

## The Role of Imum Mukim in Gampong Governance in Paya Bakong District of North Aceh Regency

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### Abstract

The purpose of this study is to explain how the role of *Imum Mukim* in Paya Bakong Sub-District in carrying out duties according to Law No. 11 of 2006 on The Government of Aceh and Qanun Aceh Number 04 of 2003 concerning *Mukim* government the Acehnese traditional governmental institution. It describes the Role of Imum Mukim in *Gampong* (Village) governance. The method used is descriptive qualitative. The data were collected through interviews, observations, literature studies, documentation, and field studies. The findings of the study showed that *Mukim* in Paya Bakong subdistrict has a role to play in the governance of *Gampong* but it has not been effectively carried out as stipulated in the Laws. The roles of *Imum Mukim* covers not only fostering people's lives in carrying out Islamic sharia, socialization of Islamic sharia, but also formulating policies concerning *Gampong's* affaires. Withstanding that, these role have not been carried out effectively, due to several reasons. Firstly, is the line of coordination between the *Keuchik* (Head of the Village) on the *Gampong* governance has not been authoriotatively imposed on the latter by the laws. For there is a sub district government that directly coordinated with the *Keuchik* based on Indonesian Governmental Laws. This has made the *Mukim* lost its political influence and implicitly implied that the *Mukim* is merely an accommodation of cultural valued, which is politically has no authority in the *Gampong* political and developmental affairs. Consequently, the *Keuchik* and its apparatus often left them uninformed about the political and development of the *Gampong*.

**Keywords :** Mukim Governance; Role of Mukim; Gampong Governance;

### Introduction

Aceh is one of the special and special areas, related to the characteristics of the history of the struggle of acehnese people who have resilience and high fighting power derived from a view of life based on Islamic shari'ah. The life of acehnese people is thus articulated in the modern perspective in a democratic state and government and responsible for giving birth to a strong and strong Islamic culture so that Aceh becomes one of the capital areas for the struggle in seizing and maintaining the independence of the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution. The latest development, especially in the government in Aceh Province, is the birth of Aceh Government Law No. 11 of 2006 on the Government of Aceh which regulates clearly and unequivocally that the Government of Aceh is an integral part of the Unitary State of the Republic of Indonesia and the widest order of autonomy. The widest autonomy granted is not just a right but a constitutional obligation that must be utilized as best as possible for the welfare of the community and the Government of Aceh.

The arrangement of government in Aceh Province is different from other regions in Indonesia, in the Aceh Government Law article 2 Number 11 of 2006 mentioned that aceh area is divided into regencies / cities, regencies/cities in the district, districts divided over Mukim, Mukim divided over villages and gampong. Qanun (Regional Regulation) of Aceh Province governing Mukim Government is Qanun Number 4 of 2003 which can be used as a legal basis and policy basis for governance related to Mukim, both carried out by the Aceh Government, Regency / City

Government and by the Mukim Government itself.

According to Article 114 of the Aceh Government Law No. 11 of 2006 the arrangement on Mukim is further regulated in each Qanun Regency/City. The hope of the Aceh Government Law is a recognition from the State to appreciate the area based on local wisdom and the right of origin, in this case mukim. With this recognition, it will be the birth of independence so that Aceh Province is different from other governments in the Republic and Mukim can also organize and take care of its own administration.

Mukim was born in Aceh for several centuries. First, the Mukim Government was initiated during the dynasty of Sultan Iskandar Muda, that is where the beginning of the birth of mukim government in Aceh. Mukim was once when Aceh was still colonized by the Dutch is very good function and has a clear role in organizing the Mukim Government. Although at that time the Dutch controlled Aceh, but the invaders did not interfere in the affairs of the Mukim Government. Mukim's position structurally and its function are still the same as at the time of independence.

However, mukim began to be marginalized when the Government issued Law No. 5 of 1979 on Village Government, which uniformized all structural lines of Government, so that at that time Mukim was frozen from its role and function. The role of Imum Mukim today is not only limited to taking care of problems between gampong, but more than that. Imum Mukim must be able to solve all customary, cultural and religious problems. Imum Mukim must be fully supported by the community so that all its programs run successfully, because no matter how great a leader if there is no support from the community will certainly not succeed. So far, the role of Imum Mukim is indeed we feel has not been maximal, in terms of the management of gampong government in the composition of aceh government first gampong is the lowest level of government and has the right of autonomy called Gampong Government. As the lowest autonomous region, gampong is a jurisdiction recognized by the kingdom. The position of gampong in the government of the Kingdom of Aceh at that time can be equated with villages in Java, hamlets in South Sumatra, or Huta in Batak and malay villages. Mukim based on Qanun Aceh Number 04 of 2003 concerning Government. Mukim is a unitary legal society consisting of several gampong that have certain territorial boundaries and their own wealth, domiciled directly under the Camat and led by Imum Mukim. Mukim has the task of organizing government, implementation of development, community development and improving the implementation of Islamic sharia. But the reality is mukim is only used if there are problems related to development that if not run smoothly and so far Mukim is actually directly positioned under the Camat as if it does not function like a representative of the gampong-gampong in its scope. Keuchik had been directly dealing with the Camat and overstepped Mukim's position as a representative of the gampong-gampong.

If we look at the history of North Aceh Regency, we know that Mukim has been formed but does not function as it should. But at the time of the enactment of Qanun Aceh Number 04 of 2003 concerning the Mukim Government, indirectly the Aceh Government uniformized Mukim must exist in all districts/cities, by carrying out the Qanun which ended in the imposition of qanun implementation by not forgetting the history of the existence of the Mukim institution in the regional administration, which occurred is the authority of the Mukim Government in accordance with Qanun Aceh Number 04 of 2003 concerning the Mukim Government and the administration of the government. It is not expected to have gone as it should the role of Imum Mukim.

Mukim government consists of Imum Mukim which is an element of the leadership in the Mukim Government organization, Imum Chik is an element of leadership together with Imum Mukim in the implementation of providing government administration services. For the smoothness of his duties secretary Mukim assisted by the heads of sections. The Mukim Deliberative Assembly is the legislative body in Mukim. Although the existence of Mukim led by Imum Mukim has been regulated in Qanun Aceh Province Number 4 of 2003 and has been strengthened in Qanun North Aceh Regency Number 3 of 2005, but in the implementation of Mukim Government in North Aceh Regency Aceh Province there are still many shortcomings, as one example of the task and function of Imum Mukim that has not been optimal due to lack of socialization to all parties to inform and reinforce that mukim institution It is an official government institution in Aceh Province not only as an indigenous institution that does not have a government institution.

Imum Mukim has so far lacked his role as expected by Imum Mukim himself, as Imum Mukim did in the past when the kingdom of Sultan Iskandar Muda, Mukim in the past gained a very strategic position in the structure of government. Because at that time the function of Mukim was very clear, then Mukim became a highly respected institution at that time. Regime change and changing times, Mukim's position had not gained clarity. So mukim who should be more respected than Keuchik did not even get the attention of the public. So that even in a role-not too many roles that can be done by Imum Mukim. Especially in terms of government, the weakness of Imum Mukim at this time has not been able to cover all problems in society because of the affirmation of functions and authorities that have not been properly socialized.

### **Statement of the problem**

Accordingly, this paper would try to address the following question:

1. Why did the Village Head/ Keuchik not involve Imum Mukim in deliberations and supervision at gampong level in accordance with Qanun Aceh Number 04 of 2003 concerning Mukim Government?
2. What are the obstacles of Imum Mukim in carrying out its functions in accordance with Qanun Aceh Number 04 of 2003 concerning mukim government?

### **Literature Review**

There have been a large number of literatures on administrasion and governance which are related to the topic of discussion. They could classified into four themes.

#### **Administration and Publik Administrasion**

The term Administrative etymology derived from Latin (Greek) consisting of two words, namely "ad" and "ministrate" which means "to serve" A. Dunsire in Keban, (2008:2) (Pasolong, 2011:6). Public Administration according to Chandler and Plano in Keban, (2008:4) It is the process by which public resources and personnel are organized and coordinated to formulate, implement and manage decisions in public policy.

Henry Fayol, (1841-1925) using an approach to administrative management, which is an approach from the top leadership to the bottom leadership level. While, Herbert Simon in Pasolong (2011:14) Divide the four principles in a more general administration:

1. Administrative efficiency can be improved through specialization of tasks among groups..
2. Administrative efficiency is improved with group members in a definite hierarchy.

Administrative efficiency can be improved by limiting the distance of supervision in every sector in the organization so that the number becomes small. Administrative efficiency is improved by grouping jobs, for supervisory purposes based on purposes, processes, subscriptions, venues.

Afiffudin, (2010:64) The focus of development administration analysis is the development process organized by a nation in order to achieve the goals and ideals of a particular state or nation, including scientific ways used in solving problems, facing challenges, utilizing opportunities and eliminating threats. The discipline of development administration has characteristics that distinguish with other disciplines, namely:

1. The orientation of development administration refers more to the efforts of changes in circumstances that are considered better.
2. Development administration makes improvements and improvements to administration that are associated with aspects of development in other fields such as economic, social, political and others.

#### **The Institution of Imum Mukim**

Institution or institution is a container to carry out certain tasks and functions in order to achieve certain goals. Therefore, the existence of Mukim Institution is a container to carry out the duties and functions of the Mukim Government to achieve the purpose of implementing the Mukim Government. Rasyid (1996:37-38) further explained that " The purpose of government implementation is to improve the welfare of the community, so that the government's task is the provision of services (empowerment), empowerment (empowerment), and development (development) which is entirely devoted to the benefit of the community."

Mukim indigenous institutions are not institutions born after Indonesian independence in 1945,

but have existed since the time of the Sultanate of Aceh. After the Dutch colonial colonization, the existence of Imum Mukim is still recognized and even regulated specifically in the "Besluit van den Gouverneur General van Nederland Indie," van 18 November 1937 Nomor 8, with the name Imum schaaap. During Japanese occupation, The government by Imum Mukim is still recognized based on Osamu Seire Nomor 7 Tahun 1944 (Husin, 2013:46).

Its legal and political status was abolished under Suharto administration through the Law (hereinafter abbreviated as No. 5 of 1974 on Local Government, and Law No. 5 of 1979 on Village Government, Nevertheless, socially the people of Aceh still recognize mukim indigenous institutions as a unifying container in preserving acehnese traditional life. (Husin, 2013:46).

After the reform era, mukim government has a very strategic position in Aceh province which is marked by the enactment of Qanun Aceh Number 4 of 2003 concerning mukim government in Nanggroe Aceh Darussalam province. Mukim has the task of organizing government, implementation of development, community development and improvement of the implementation of Islamic Shari'ah.

### **Local Autonomy: The Government of Aceh**

In accordance with Law No. 23 of 2014 on Regional Government defines regional autonomy is the right, authority and obligation of autonomous regions to regulate and take care of their own government affairs and the interests of local communities in the system of the Unitary State of the Republic of Indonesia. Regional autonomy will have a positive impact on the economy for the regional economy, read Suparmoko in Baihaqi, (2011).

### **Assimentris Decentralisation**

In Indonesia the application of Asymmetric Decentralization has been stated by the issuance of Law No. 1 of 1945 which provides exemptions for Surakarta and Yogyakarta regions in the establishment of the Regional National Committee. Then issued Law No. 22 of 1948 until the issuance of Law No. 13 of 2012 concerning the specificity of the filling of positions and special affairs of Yogyakarta compared to other regions because Yogyakarta is categorized as a Special Region. Other regions, such as Jakarta as the capital of the Republic of Indonesia, Aceh and Irian Jaya are also granted special autonomy status to reduce the potential for long conflicts. Indonesia several times tried to organize its regional government with the special autonomy formula, for example Timor-Timor Province which showed failure with the release of the Province from the Unitary State of the Republic of Indonesia (NKRI), then similar efforts were also carried out in the aceh case with Law No. 18 of 2001 but rejected by the acehnese people through an agreement in Helinski. Peculiarities in a group in a particular area in a unitary State such as the Republic of Indonesia, This view as mentioned above is known as asymmetrical decentralization which has strong legally constitutional roots in the constitution and inherent spirit in its implementation. However, it is not explicitly stated in the national regulation that is about decentralization.

### **Methods**

This research uses qualitative research with a descriptive approach to analysis, because the problem is very comprehensive, in-depth and very broad. Data collection is done with observations, interviews and documentation.

### **Results and Discussion**

Based on the results of research obtained from the findings of the author in the field and interviews known the cause of the ineffective role of Imum Mukim in Paya Bakong Subdistrict, North Aceh Regency is:

1. Lack of socialization to the community about the existence of Imum Mukim Institution so that many people do not know about the role Imum Mukim.
2. Lack of budget and supporting facilities greatly affects Imum Mukim in working to realize the role and function of his government, the means of work are the most important factor in the implementation of mukim government.

### **Imum Mukim' Roles in Accordance with Qanun Aceh Number 04 of 2003 concerning Mukim**

## **Government.**

Aceh is a region that received privileges that are special autonomous regions. One of the regulations as evidence of this privilege is the birth of Law No. 11 of 2006 concerning the Government of Aceh (hereinafter written UUPA). Previously, there have been several provisions such as Law No. 44 of 1999 concerning the Implementation of Special Regional Provinces of Aceh, as well as Law No. 18 of 2001 on Special Autonomy for Aceh Special Region Province as Nanggroe Aceh Darussalam Province. The content of the last two provisions mentioned in general has been accommodated in uupa.

Based on the provisions of Article 1 paragraph (2) of the UUPA, Aceh is an area that has special privileges and is given special authority to regulate and take care of government matters based on the interests of the people of Aceh, adjusted according to the principles of the Unitary State of the Republic of Indonesia. One of the rules mentioned explicitly in the law is the Government at the Mukim level. Mukim is a unit of government that has existed since the beginning of the kingdom's government.

Aceh is led by Imum Mukim. Imum Mukim is one of the government units in Aceh besides Commander Sagoe, Ulhee Balang, and Keucik. The term Mukim is interpreted as one area / region, which has certain territorial boundaries that are a combination of several gampong. A more concrete definition can be found in Article 1 number 19 of uupa, mentioned that Mukim is a unitary legal community that is directly under the sub-district consisting of a combination of several gampong that have certain territorial boundaries led by Imum Mukim or other names and domiciled directly under the Camat. So, Mukim here is included in the Aceh Government unit that is structured under the Camat administration.

The organization of Mukim is explicitly stipulated in Article 114 of the UUPA. Mukim oversees several gampong, led by Imum Mukim as the organizer of the tasks and functions that have been set, Imum Mukim was elected through a deliberative process with a five-year term. This provision became the legal basis of its existence in Aceh. As part of the structure of government, Mukim has its own functions of authority and duties. Article 114 of the UUPA mentions the duties and functions of Mukim regulated in certain qanun. Among the qanuns that govern it is Qanun. Nanggroe Aceh Darussalam Province Number 4 of 2003 concerning Mukim Government in Nanggroe Aceh Darussalam Province, then other Mukim qanuns specially regulated by the District/City Government. Judging from the provisions of the Mukim Government Qanun, it is explicitly mentioned that Mukim has certain duties and functions. Chapter II Qanun Mukim Government, mentioned the position, duties and functions of the mukim contained in Articles 2, 3, and 4. In essence, Mukim has three main tasks, namely government organizers, implementers of development, community development and improvement of the implementation of Islamic Shari'ah. Meanwhile, mukim functions include: the implementation of government both based on the principle of decentralization, decentralization and the affairs of assistance duties and all other government affairs, the implementation of development both economic development, physical development and spiritual mental development, community development in the field of Islamic Shari'ah implementation, disputes or customary matters and customary law.

Based on the above description we can conclude that, Mukim institutions have an important position in society, one of which is as a party in solving problems in society, Mukim has at least two strategic functions in society, namely as the implementer of government administration and the government organizer. The organizer of the government referred to here is included in carrying out its functions as mentioned in the previous Mukim Government Qanun. However, based on the findings of researchers in the field of reality that occurred that in Paya Bakong Subdistrict, North Aceh Regency, Mukim institution has not functioned properly. One example, the implementation of Mukim duties and functions in Paya Bakong District, North Aceh Regency is still found obstacles and does not work as the mandate of some of the qanun rules, in Paya Bakong Imum Mukim District.

**Factors That Hinder the Role of Imum Mukim in Gampong Government in Paya Bakong Subdistrict are:**

**Lack of Supporting Facilities**

Infrastructures are important factor in the implementation of the Mukim Government. Imum

Mukim in Paya Bakong Subdistrict. To the present, the Imum Mukim only stamps, motorcycles for transport, small administration offices with limited facilities, without any computer or laptop.

#### **Limited Budget to Organize Activities**

The limited budget provided by the District Government is also hampering the activities that should be organized by Imum Mukim. In organizing activities in Paya Bakong District, Imum Mukim uses funds from self-help.

#### **Shortage of Competent Human Resources**

The condition of the running of an organization is ownership of human resources, these resources can be measured from the aspect of adequacy in which implied conformity and clarity, resources are positioned as inputs in the organization as a system that has economic and technological implications.

#### **Lack of Community Support**

The lack of participation from the community is caused by the lack of socialization to the community in socializing that Imum Mukim is no longer just an indigenous institution that does not have the power to govern but is also an official government institution in Aceh Province. So that many people do not understand the existence of the role and function of Imum Mukim, if the lack of community participation will also greatly hamper the performance of Imum Mukim and other Imum Mukim devices.

#### **Conclusion**

Based on the discussion above, it can be concluded that Imum Mukim Institution in Paya Bakong District, North Aceh Regency houses four (4) Kemukikiman namely: Kemukikiman Tgk. Chik Paya Bakong, Kemukikiman Pante Seuleumak, Kemukikiman Pante Bahagia and Kemukikiman Pirak Tunong. The role of Imum Mukim in Paya Bakong District of North Aceh Regency, seen according to Qanun Aceh Number 4 of 2003 concerning Mukim Government tends to not be effective. Imum Mukim institution only plays a role in the field of government that has not played a good role, sometimes at certain times also Imum Mukim is also not folded, the function of the Imum Mukim Institution here is not functioned properly. The role of Imum Mukim according to Qanun Aceh Number 4 of 2003 concerning Mukim Government is actually quite large, not only solving problems in society. However, building people's lives in carrying out Islamic sharia, socialization of Islamic sharia. In addition, Qanun Aceh also authorizes mukim institutions in making policies in the form of Imum Mukim regulations, but all this has not been realized properly. Factors that hinder the role of Imum Mukim to participate in gampong government in Paya Bakong subdistrict, are a. Lack of support facilities. b. Limited budget to organize activities. c. Shortage of competent human resource, d. Lack of community support.

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