

Research Article

Evaluation of Mukim Institutional Policies Using The CIPP Model In North Aceh Regency

Nanda Mahfudzah*, Aiyub, Muhammad Hasyem, Muklir, Muryali

Department of Administration Public, Universitas Malikussaleh, Lhokseumawe, Indonesia, 24353

*Corresponding Author: nanda.queen2020@gmail.com | Phone: +6282272829403

ABSTRACT

This study aims to evaluate the policies of mukim institutions in North Aceh Regency using the CIPP Model (Context, Input, Process, and Product), identify supporting and inhibiting factors, and formulate recommendations to strengthen mukim institutions. The background of this research is based on the fact that the role of mukim in the local government system has not been optimal, even though it has a strong legal foundation. In its implementation, mukim faces various obstacles, such as unclear institutional position, budget limitations, low human resource capacity, minimal facilities and infrastructure, and weak coordination between institutions. This study uses a qualitative method with data collection techniques through interviews, observations, and documentation. The research informants include DPMG, sub-district heads, imum mukim, geuchik, tuha peut, mukim forum chairpersons, community leaders, and academics. The research results show that in terms of context, mukim is still socially relevant. However, the clarity of the institutional position has not yet been established. In terms of input, resource support is still limited. In terms of process, policy implementation has not been effective, whereas in terms of product, the impact on residents is still limited within the government system. Recommendations are directed at strengthening authority, increasing resources, and optimizing institutional coordination.

Keywords: Policy Evaluation; Mukim Institution; CIPP Model; Local Government

1. INTRODUCTION

Policy evaluation of the mukim institution is important to assess the effectiveness of its existence and the implementation of its functions as part of local governance in Aceh, as recognized in Law Number 11 of 2006 concerning the Government of Aceh. Aiyub et al. (2024) explain that policy evaluation is a systematic process aimed at assessing the extent to which a program's objectives have been achieved, identifying gaps between expectations and reality, and evaluating the overall effectiveness of policy implementation. Thus, the evaluation of mukim institutional policy is crucial to ensure that the existence of the mukim is not merely normative but also functions effectively in local government practice.

The mukim institution is a traditional governance body that holds a strategic position within the Aceh government system. Alianur & Putra (2020) explains that the mukim serves as a liaison between the village government and the district government in maintaining social order and upholding traditional customs. The mukim also has the authority to regulate various aspects of community life, ranging from the resolution of customary disputes and the management of natural resources to the promotion of social and religious life (Nurhaliza et al., 2024). Therefore, the existence of mukims is seen as capable of strengthening local governance through a more participatory approach rooted in local values. Zulkifli et al. (2021) argue that the Mukim serves not only as a symbol of culture and local wisdom, but also as a traditional administrative unit that plays a role in the administration of government affairs, development, and community matters.

The existence of mukims in Aceh has a strong legal basis in both the national and regional legal systems. Nationally, Law No. 11 of 2006 on the Government of Aceh, in Article 98(1), states that customary institutions serve as a forum for community participation in the administration of government, development, community development, and the resolution of social issues based on customs and traditions consistent with Islamic law. Furthermore, Article 114(1) stipulates that a mukim is a customary law community comprising several gampongs with defined territorial boundaries, led by an Imum Mukim, and possessing the authority to regulate and manage the interests of the local community in accordance with customary traditions.

More detailed provisions regarding the structure, functions, and authority of the Mukim are set forth in Aceh Qanun No. 4 of 2003 on Mukim Administration, in which Article 3 states that the Mukim is responsible for administering governmental, development, and community affairs in accordance with customary law and statutory regulations.

Meanwhile, Article 4 also explains that the Imum Mukim serves as the leader of the traditional government, responsible for fostering social harmony, resolving disputes, and coordinating village administration within his or her jurisdiction.

Within the framework of good governance, mukims are expected to serve as a bridge between village and subdistrict governments, while also strengthening social integration and preserving the distinctive Islamic and Acehese traditional values (Syahbandir et al., 2021). Alianur & Putra (2020) state that mukims have great potential to become key actors in implementing the principles of participation, transparency, accountability, and effectiveness in local governance. However, although the legal basis for mukims is clear, the exercise of their functions and authorities in various regions of Aceh still faces numerous challenges.

The same situation is also occurring in North Aceh Regency. The local media outlet News Marjinal.id (2024) reported that the mukim administration in North Aceh Regency is in a state of stagnation. In a news report titled “The Fate of Mukim Governments in North Aceh: Neither Here Nor There,” it is explained that although North Aceh Regency Regulation No. 14 of 2011 on Mukim Governments has been enacted, its implementation remains very limited. The North Aceh Regency Government only issued Regent Regulation No. 4 of 2015 as an implementing regulation three years after the regulation was enacted. However, more than a decade later, the institutional structure of the mukim has yet to function optimally, so that the mukim remains largely symbolic and lacks institutional capacity (Manzar, 2025).

This issue is further underscored by the findings of an initial interview with the Head of the Community Empowerment Agency (BPM) of North Aceh Regency. Based on this interview, it was found that the mukim institutions have not yet been fully supported by robust operational policies; consequently, the role of the mukim in the governance of the gampong has not been fully realized, even though it has been formally recognized in the qanun. Limited human resources, a meager operational budget, and a lack of supporting facilities are the main obstacles to strengthening the mukim institutions. In addition, the mukim still faces challenges in coordinating with village and subdistrict governments, and there is a lack of ongoing guidance and support from the local government. This situation has resulted in the mukim not yet making a full contribution to the resolution of customary conflicts, the preservation of customary values, and the strengthening of governance (Initial interview, January 12, 2026).

The gap between normative regulations and empirical conditions indicates that policies regarding mukim institutions have not yet been fully effective. Weak budgetary support, limited human resources, and a lack of attention from local governments are factors that have slowed the strengthening of these institutions (Wahyuni et al., 2025). Furthermore, according to Fahmi (2024), the functions of the mukim as stipulated in North Aceh Regency Regulation No. 14 of 2011 also indicate an overlap of authority between the mukim and the gampong government, particularly regarding governance and community development. This situation contributes to the ineffective implementation of the functions and authority of the mukim institution, particularly regarding organizational management, administration, and the division of tasks between the mukim and the gampong.

Administratively, North Aceh Regency in 2026 consists of 27 subdistricts and 76 villages spread throughout the regency. The region was then divided into three areas: the western region, comprising 9 subdistricts with the community center in Dewantara; the central region, with the community center in Samudera; and the eastern region, with the community center in Baktiya. The vast coverage of the settlement area and the diversity of its social, cultural, and administrative characteristics necessitate an effective and optimally functioning institutional governance structure for the settlement.

However, interviews with the Chair of the North Aceh Regency Mukim Forum revealed that the primary institutional challenges facing mukims stem from the lack of clarity regarding their functions and authority in day-to-day governance, particularly in their working relationship with village governments. This lack of clarity has led to overlapping responsibilities and weak coordination among local government institutions. Mukims often do not have a clearly defined role in the planning, implementation, or oversight of government and development activities within their respective areas. Furthermore, the mukim lacks clear authority to decide or resolve cases, as all decisions regarding village affairs fall under the geuchik's authority. Consequently, the mukim serves merely as an intermediary without the power to make binding decisions, making his role largely symbolic (Interview, January 14, 2026).

Previous studies have shown that institutional problems with mukims in Aceh are generally caused by unclear functions and authorities, as well as low implementation effectiveness. Alianur & Putra (2020) state that although mukims have functions and authorities under the Qanun on Mukim Governance, public understanding of these roles remains limited, resulting in the mukims not yet playing an optimal role in local government development. Zulkifli et al. (2021) also explain that institutional coordination between the mukim and the village government has not been effective due to the lack of legal and political clarification regarding coordination among the mukim, the geuchik, and the subdistrict government. Meanwhile, Mukhlis (2018) explains that although mukims are recognized as having governmental and customary authority, the delegation of formal authority to mukims has not proceeded as expected.

Previous studies conducted by Alianur & Putra (2020), Kelana (2022), and Azmi et al. (2020) generally focused on the role and effectiveness of the mukim in Aceh's governance system. Fahmi (2024) study emphasizes the optimization of the mukim government's functions in village development, while Farisi & Atmiral (2024) examine the implementation of mukim government policies at the local level following the enactment of the qanun. However, these studies have generally

not specifically evaluated mukim institutional policies using a comprehensive evaluative approach.

An evaluation of mukim institutional policies is necessary to assess the policy's contextual appropriateness, the adequacy of institutional inputs, the policy implementation process, and the overall outcomes of mukim institutional policies (Wicaksono et al., 2023). One relevant evaluation model used is the CIPP model (Context, Input, Process, Product), developed by Daniel Stufflebeam. This model is considered comprehensive because it evaluates policies from various interrelated aspects, ranging from the policy's relevance to community needs and the availability of resources, to the policy implementation process, and the resulting outcomes and impacts (Stufflebeam & Shinkfield, 2007).

Accordingly, this study was conducted to comprehensively evaluate the institutional policies governing mukims in North Aceh Regency using the CIPP model. This study aims to assess the alignment of policy contexts with community needs and the social and institutional conditions of mukims, the adequacy of policy inputs including regulations, human resources, budgets, and local government support; the policy implementation process, which includes coordination mechanisms, the execution of duties and functions, and community participation; and the policy outcomes in strengthening mukim institutions and their role in governance in North Aceh Regency.

2. RESEARCH METHOD

This study uses a Verificative qualitative approach with the aim of evaluating the mukim institutional policy in North Aceh Regency using the CIPP model (Context, Input, Process, Product). The research location was selected purposively by considering the characteristics of the area and the existence of mukim, while informants were determined through purposive and snowball sampling techniques, including elements of DPMG, sub-district heads, mukim leaders, village heads, tuha peut, mukim forum leaders, community figures, and academics. Data collection was carried out through in-depth interviews, observation, and documentation of regulations as well as mukim institutional activities. Research instruments were developed based on indicators in each CIPP dimension to ensure systematic data collection. The obtained data were analyzed qualitatively descriptively through stages of data reduction, data presentation, and drawing conclusions. The validity of the data was maintained through source and technique triangulation.

3. RESULTS AND DISCUSSION

3.1 Evaluation of The Mukim Institutional Policy In North Aceh Regency The CIPP Model

Using the CIPP model, the evaluation examines four key aspects: context, input, process, and product. These four aspects are interrelated and provide a comprehensive picture of how institutional policies are designed, supported, implemented, and impact the community (Rizal et al., 2023). The context aspect is used to assess the policy's relevance to community needs and the stakeholders' level of understanding of the local institutional framework. The input aspect focuses on the availability of resources that support policy implementation, such as human resources, infrastructure, and budget. Furthermore, the process aspect assesses how the policy is implemented in the field, including coordination patterns and activities carried out by implementers. Meanwhile, the product aspect is used to examine the outcomes and impacts of policy implementation on the community (Lestari & Purnamawati, 2022).

3.1.1 Context

In the CIPP evaluation model, the context aspect serves to assess the alignment of a policy with the needs, environmental conditions, and underlying issues. Evaluation of this aspect focuses not only on the formal existence of the policy but also on the extent to which the policy has substantive relevance in addressing the challenges faced by the communities and institutions that are the targets of the policy (Suri & Hariyati, 2024).

The research findings indicate that, in the current context, the mukim institutions in North Aceh Regency still face fundamental challenges, particularly regarding their incomplete institutional structures. This lack of structural completeness constitutes a major obstacle to the mukim's ability to fulfill its functions as a government institution. As stated by the Community Empowerment Agency:

"The mukim still faces structural issues, such as the absence of a mukim head, a mukim secretary, and a mukim council. Until these structures are established, the mukim cannot issue legal instruments or policies at the mukim level. The mukim currently operates independently without a clear organizational framework, making it difficult to carry out its governmental functions".

These findings indicate that, from a contextual perspective, there is a mismatch between policy design and actual conditions on the ground. Theoretically, a policy will only be effective if it is supported by adequate institutional readiness. However, in this case, the mukim, as the target of the policy, does not yet possess the basic tools necessary to carry out governmental functions. This indicates that the mukim institutional policy has not fully considered institutional readiness as part of the implementation context.

This dualism indicates a lack of clarity regarding the direction of institutional policy at the local level. From a

contextual perspective, this situation reflects policy inconsistencies, where objectives and implementation are not aligned. This ambiguity leads to confusion regarding roles at the operational level, which ultimately hinders the optimal functioning of the mukim. Additionally, there is an overlap of authority between the mukim and other institutions, further weakening the mukim's position within the institutional system. Nevertheless, from a practical standpoint, the sub-district government still considers the existence of mukims to be important.

“The role of the village head is very important because he helps resolve issues in the village”.

This indicates that, socially speaking, the mukim still holds legitimacy and relevance within the community. In other words, despite facing various institutional limitations, the mukim continues to function as a social actor that plays a role in maintaining social stability. Overall, these findings indicate that, in terms of context, institutional policies regarding mukims in North Aceh Regency remain in a paradoxical state. On the one hand, mukims remain relevant and necessary in the social life of the community. On the other hand, from an institutional and policy perspective, mukims are not yet supported by adequate structures, authority, and clarity of roles.

Thus, it can be concluded that the main issues regarding mukim institutional policy lie in the mismatch between policy design and actual conditions on the ground, as well as the weak integration of mukims into the modern governance system. This situation indicates that, although mukims remain socially relevant, institutional strengthening is needed so that mukims can function optimally within a broader governance framework.

3.1.2 Input

In the context of mukim institutions, the input aspect reflects the extent to which the government provides tangible support for the sustainability of the mukim's functions as part of the local government system. Based on the research findings, it was found that although the institutional framework of the mukim has a fairly clear legal basis, there are still significant limitations in terms of resource support (Alanshori et al., 2025). This was conveyed by an informant from the academic community who stated that:

“From a regulatory standpoint, things are actually quite good, but the budget is very limited. In fact, there are almost no mukim activities, so the mukim functions merely as a symbolic entity. The budget allocated is limited to salaries, which are not very substantial”.

This statement indicates that there is a disparity between the strength of regulations and the support for their implementation on the ground. From an input evaluation perspective, this situation suggests that institutional policies have not been supported by adequate resource allocation. Good regulations will not have a significant impact unless they are accompanied by sufficient budgetary support to carry out institutional functions. Furthermore, these budget constraints have a direct impact on the low level of community empowerment. This has also been emphasized by academics, who state that:

“Budget constraints indicate that the mukims are not truly empowered. The mukims also do not receive funding from the central government, so they are heavily reliant on support from the local government, which is also limited”.

These findings indicate that, structurally, mukims are in a vulnerable position in terms of funding. Their reliance on local budgets, without support from the central government, means that mukims lack fiscal autonomy in carrying out their duties and functions. In public policy theory, this situation is one indicator of a weak policy commitment to the institutions that have been established. From the perspective of the local government, particularly the Community Empowerment Agency, there are also acknowledged limitations in strengthening the capacity of mukims, especially regarding the lack of empowerment programs specifically designed for mukims. As stated by the Community Empowerment Agency:

“In empowerment activities, mukims are indeed involved alongside geuchiks to help them understand their roles and functions. However, there are no specific empowerment programs for mukims due to the lack of a dedicated budget from the central government”.

This situation indicates that strengthening the capacity of mukims has not been a priority in community empowerment policies. Mukims are only indirectly involved in activities focused on gampongs, so the process of enhancing the institutional capacity of mukims is not proceeding optimally. From an input evaluation perspective, this suggests that strategies for developing the human resources of mukims have not been designed in a systematic and sustainable manner. From the perspective of those directly involved namely, the Imum Mukim these limitations are more evident in daily practice, particularly regarding the lack of a comprehensive institutional framework and the scarcity of operational funding. As stated by the Imum Mukim:

“The regulations clearly state that a mukim should have a structure including a tuha peut and a secretary, but in reality, those positions do not exist. The mukim operates independently, making it difficult to formulate policies or qanuns”.

This situation indicates that although the institutional structure of the mukim has been formally established, its implementation is not proceeding as intended. The lack of institutional mechanisms means that the mukim lacks the

organizational capacity to carry out its administrative functions effectively. Budget constraints have even forced the mukim to use personal funds to carry out administrative activities. In addition, the lack of support from local governments is another factor contributing to the weakness of the input aspect. This is evident from the mukim's experience in carrying out activities that did not receive budgetary support from the government. As stated by the Imum Mukim:

"The regency has not been paying enough attention to the villages; even when there are events representing the region, there is no budgetary support, so they have to cover the costs themselves".

This situation indicates that mukims have not yet been prioritized in regional development policies. The lack of attention from the government has resulted in weak support for mukim institutions, both in terms of funding and capacity building. Based on the findings, the institutional policy framework for mukims in North Aceh Regency still faces various fundamental challenges. Although regulations governing mukims are sufficiently clear, their implementation has not been supported by adequate resources. Budget constraints are the primary issue, as they limit mukim activities and indicate that mukims have not yet become a regional development priority. From a human resources perspective, there remains a capacity gap among mukim officials in understanding their duties and functions, resulting in suboptimal institutional strengthening. Additionally, the lack of incentives encourages officials to prioritize economic needs over capacity building. Regarding infrastructure and facilities, the lack of adequate working facilities and the reliance on personal funds for operational expenses highlight the weakness of institutional support. Overall, the input aspects in the CIPP evaluation indicate that the institutional policies for mukims are not yet supported by sufficient resources to be implemented effectively.

3.1.3 Process

In the CIPP evaluation model, the process aspect is used to assess how a policy is implemented in practice, including implementation mechanisms, patterns of coordination among actors, and the extent to which the policy is carried out in accordance with its established objectives. Evaluation of this aspect is crucial because a policy that is sound in theory may not necessarily succeed if it is not implemented through effective processes (Aviaturosyiah et al., 2022). Based on the research findings, it was found that the implementation of the mukim institutional framework in North Aceh Regency has not been optimal. This is evident from the weak implementation of policies and the lack of coordination functions that should be carried out by the mukim. As stated by an informant from the academic community:

"The implementation of mukim policies cannot be fully realized because the mukim's functions are not being carried out. When the mukim seeks to establish policies, there is no budget, so its role is limited to traditional and symbolic functions. The mukim's current activities are merely a formality; they are not being carried out to their full potential".

This statement indicates that the implementation of the mukim policy has encountered significant obstacles. From a process evaluation perspective, this situation indicates that the policy is not being implemented in accordance with its stated objectives. While mukims are supposed to play a role in governance and coordination among gampongs, in practice they function only symbolically. Furthermore, academics also highlight the weak coordination among government actors, particularly between mukims, sub-district heads, and village heads:

"The relationship between the sub-district head, the mukim, and the geuchik is purely symbolic; it does not involve policy-making. The mukim and the geuchik lack effective coordination".

This situation indicates that the coordination process which is central to the mukim's functions is not functioning as it should. In policy implementation theory, coordination is a key element that determines the effectiveness of policy implementation. When coordination breaks down, policies lose their direction and fail to achieve their intended objectives. These coordination issues are also influenced by various factors, such as budget constraints, limited human resource capacity, and poor management of inter-institutional relations. As noted by academics:

"The lack of coordination is due to budgetary constraints, human resource issues, and an inability to manage inter-institutional relations. This poses a threat to the institutional framework of the community".

From the perspective of the subdistrict government, this situation is also influenced by the lack of clear guidance from the district government regarding the role of the mukim in the implementation of government activities. As stated by the subdistrict head:

"During the coordination process between the sub-district head and the village head, there were no direct instructions from the district government, so we were also unsure whether the village head should be involved in the activities or not. In fact, the village head was not even involved in some activities at the district level".

This statement indicates that the weak implementation of mukim policies is also due to a lack of clarity regarding policy direction from higher levels. From a process evaluation perspective, this situation reflects weaknesses in the policy control and coordination system, which result in inconsistent implementation at the local level. Furthermore, mukims are also considered to be under-involved in various governmental and community activities, both at the sub-district and village levels. This further weakens the mukims' position in the policy implementation process. From the perspective of those

directly responsible for implementation namely, the Imum Mukim this situation is perceived as a discrepancy between the normative role and actual practice on the ground. As stated by the Imum Mukim:

“Technically, the mukim is part of the local government, but in practice, the district head deals directly with the village chief without going through the mukim. In fact, the mukim isn’t even involved in village development planning meetings, so it can’t carry out oversight or provide guidance”.

This statement indicates that, in the policy implementation process, the mukim does not hold a strong position in decision-making. This reflects an imbalance in the power structure, where the mukim is not granted adequate authority despite bearing supervisory responsibilities. More deeply, this condition indicates a lack of synergy between levels of government. Although mukims are recognized by regulation, their existence has not been systematically integrated into the governance process, leaving their position weak and lacking a strategic role. Mukims tend to function merely as a formality or through symbolic implementation that is, they exist institutionally but have not yet made tangible contributions to decision-making and policy implementation. Based on these findings, it can be concluded that, in terms of the process, the institutional policy regarding mukims in North Aceh Regency has not been functioning optimally. Weak coordination, minimal mukim involvement, and the absence of clear policy direction are the primary factors hindering the effectiveness of implementation. From a CIPP evaluation perspective, the process aspect indicates that the policy remains formalistic and has not yet made mukims an integral part of the local governance system.

3.1.4 Product

In the CIPP evaluation model, the product aspect is used to assess the outcomes or impacts of a policy, whether direct or indirect. This evaluation aims to determine the extent to which the policy is able to achieve its established objectives and provide benefits to the target communities and institutions (Toosi et al., 2021). In the context of mukim institutions, the product aspect relates to the tangible impact of the mukim’s existence on social, institutional, and governmental life ((Tripa & Husin, 2019). Therefore, the assessment focuses not only on formal outcomes but also on the extent to which the benefits of the mukim are felt by the community and government actors.

Based on the research findings, it was found that, in general, the existence of mukims still has an impact, but that impact is not yet significant and does not yet align with the intended policy objectives. This was conveyed by an informant from the academic community:

“Since the mukim operates only symbolically, its impact exists but is not significant. There is a disconnect between the regulations and the intended functions”.

This statement indicates that, from a policy evaluation perspective, the institutional policy regarding mukims has not yet been able to produce optimal outcomes. Although mukims still formally exist and are recognized, the functions they perform have not yet been able to make a significant impact on the governance system. This reflects a gap between policy objectives and the results achieved. However, from a social perspective, the mukim still holds significant value in community life. This is evident from the public’s perception, which continues to view the mukim as part of Aceh’s identity and cultural heritage. As expressed in the interview findings:

“The community considers the mukim to be very important because it is part of Aceh’s heritage, dating back from the era of the kingdom to the present day. Although it has weakened institutionally, it still persists culturally”.

This finding indicates that while the mukim has experienced a decline in its structural functions, it still retains strong cultural legitimacy. From a product evaluation perspective, this situation indicates a duality of impact: a weak structural impact but a strong cultural impact. This phenomenon also suggests that the existence of the mukim does not entirely depend on the strength of formal institutional power but also on the social and historical values embedded within the community. In other words, the mukim persists due to cultural support, not because of policy strength. From the sub-district government’s perspective, strengthening the impact of the mukim heavily depends on granting clearer legal standing and authority within the governance system. As stated by the Sub-district Head:

“The mukim should have strong legal standing to enhance its role. The mukim should not merely be a participant in the Musrenbang but must be a key component in selecting programs, and even providing approval”.

This statement indicates that to improve policy outcomes, the role of village heads in the decision-making process must be strengthened. From a program evaluation perspective, suboptimal results are not only caused by weak implementation but also by the limited authority held by mukims. Furthermore, the District Head emphasized that mukims should have the authority to resolve issues at the local level:

“If an issue has already been resolved by a mukim, then it should remain at the mukim level. That way, the mukim has the power and is not merely a problem-solver without authority”.

This indicates that the institutional impact of mukims will increase if supported by clear and formally recognized authority. Without strengthened legal standing, mukims will remain in a weak position and unable to make a significant impact. Furthermore, strengthening the impact of the mukim is also heavily influenced by efforts to enhance the capacity

and understanding of government actors regarding the mukim's role. As stated in the interview findings:

"There must be outreach and training from the DPM to the geuchik regarding the role and functions of the mukim, as well as how to coordinate between institutions".

This statement indicates that the impact of a policy depends not only on structure and authority, but also on the understanding and awareness of the actors involved. From a policy evaluation perspective, the limited impact of a policy may also stem from a lack of understanding regarding existing institutional roles. From the perspective of the direct implementers namely the Imum Mukim the impact of the mukim's existence is felt more strongly in the social context and in relations with the community. As stated by the Imum Mukim:

"The impact is quite positive in the community; the mukim is still recognized and respected, particularly through a charismatic approach. However, institutionally, it is not yet very strong".

This statement indicates that the mukim's success in generating impact is largely determined by personal factors and individual charisma, rather than by the strength of the institutional system. This suggests that the sustainability of the mukim's impact remains heavily dependent on the individual, not on an institutionally established system. From a CIPP evaluation perspective, this condition indicates that the "product" aspect of the mukim institutional policy remains partial. Social and cultural impacts are still evident, but structural and institutional impacts have not developed optimally. This reflects that the policy has not yet been able to produce systematic changes within the governance system. More specifically, these findings indicate the presence of institutional weakness a condition in which an institution is still socially recognized but lacks sufficient structural power. The mukim is still respected by the community, yet it has not yet secured a strategic position within the government system. Based on these overall findings, it can be concluded that, in terms of outcomes, the mukim institutional policy in North Aceh Regency has not yet been able to produce a significant impact on governance, although it remains relevant in a social and cultural context. From a CIPP evaluation perspective, the policy's success remains limited to symbolic and cultural aspects, while structural and institutional impacts have not yet developed optimally.

3.2 Factors Supporting and Hindering the Evaluation of Mukim Institutional Policies

In the implementation of the mukim institutional policy in North Aceh Regency, both the successes and limitations of implementation are inextricably linked to the supporting and hindering factors that influence the course of the policy. Based on the research findings, it was discovered that the primary factor significantly influencing the implementation of the mukim institutional framework is budget constraints, which have a broad impact on various institutional aspects, ranging from structure and processes to the outcomes produced. Interview results indicate that nearly all informants share the view that budget constraints are the primary obstacle to the fulfillment of mukim functions. This situation prevents mukims from having sufficient capacity to carry out their duties and functions optimally. As stated by the Mukim Head:

"Budget constraints are the main obstacle for the mukim in carrying out its activities. Many programs that should have been implemented did not proceed due to a lack of budgetary support."

This statement indicates that, from an institutional perspective, the budget is a fundamental factor determining the functionality of the mukim. Without adequate budgetary support, the mukim lacks the operational capacity to carry out its activities, thereby limiting its role to a largely symbolic one. Furthermore, budgetary constraints also hinder the optimal delegation of tasks and authority to the mukim.

In practice, the mukim is often only involved in problem-solving but is not granted authority in decision-making or program management. As explained by the Mukim Head:

"The mukim's duties and authority are not fully delegated. Ideally, institutions such as the Peukan daily newspaper should coordinate through the mukim, but in reality, they go directly to the relevant department. The mukim is only involved when there is a problem."

This situation indicates an imbalance between the responsibilities and authority held by the mukim. While mukims are assigned a role in resolving community issues, they lack the authority to manage policies or programs, resulting in their functions not operating optimally within the governance system. From the perspective of sub-district heads and village chiefs, budget constraints and the lack of clarity regarding the delegation of authority also contribute to weak coordination among institutions. The relationship between the mukim and the sub-district or village governments has not been effectively established, resulting in suboptimal policy implementation. This situation indicates that the obstacles faced are not merely technical but also structural, particularly regarding insufficient budgetary support, weak capacity building of human resources (HR), limited facilities, and the mukim's still-weak position within the governmental structure.

Nevertheless, amidst these various limitations, there are still supporting factors that allow the mukim to remain a part of community life. The primary factor is strong social and cultural legitimacy, as the community still views the mukim as an institution with historical and social value, ensuring it remains respected and recognized. Additionally, the personal role of the Imum Mukim through leadership, charisma, and social ties with the community helps sustain the mukim's functions. On the other hand, the existence of regulations recognizing the mukim also serves as formal support, as it

demonstrates that the mukim still possesses legal legitimacy within the local government system. Thus, the factors supporting and hindering mukim institutional policies are interrelated. The mukim has a strong social and legal foundation, yet it still faces implementation challenges such as budget constraints and limited authority. This situation indicates that the success of the mukim institution is determined not only by regulations but also by resource support and the clarity of the mukim's position within the governance system.

3.3 Recommendations for Strengthening Mukim Institutions From the Perspective of the CIPP Model

Based on the results of an evaluation of the mukim institutional policy in North Aceh Regency using the CIPP model which encompasses the aspects of context, input, process, and product it was found that although the mukim institution has a strong legal foundation in theory, its implementation still faces various limitations that prevent the mukim from functioning optimally within the local government system. Therefore, various strategic efforts are needed to strengthen mukim institutions so that they can function effectively and sustainably.

From a context perspective, the strengthening of mukim institutions must begin with reaffirming the position of mukim within the local government system. Clarity regarding policy direction is crucial to prevent a dual role between the mukim as a customary institution and a governmental institution. In this regard, the local government must ensure that established policies are consistently implemented. As stated by the Imum Mukim:

“The North Aceh Regency government and the governor must enforce existing regulations. If these regulations are enforced, then the mukim will be empowered.”

This statement indicates that the main problem lies not in the absence of regulations, but in the weak implementation of policies. Therefore, the commitment of local governments to enforce established regulations is key to strengthening the position of mukims. Furthermore, from an input perspective, institutional strengthening of the mukim must focus on enhancing resource support, particularly regarding the budget, human resources, and infrastructure. Budget constraints, which have long been the primary obstacle, must be addressed through more proportional and sustainable budget allocation policies. Additionally, strengthening the mukim's institutional structure is an urgent priority. The mukim's organizational structure, which has not been functioning as intended, needs to be reactivated in accordance with the provisions set forth in regulations. As stated by the Imum Mukim:

“The mukim's structure or apparatus, as already established, should be implemented. Until now, mukim staff such as secretaries and others have not been appointed, so the mukim cannot operate at full capacity.”

This situation indicates that without a complete institutional structure, the mukim lacks the organizational capacity to carry out its duties and functions. Therefore, the government needs to ensure that all mukim institutions can be established and function optimally. Furthermore, from a process perspective, the institutional strengthening of the mukim must be directed toward improving coordination and integration among institutions within the government system. The mukim must be positioned as an integrated part of the decision-making process, not merely as an accessory or a formality. As stated by an informant:

“The mukim should not merely be involved in problem-solving, but must be part of the policy-making process and program coordination.”

Additionally, the distribution of authority between the mukim and other institutions within the mukim's jurisdiction needs to be restructured. Historically, various institutions such as the keujruen, panglima laot, and other traditional bodies have been under the mukim's authority; however, in practice, they are currently under the jurisdiction of specific government agencies. As stated by the Imum Mukim:

“Until now, mukim officials such as the keujruen, panglima, and others have been appointed by other parties. They are actually part of the mukim, but are subordinate to the government agency. They should be returned to the mukim to be managed.”

This statement indicates a shift in authority that has caused the mukim to lose its strategic role. Therefore, a restructuring of authority is needed so that the mukim can function as the primary coordinator in the management of institutions within its territory. From a results-oriented perspective, the strengthening of the mukim's institutional capacity must be directed toward increasing the tangible impact it generates, both in terms of governance and social welfare. To achieve this, the mukim must be granted stronger legal standing and authority within the government system. As stated by an informant:

“The mukim's authority must be clarified in accordance with the qanun, and the mukim must have strong legal standing to have the power to carry out its role.”

A strong legal framework will provide the mukim with the legitimacy to actively participate in decision-making processes and oversee development at the local level. Thus, the mukim will not merely serve as a symbol or a problem-solver, but as a strategic actor within the governance system. Furthermore, the institutional strengthening of mukims must be supported by capacity-building initiatives for all stakeholders through sustained training and outreach

programs. This is essential to ensure that all stakeholders at the mukim, gampong, and kecamatan levels share a common understanding of the mukim's role and functions within the governance system.

Overall, recommendations for strengthening the mukim institution from the CIPP model perspective emphasize the importance of synergy between regulations, resources, implementation processes, and expected outcomes. Strengthening must not be limited to a single aspect but must be comprehensive and integrated. Thus, the institutional strengthening of mukims in North Aceh Regency requires a strong commitment from the local government to consistently enforce regulations, increase resource support, clarify authorities, and strengthen coordination among institutions. If this can be achieved, mukims will be able to function optimally as part of the local government system while preserving the social and cultural values of the Acehnese community.

4. CONCLUSION

The research findings indicate that the institutional policies of the mukim in North Aceh Regency have generally not been functioning optimally in supporting local government functions. In terms of context, the mukim has a strong legal foundation that is relevant to the character of Acehnese society; however, there remains ambiguity regarding the respective roles of customary institutions and government institutions. In terms of inputs, resource support remains limited, particularly in terms of budget, human resource capacity, and infrastructure, which consequently affects the performance of the mukim institutions. In terms of process, policy implementation has not been effective because coordination between the mukim, the sub-district head (camat), and the village chief (geuchik) has not been optimal, and the mukim's involvement in decision-making remains low. In terms of outcomes, the mukim still has a positive impact on the social and cultural life of the community, but has not exerted a significant influence on the governance system due to its weak structural position and limited authority. The main constraints stem from budget limitations and the suboptimal delegation of authority, while the supporting factors lie in social legitimacy, cultural values, and legal recognition of the mukim. These conditions indicate that the mukim institution remains largely normative and symbolic, thus requiring more substantial strengthening to function effectively within the framework of local government governance.

ACKNOWLEDGEMENTS

The author expresses the deepest gratitude to Dr. Drs. Aiyub, M.Si as the First Supervisor and Dr. Muhammad Hasyem, S.Sos., M.S.P as the Second Supervisor for their guidance, direction, and valuable input throughout the research and writing process. Thanks, are also extended to Dr. Muklir, S.Sos., S.H., M. AP as Reviewer I and Dr. Muryali, S.Sos., M. AP as Reviewer II for their constructive criticism, suggestions, and evaluations that have helped improve this scientific work. The author also expresses appreciation to the Government of North Aceh Regency along with related agencies for providing support and data access during the research. Thanks, are also given to beloved family and colleagues who have provided prayers, support, and motivation, allowing this research to be completed successfully.

REFERENCES

- Aiyub, Aisyah, T., Ferizaldi, and Ernawati. (2024). Evaluation of The Implementation of The Posyandu Program Elderly In Aceh Utara. *Malikussaleh Social & Political Reviews*, 5(2), 74–79.
- Alanshori, M. Z., Maulidi, A., Muhlisin, A., Kusaeri, and Suparto. (2025). The Application of The CIPP Evaluation Model In Educational Programs In Indonesia. *Scaffolding: Jurnal Pendidiikan Islam Dan Multikulturalisme*, 7(2), 103–122.
- Alianur, M., and Putra, A. S. (2020). Peran Imum Mukim Dalam Pembangunan Pemerintahan Gampong di Aceh. *RESAM: Jurnal Hukum*, 6(2), 55–66.
- Aviaturrosyiah, S., Saudah, and Jennah, R. (2022). The Evaluation of CIPP Model In Learning Centers In Islamic Kindergarten Darussalam Palangka Raya. *Al Hikmah: Indonesian Journal of Early Childhood Islamic Education*, 6(1), 83–92.
- Azmi, Kusmanto, H., and Isnaini. (2020). Efektivitas Peran Mukim dalam Sistem Pemerintahan di Kabupaten Aceh Singkil. *Strukturasi: Jurnal Ilmiah Magister Administrasi Publik*, 1(1), 11–21.
- Fahmi, S. (2024). Optimasiasi Fungsi Pemerintahan Mukim Dalam Pembangunan Desa Berdasarkan Qanun Nomor 2 Tahun 2014 Tentang Mukim di Kecamatan Babussalam Kabupaten Aceh Tenggara. *Universitas Islam Negeri Sunan Kalijaga Yogyakarta*.
- Farisi, S. Al, and Atmiral, R. D. (2024). Implementasi Qanun Kabupaten Aceh Singkil Nomor 1 Tahun 2012 Tentang Pemerintahan Mukim. *Ajudan: Jurnal Diseminasi Kajian Administrasi Negara*, 2(1), 21–27.
- Kelana, E. P. (2022). Peran Mukim Dalam Sistem Pemerintahan Aceh di Kemukiman Laut Tawar Kecamatan Lut Tawar Kabupaten Aceh Tengah. *Variasi: Majalah Ilmiah Universitas Almuslim*, 14(2), 95–101.

- Lestari, N. K. E. K., and Purnamawati, I. G. A. (2022). Analisis Implementasi E-Budgeting Menggunakan Model CIPP (Context, Input, Process, And Product) Serta Dampaknya Terhadap Transparansi Dan Akuntabilitas Keuangan Publik Di SKPD Kabupaten Karangasem. *JIMAT: Jurnal Ilmiah Mahasiswa Akuntansi*, 13(3), 810–821.
- Manzar. (2025). Pemerintahan Mukim di Aceh Utara: Hidup Segan Mati Tak Mau. Retrieved November 11, 2025, from Marjinal.id website: <https://tinyurl.com/mcpfurtz>
- Mukhlis. (2018). Penataan Mukim Sebagai Penyelenggara Pemerintahan di Kabupaten Aceh Barat Daya. *Al-Risala: Forum Kajian Hukum Dan Sosial Kemasyarakatan*, 16(2), 269–280.
- Nurhaliza, Mansur, T. M., and Efendi. (2024). The Position and The Role of Mukim In Customary Forest Control In Aceh Besar Regency. *International Journal of Multicultural and Multireligious Understanding*, 11(5), 270–281.
- Rizal, F., Verawardina, U., Nadawina, N., Sutadji, E., Kuntadi, I., and Nasrun, M. (2023). Optimization Of CIPP Evaluation Model as An Escalation of Educational-Industrial Collaboration Program. *Compedium by PaperAsia*, 39(6), 106–115.
- Stufflebeam, D. L., and Shinkfield, A. J. (2007). *Evaluation Theory, Models, and Applications*. San Fransisco: Jossey-Bass.
- Suri, S., and Hariyati, N. (2024). CIPP Evaluation Model In The Educational Evaluation: A Literature Study. *Cahaya Pendidikan*, 10(1), 20–30.
- Syahbandir, M., Dahlawi, Alqarni, W., and Samad, M. (2021). Imeum Mukim Advocacy in Prevention of Environmental Pollution in Aceh Jaya According to Customary and Islamic Law. *Samarah: Jurnal Hukum Keluarga Dan Hukum Islam*, 5(2), 741–760.
- Toosi, M., Modarres, M., Amini, M., and Geranmayeh, M. (2021). Context, Input, Process, and Product Evaluation Model in Medical Education: A Systematic Review. *Journal of Education and Health Promotion*, 10(1), 1–12.
- Tripa, S., and Husin, T. (2019). *Revitalisasi Pemerintahan Mukim* (1st ed.; M. A. Abdullah, Ed.). Banda Aceh: Bandar Publishing.
- Wahyuni, Y. S., Mumtazinur, and Kesuma, A. (2025). Mukim as a Customary Law Communityin Customary Forest Management in Aceh Besar. *Legitimasi: Jurnal Hukum Pidana Dan Politik Hukum*, 14(1), 183–203.
- Wicaksono, T., Anam, S., and Maulana, A. (2023). Effectiveness of Cipp-Based Evaluation Management Context, Input, Process, Product in Arabic Language Communication Extracurriculars. *Munaddhomah: Jurnal Manajemen Pendidikan Islam*, 4(4), 1026–1037.
- Zulkifli, Akmal, M., Abubakar, M. Bin, and Mulyadi. (2021). The Role of Imum Mukim In Gampong Governance In Paya Bakong District of North Aceh Regency. *Malikussaleh Social & Political Reviews*, 2(2), 69–75.