely from Law No.5/1974 to Law No.23 of 2014 below (Maulidiah et al., 2020).

**Table. 1. UPU based on the development of the Local Government Law**

| UU No. 5/1974                                                                                                                               | UU No. 22/1999                                                                                                                                 | UU No. 32/2004                                                                    | UU No. 23/2014                                                                                                                           |
|---------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| The central government has authority over all remaining affairs whose implementation is delegated to regional heads including sub-districts | The local government, in this case, the district/city has authority related to residual affairs and can be delegated to the sub-district head. | Each arrangement of government has authority in the maintenance of waste affairs. | All remaining matters in this case UPU become the authority of the President which is delegated to the head of government in the regions |

Processed Researcher, 2023.

### 3. Planning

In the administration of government, there are known to be planning documents at the central government level, local governments to village governments. In this planning can be grouped into long-term planning, medium-term planning and short-term planning. According to Riyadi & Bratakusuma describes the planning of a

systematic and structured activity carried out by people or groups of people both in an organization and non-organization to achieve better goals and changes (Soares et al., 2015).

If associated with management theory, planning is the first function of management activities. Planning is defined as the initial steps that a group of people must take in an organization in order to achieve a specific goal. Planning activities are not only focused on management but are also commonly used in policy formulation activities for decision making, so it is necessary to find alternatives to find the right solution where planning is able to predict conditions that occur in the future by analyzing conditions that occur in the present (George, 2003). The opinion further states that planning is part of the management function, there are several management functions that can be abbreviated as POSCORB has more indicators than other management functions such as indicators of planning, organizing, coordinating, personnel reporting and reporting (Luther Gulick and L. Urwick, 2003). Furthermore, it was explained that there are intensive communication efforts between levels of government in order to create planning alignment between local governments and the central government, and not create gaps both in the implementation of authority and the form of institutional relations between the central and regional governments, in principle, each other considers more partners (Purwadi, 2013).

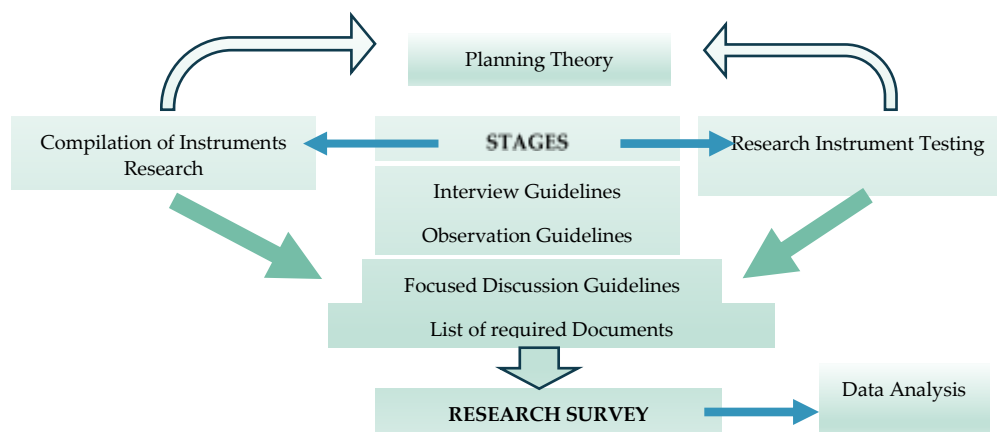
Related to planning is inseparable from the consideration of how the planning can predict future conditions, have activities that can realize certain goals, must have clear and rational reasons, and have a basis for the reasons for activities carried out. When preparing planning, it must be ensured that the planning has the right estimate, the planned planning is reasonable, carefully prepared and can be implemented (Maulidiah & Husnah, 2018). There are several indicators that must be applied in preparing planning, namely:

1. Establish the form of chaos.
2. Parties involved in the formulation of activities.
3. Establish planning stages.
4. Determine planning procedures (Rauf, 2018).

### C. METHOD

The approach used in this research uses qualitative methods with an exploratory type (Brosché, 2023). The reason for using qualitative methods is because the problems raised are actual that need to be explored and then a solution that is considered appropriate (Dwivedi et al., 2023). This study determines the source of data that is used as a reference to analyze the problem, namely Law No. 23 of 2014, collect field data such as primary data and skunder data, and conduct data analysis then verify by designing the right model in providing solutions related to UPU problems. The collection technique uses interview, observation and documentation techniques. To obtain data, facts and information in the field, researchers determined several informants who were considered competent to provide information, namely:

Sekda, Head of the National Unity Agency (Kesbangpol), Sub-District, Polsek, Head of the Office of Religious Affairs (KUA).



**Figure 3. Qualitative Data Collection and Data Analysis Techniques**

## D. RESULTS AND DISCUSSION

### 1. Model of General Government Affairs in Mandau District Government, Bengkalis Regency.

As stipulated in Law No. 23 of 2014 related to the UPU described in article 25 paragraph 6, which is related to the implementation of UPU activities in the sub-district area of the Regent / Mayor in the delegation of authority to the sub-district. Furthermore, related to UPU arrangements are also explained in PP No.17 of 2018 where the sub-district head organizes UPU based on laws and regulations. From the explanation of the regulation arrangement, the sub-district has three authorities, namely carrying out attractive powers, delegated authority, and other authorities (Rauf et al., 2023) Meanwhile, in organizing the UPU Sub-District, it can be said that it is based on attributive authority, it can also be held based on delegated authority because the arrangements between the two laws are different regarding this authority (Dwivedi et al., 2023) Each authority must have clear principles and procedures so that it can be implemented properly. The scope of the UPU field contained in the laws and regulations are:

- a. Related to Construction
- b. Social Conflict Handling.
- c. Coordination between agencies.
- d. Development of democratic life.

Even though the meaning to be achieved and wanted to be realized is the achievement and realization and produce responsible and responsive services. In addition, sub-districts must be able and must be able to encourage bureaucratic reform by designing innovations in public services so as to produce quality sub-district services and encourage competitiveness in governance (Brosché, 2023)

Delegating some authority uniformly regardless of workload or other factors such as population, social and economic existence, this pattern can usually be applied to areas that have similar characteristics or are homogeneous. While delegation with

generic oppla means the form of delegation of authority between each region is not the same because it considers certain factors or is heterogeneous (S. Y. W. Wasistiono, 2009)

Previous research on vertical delegation has basically not been able to run effectively or be implemented optimally due to the hierarchy of positions, but in the form of horizontal delegation, in principle, the sub-district is able to approach persuasively to entities within the scope of the sub-district in the context of implementing delegation of authority. In other words, the form of delegation of power can be carried out effectively (Laksana & Supriyono, 2015). If related to the statement above, the form of delegation of authority carried out by the Regent of Bengkalis to the sub-district using this generic authority pattern means that the form of authority given is uniform in each sub-district in Bengkalis Regency.

Regarding the implementation of UPU, the form of authority carried out by the sub-district refers more to making the UPU an attributive authority as regulated in PP No.17 of 2018 so that the sub-district head as the head of regional apparatus in the sub-district area organizes UPU as an inherent task. In carrying out its duties in organizing the initial stage of UPU which is carried out so that it can be held effectively, it is necessary to prepare a plan for UPU activities. The forms of planning stages carried out are:

- a. Establish UPU planned activities
- b. Elemental involvement in UPU planning
- c. UPU reconciliation mechanism

## **2. Establish UPU activities**

The UPU activities planned for 2023 are related to the substance of the activities formulated as stated in the annual work plan (RKT), as follows:

- a. Coordination meeting activities between leaders within the sub-district area related to strategic issues of building unity and national unity.
- b. Coordination meetings with vertical agencies related to fostering religious harmony.
- c. Coordination meeting activities with cross-sectoral vertical agencies related to handling social conflicts.
- d. Coordinating the implementation of tuga between government agencies in the sub-district area.
- e. Coordinating with villages/villages related to activities to develop democratic life.
- f. Conducting collaborative activities with the Mandau Police Chief in realizing trantibmas in the Mandau region.
- g. Conducting coordination meetings with vertical agencies, regional officials and village governments related to mass vaccination activities for covid 19 prevention.

Based on the description of activities that have been planned in the implementation of the UPU, the form of activities leads more to coordination activities

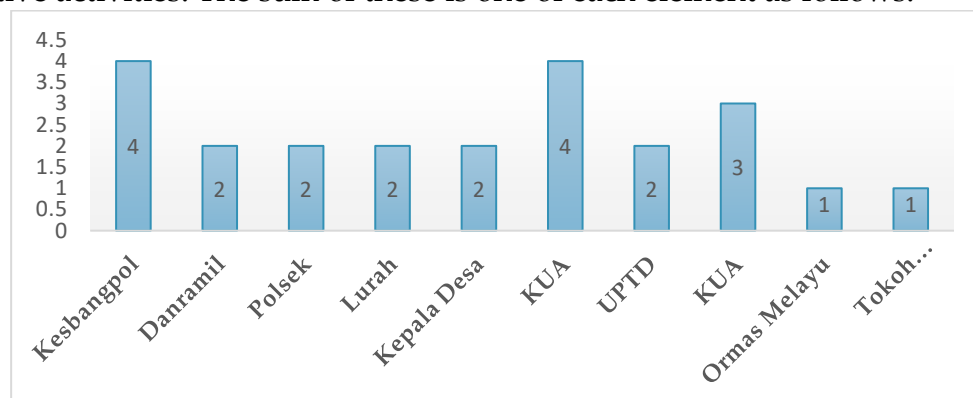
because the fields covered in the UPU field are strategic activities whose occurrences are incidental, even so the conflicts that occur are related to the existence of the nation. Furthermore, the UPU planning also involves leadership elements within the sub-district such as vertical agencies and regional apparatus organizations and representatives from several elements of the community.

### 3. Elemental involvement in UPU planning

The elements involved in planning are one of the determining factors in formulating planning, by asking whether the planning made is in accordance with the conditions, whether the planning made is reasonable or in accordance with the resources owned, whether the planning can be completed in accordance with the targets that have been set and whether the planning can be implemented. In principle, in the preparation of planning has stages that must be considered, the larger an organization is charged with a task, the more and more complicated the planning will be made and will require a long duration (Ahmad et al., 2017) The elements included in formulating the plan are:

- a. Bengkalis Regency Government.
- b. Danramil.
- c. Sector Police Chief.
- d. Sublime
- e. Village head
- f. Service Technical Implementation Unit / UPTB.
- g. Head of Religious Affairs (KUA)
- h. Head of Malay Organisation.
- i. Institution of Maturity.
- j. Public Figures.

Based on the description above, related to the elements involved in UPU planning, each element is asked to provide activity initiatives that can be used as alternative activities. The sum of these is one of each element as follows:



**Figure 4. Data on proposed UPU activities from various elements**

From the data on the number of proposers above, there are 24 alternative proposed activities submitted. The form of proposals submitted from each element varies, there are in the form of proposals to strengthen coordination and

implementation of technical activities such as national insight development activities, mediation in handling social conflicts and inter-tribal and religious harmony.

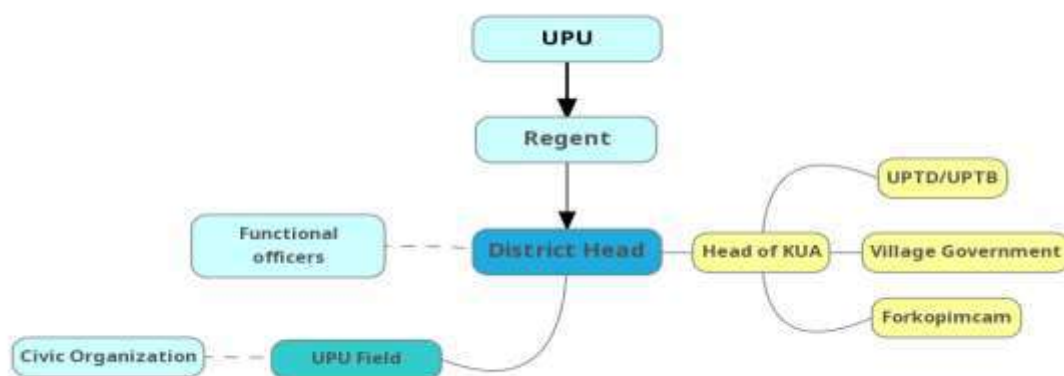
#### 4. UPU Planning Mechanism.

Basically, planning is an initial process in carrying out an activity, there are procedures that must be passed such as classifying an object to be implemented, setting standards or criteria in accordance with what will be planned, and making activity specifications that distinguish which activities are priority and supporting activities. Related to UPU planning, the mechanisms passed, namely:

- a. Proposing UPU activities.
- b. Formulation of UPU activities.
- c. Discussion of UPU planning.
- d. Determination of UPU activities.

Based on the description above, there are four stages in UPU planning. Regarding the mechanism carried out, namely; First, convey activities that have been formulated internally. Second, formulating activities in this case the sub-district as the formulating agency, in the formulation of UPU activities asking for input from sectoral agencies. Third, the discussion of UPU planning, at this stage the sub-district head invited the elements involved, namely vertical agencies, regional apparatus organizations, community leaders and community organizations.

In the implementation of the UPU where the implementation is based on the delegation of rights from the President as the head of government and from the Regional Head to the sub-district but in fact until now there has been no regulation or in the form of a decree related to the delegation of the authority. The position of vertical agencies is only as an agency that provides input and suggestions related to UPU and conveys problems that occur that need to be found solutions. The UPU planning model can be designed as follows:



**Figure 5. UPU Planning Model**

From the results of the analysis above, there has been a change in the preparation of UPU planning or if it is related to management in the administration of government affairs, it is also mentioned that there has also been a change in management with a siteal model. It is said that there has been a situational change in

management because empirically the planning of the UPU in its submission all forms of UPU activities in Mandau District are allocated in the regional planning of Bengkalis Regency which should be included in the provisions of Law No. 23 of 2014 included in the central government budget because the UPU in its implementation uses the principle of deconcentration.

## E. CONCLUSION

Because the affairs handled are cross-sectoral related to fostering national life, political stability and the existence of a development in UPU planning in addition to activities made in the form of coordination activities with various lines, the form of activities is also carried out in the form of planning activities such as providing material and training by collecting data on target recipient groups from these activities. This form of activity aims to raise awareness of community groups related to UPU strategic issues. But in practice it is very difficult to carry out it due to several influencing factors such as budgets, changes in activities, forms of authority that must be carried out by the Subdistrict, and enthusiasm from the community. To overcome the dilemma in UPU in particular and in the implementation of UPU in general.

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