ICHES: International Conference on Humanity Education and Social

RECONSTRUCTION OF EXTREME POVERTY ALLEVIATION POLICY IN LUMAJANG REGENCY BASED ON MAQĀSID AL-SHARĪ'AH: INTEGRATION OF PRODUCTIVE ZAKAT PROGRAMS, REGIONAL SOCIAL ASSISTANCE, AND COMMUNITY EMPOWERMENT

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Abstract:

Extreme poverty remains a strategic challenge in regional development, including in Lumajang Regency. Various poverty alleviation policies have been implemented through local social assistance, zakat management, and community empowerment programs; however, their implementation tends to be fragmented and lacks sustainable integration. This study aims to analyze extreme poverty alleviation policies in Lumajang Regency and to reconstruct them using the Maqāṣid al-Sharī'ah approach. This research employs a qualitative policy research method through document analysis of regional development planning documents, social assistance policies, and zakat programs, complemented by a review of recent scholarly literature. The findings indicate that current poverty alleviation policies are predominantly oriented toward consumptive assistance, which mainly fulfills the objective of preserving life (ḥifẓ al-nafs), while the objectives of economic empowerment (ḥifẓ al-māl) and human capacity development (ḥifẓ al-'aql) have not been systematically integrated. This study concludes that a reconstruction of extreme poverty alleviation policies based on Maqāṣid al-Sharī'ah is necessary through the integration of local social assistance, productive zakat, and community empowerment to achieve sustainable social welfare.

Keywords: *extreme poverty, public policy, productive zakat, community empowerment, maqāṣid al-sharī'ah*

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Abstrak:

Kemiskinan ekstrem masih menjadi persoalan strategis dalam pembangunan daerah, termasuk di Kabupaten Lumajang. Berbagai kebijakan penanggulangan kemiskinan telah diimplementasikan melalui bantuan sosial daerah, pengelolaan zakat, dan program pemberdayaan masyarakat, namun pelaksanaannya cenderung bersifat sektoral dan belum terintegrasi secara berkelanjutan. Penelitian ini bertujuan untuk menganalisis kebijakan penanggulangan kemiskinan ekstrem di Kabupaten Lumajang serta merekonstruksinya dengan menggunakan pendekatan Maqāṣid al-Sharī'ah. Penelitian ini menggunakan pendekatan kualitatif dengan jenis penelitian kebijakan (policy research) melalui studi dokumentasi terhadap dokumen perencanaan pembangunan daerah, kebijakan bantuan sosial, dan program zakat, serta studi kepustakaan terhadap literatur ilmiah mutakhir. Hasil penelitian menunjukkan bahwa kebijakan penanggulangan kemiskinan ekstrem masih didominasi oleh pendekatan bantuan konsumtif yang baru memenuhi tujuan perlindungan jiwa (ḥifẓ al-nafs), sementara tujuan pemberdayaan ekonomi (ḥifẓ al-māl) dan penguatan kapasitas manusia (ḥifẓ al-'aql) belum terintegrasi secara sistematis. Penelitian ini menyimpulkan bahwa diperlukan rekonstruksi kebijakan penanggulangan kemiskinan ekstrem berbasis Maqāṣid al-Sharī'ah melalui integrasi bantuan sosial daerah, zakat produktif, dan pemberdayaan komunitas agar tercapai kesejahteraan masyarakat yang berkelanjutan.

Kata Kunci: *kemiskinan ekstrem, kebijakan publik, zakat produktif, pemberdayaan komunitas, maqāṣid al-sharī'ah*

Introduction

Extreme poverty remains a serious challenge in the sustainable development agenda, both at the global and national levels. Various recent studies show that poverty alleviation approaches that are sectoral, consumptive, and unintegrated tend to produce short-term impacts and are less capable of creating economic independence for the poor. Therefore, a policy reconstruction is needed that not only focuses on social protection but also on sustainable and equitable socio-economic transformation. (Rasyid, 2025).

In the context of Indonesia, local governments play a strategic role in formulating poverty alleviation policies in accordance with regional characteristics. Lumajang Regency, as outlined in the Technocratic Draft of the 2025–2029 RPJMD, places social welfare, community protection, and economic empowerment as part of the initial development priorities toward the region's long-term vision of 2025–2045. However, poverty alleviation policies at the regional level still face issues of program fragmentation, weak inter-agency integration, and a dominant approach of consumptive social assistance, which has not yet been optimal in sustainably reducing extreme poverty. (*Rencana Pembangunan Jangka Menegah Daerah (RPJMD) Kabupaten Lumajang Tahun 2025-2029*, t.t.)

Several contemporary studies affirm that the integration of Islamic social finance instruments—particularly zakat—with public policy has great potential in enhancing the effectiveness of poverty alleviation. Empirical studies show that productive zakat significantly contributes to improving the welfare of mustahiq, strengthening economic capacity, and reducing dependence on short-term social assistance. (Minarni dkk., 2025).

In the Islamic perspective, poverty alleviation policies should be based on the main objectives of Sharia (maqāṣid al-sharī‘ah), which emphasize the protection of life (ḥifẓ al-nafs), property (ḥifẓ al-māl), intellect (ḥifẓ al-‘aql), and the sustainability of social life. The maqāṣid approach is not only normative but can also serve as an evaluative framework and a design for public policies oriented toward long-term welfare. (Halim & Jajuli, 2025).

Furthermore, recent research emphasizes that the integration of zakat policies, state social assistance, and community empowerment will be more effective if formulated within a policy framework aligned with the Sustainable Development Goals (SDGs). The maqāṣid al-sharī‘ah approach has proven capable of bridging Islamic values with modern development goals, particularly in efforts to eradicate poverty and create social justice. (Siregar, 2025).

Based on these conditions, this research aims to reconstruct extreme poverty alleviation policies in Lumajang Regency based on maqāṣid al-sharī‘ah thru the integration of productive zakat programs, regional social assistance, and community empowerment. This research is expected to not only provide conceptual contributions to the development of Islamic public policy but also offer practical policy models relevant to local governments in building an inclusive, sustainable, and just poverty alleviation system.

Problem Statement

Based on the background of this research, the research questions in this study are as follows:

1. How is the policy to alleviate extreme poverty implemented in Lumajang Regency, particularly in relation to regional social assistance programs, zakat management, and community empowerment?

2. How can Maqāṣid al-Sharī'ah be used as an analytical framework in evaluating and reconstructing extreme poverty reduction policies at the regional level?
3. How can an integrative policy model based on Maqāṣid al-Sharī'ah be formulated to strengthen sustainable extreme poverty reduction in Lumajang Regency?

Benefits of Research

This study is expected to provide the following benefits:

1. Theoretical Benefits
   This study contributes to the development of Islamic public policy studies, particularly in the use of Maqāṣid al-Sharī'ah as a framework for analyzing and reconstructing policies to combat extreme poverty. This study enriches academic literature by showing that maqāṣid al-sharī'ah not only functions as a normative foundation, but also as an operational approach in the formulation of public policy oriented towards benefit and sustainability.
2. Practical Benefits
   Practically, this study provides recommendations for an integrative policy model that links productive zakat programs, regional social assistance, and community empowerment within a mutually supportive policy framework. This model is expected to serve as a reference for local governments and zakat management institutions in improving the effectiveness of extreme poverty alleviation and encouraging a shift from a consumptive assistance approach to sustainable economic empowerment.
3. Policy Benefits
   This study provides policy implications in the form of alternative policy designs for combating extreme poverty that are more comprehensive, integrated, and value-based. Using the Maqāṣid al-Sharī'ah approach, the formulated policies are expected to be oriented not only towards achieving statistical indicators, but also towards fulfilling the overall welfare of society and

Novelty of The Research

The novelty of this research lies in the following aspects:

1. The use of Maqāṣid al-Sharī'ah as a framework for policy reconstruction
   This research places Maqāṣid al-Sharī'ah as an analytical and reconstructive framework in public policy, not merely a normative or ethical approach as has been dominant in previous research.
2. Integration of Productive Zakat, Regional Social Assistance, and Community Empowerment
   This study offers an integrative policy model that links three main instruments for combating extreme poverty in a single sustainable policy design, unlike previous studies that examined each instrument separately.
3. Specific Focus on Extreme Poverty at the Regional Level
   This study specifically examines extreme poverty in Lumajang Regency as a case study of regional policy, thereby providing contextual and relevant empirical contributions to public policy development at the local level.
4. Relevance to the Sustainable Development Agenda
   This study links the Maqāṣid al-Sharī'ah approach with sustainable development goals, making this study not only relevant in an Islamic context, but also contributory to the global discourse on social justice and inclusive development.

Research Method

Research Types and Approaches

This study uses a qualitative approach with policy research. This approach was chosen because the study aims to analyze, evaluate, and reconstruct policies to combat extreme poverty at the regional level using the Maqāṣid al-Sharī'ah perspective. This research is normative-empirical in nature, examining existing policies while analyzing their implementation and implications in the socio-economic context of society.

Research Location

The research location was Lumajang Regency, East Java Province. This location was chosen based on the consideration that Lumajang Regency is one of the regions that actively formulates poverty reduction policies within the framework of regional development planning, but still faces challenges in reducing extreme poverty in a sustainable manner.

Data Source

The data sources in this study consist of:

1. Primary data, in the form of:
   a. Regional policy documents related to extreme poverty alleviation, such as the Regional Medium-Term Development Plan (RPJMD), regional social assistance programs, and community empowerment policies.
   b. Documents and reports on zakat programs managed by regional zakat management institutions.
   c. Results of limited interviews with regional policy makers involved in the formulation and implementation of extreme poverty reduction policies, which are used as supporting data to reinforce the findings of the analysis.
2. Secondary data, in the form of:
   a. National and international scientific journals from the last five years that discuss poverty, productive zakat, public policy, and Maqāṣid al-Sharī'ah.
   b. Books, research reports, and official publications relevant to the research theme.

Data Collection Techniques

Data collection techniques were carried out through:

1. Documentation Study, which is a systematic review of regional development planning documents, social assistance policies, and zakat management reports.
2. Limited Interviews, which are non-structured interviews with regional stakeholders to obtain contextual information regarding the implementation and coordination of extreme poverty reduction policies. These interviews were used as supporting data to strengthen and verify the results of policy document analysis.
3. Literature Study, by reviewing the latest scientific literature to strengthen conceptual and theoretical analysis, particularly those related to Maqāṣid al-Sharī'ah and poverty alleviation.

Data Analysis Tools

Data analysis was conducted in several stages, namely:

1. Descriptive-Analytical Analysis, to describe the conditions of extreme poverty reduction policies in Lumajang Regency based on policy documents and limited interviews.
2. Maqāṣid al-Sharī'ah-Based Policy Analysis, by mapping existing policies against the main objectives of Sharia, particularly ḥifẓ al-nafs, ḥifẓ al-māl, and ḥifẓ al-'aql.

3. Reconstructive Analysis, which formulates an integrative policy model that links productive zakat, regional social assistance, and community empowerment based on the results of the maqāṣid analysis.

The main analytical tool in this study is the conceptual framework of Maqāṣid al-Sharī'ah, which is used as an instrument for evaluating and reconstructing policies to combat extreme poverty at the regional level.

Result

1. Poverty and Extreme Poverty Conditions in Lumajang Regency

Based on regional development planning data, Lumajang Regency still faces relatively significant poverty issues. The Lumajang Regency RPJMD 2025–2029 Technocratic Draft document shows that poverty remains a strategic issue in the region, marked by the existence of community groups that are vulnerable to economic shocks, limited access to basic services, and low productive economic capacity. In addition, the poverty data presented in the document shows that some of the population is classified as poor and at risk of falling into extreme poverty if they do not receive sustainable policy interventions.

The RPJMD also emphasizes that poverty alleviation, social protection, and community economic empowerment are part of the initial development focus of Lumajang Regency towards its long-term development vision for 2025–2045, particularly within the framework of regional social and economic transformation.

2. Regional Social Assistance Programs as Instruments for Poverty Alleviation

A review of policy documents shows that regional social assistance is the main instrument for poverty alleviation in Lumajang District. This social assistance is aimed at meeting the basic needs of the poor, such as food, health, and social protection. In the 2025–2029 RPJMD document, social assistance is positioned as a form of social protection for vulnerable groups to maintain their livelihoods and prevent the more severe impacts of poverty.

However, policy data shows that social assistance is still dominated by consumptive and short-term distribution patterns. These assistance programs have not been fully designed to be systematically linked to economic empowerment programs for the poor, especially for the extremely poor who need layered and sustainable interventions.

3. Implementation of the Zakat Program in Poverty Alleviation

The results of the study of zakat management reports and policies show that zakat has been used as a social instrument to help the poor through consumptive and productive schemes. In general, productive zakat is directed at helping mustahiq (those eligible to receive zakat) to have a source of income through business capital assistance and economic assistance.

This finding is in line with the results of Rasyid's (2025) research, which shows that zakat management institutions in Indonesia have a strategic role in poverty alleviation, although their effectiveness is highly dependent on integration with local government policies and the design of sustainable empowerment programs. (Rasyid, 2025).

However, at the regional policy level, zakat management is still relatively separate from the regional development planning system. There is no formal policy

scheme that explicitly integrates productive zakat into the official strategy for combating extreme poverty in Lumajang Regency.

4. Community Empowerment and Community Economic Development Program

Regional planning documents show that Lumajang District has various community empowerment programs aimed at strengthening the local economy, increasing the capacity of micro-enterprises, and strengthening village economic institutions. These programs include skills training, strengthening MSMEs, and developing village economic institutions.

However, a policy review shows that these community empowerment programs do not specifically target groups of people living in extreme poverty. Empowerment programs tend to be general in nature and are not fully integrated with the database of social assistance recipients or those eligible for zakat (alms), so their effectiveness in lifting people out of extreme poverty remains limited.

5. Patterns of Relationships Between Poverty Reduction Programs

The results of policy data analysis show that the relationship between regional social assistance, zakat programs, and community empowerment is still partial. Each program is designed, implemented, and evaluated separately by different agencies or institutions. There is no policy mechanism linking social assistance as a safety net with productive zakat and empowerment programs as a path to economic independence.

This finding reinforces the results of Rinanda's et al. (2025) research, which states that without policy integration, assistance and zakat programs tend to be suboptimal in reducing poverty in a sustainable manner. (Rinanda dkk., 2025).

6. Findings from Interviews with Local Policy Makers

Limited interviews with policy makers at the regional level show that extreme poverty reduction in Lumajang Regency still faces major obstacles in terms of cross-sector coordination and integration. One informant said that regional social assistance programs, zakat management, and community empowerment have so far been designed and implemented based on the authority of each institution, so there is no policy mechanism that systematically links these three instruments into a single strategy for tackling extreme poverty.

Informants from the local government explained that social assistance is still prioritized as a response to the basic needs and emergency conditions of the poor. This approach is considered important to ensure the survival of vulnerable groups, but it has not been followed by a follow-up policy scheme that directs aid recipients towards sustainable economic empowerment programs.

Meanwhile, interviews with parties involved in zakat management showed that productive zakat has great potential in promoting the economic independence of mustahiq. However, informants acknowledged that to date there has been no regional policy that explicitly integrates productive zakat into official planning and strategies for combating extreme poverty. As a result, zakat programs still run parallel to local government policies without synergy in planning, implementation, and evaluation.

In addition, informants also assessed that the involvement of local communities in the planning and implementation of empowerment programs is still limited. Empowerment programs tend to be general in nature and are not yet fully based on the specific needs of the extremely poor. These interview findings reinforce

the results of policy document analysis, which show that extreme poverty alleviation in Lumajang Regency requires an integrative, cross-sectoral approach to be more effective and sustainable.

The findings based on policy documents and interview results form the basis for analysis in the following discussion, using the Maqāṣid al-Sharī'ah perspective as an evaluative and reconstructive policy framework.

Discussion

1. Fragmentation of Policies to Combat Extreme Poverty at the Regional Level

Research findings, based on policy document analysis and interviews with local stakeholders, show that extreme poverty reduction policies in Lumajang Regency are still implemented sectorally through social assistance, zakat (alms), and community empowerment programs that run independently. This situation reflects a classic problem in public policy at the regional level, namely weak cross-sectoral coordination and the absence of an integrative framework linking social protection with long-term economic empowerment. This phenomenon is in line with the findings of Rasyid (2025), who asserts that the effectiveness of poverty reduction policies will be low if social and economic instruments are not designed within a coordinated policy system. (Rasyid, 2025).

A fragmented approach causes social assistance to remain limited to its safety net function, while the extremely poor do not have a clear policy pathway to transform themselves into an economically independent society. This reinforces the argument that policies to combat extreme poverty require a paradigm shift from simply distributing aid to building human and economic capacity.

2. Analysis of Poverty Reduction Policies from the Perspective of Maqāṣid al-Sharī'ah

From the perspective of Maqāṣid al-Sharī'ah, extreme poverty is a multidimensional threat to the main objectives of Sharia law. Consumptive regional social assistance does contribute to the fulfillment of ḥifẓ al-nafs (protection of life), but it does not adequately support ḥifẓ al-māl (strengthening of wealth) and ḥifẓ al-'aql (strengthening of capacity and skills). This shows that maqāṣid in regional policies are still only partially realized.

Halim (2025) emphasizes that poverty not only impacts the inability to meet basic needs, but also weakens intellectual capacity, productivity, and the sustainability of community social life. Therefore, maqāṣid-oriented public policy should not stop at meeting short-term needs, but should be directed at empowerment that enables communities to break out of the cycle of poverty. (Halim & Jajuli, 2025).

3. The Strategic Role of Productive Zakat in Alleviating Extreme Poverty

The results of the study show that productive zakat has great potential to become a strategic instrument in combating extreme poverty when integrated with local government policies. Conceptually and empirically, productive zakat has been proven to improve the welfare of mustahiq and encourage economic independence through the strengthening of business capital and continuous assistance. (Minarni dkk., 2025).

However, when zakat is managed separately from regional policies, its impact becomes limited and non-systemic. This finding reinforces the argument of Rinanda et al. (2025) that zakat will be more effective in reducing poverty if it is designed as

part of an integrated social development strategy, rather than merely a religious philanthropic activity. (Rinanda dkk., 2025).

4. Policy Integration as an Effort to Reconstruction Based on Maqāṣid al-Sharī'ah

This discussion confirms that Maqāṣid al-Sharī'ah can serve as an integrative framework for public policy. By using maqāṣid as a foundation, regional social assistance, productive zakat, and community empowerment can be positioned within a single, complementary policy framework. Social assistance serves to fulfill ḥifẓ al-nafs, productive zakat strengthens ḥifẓ al-māl, and community empowerment supports ḥifẓ al-'aql and social sustainability.

The Maqāṣid al-Sharī'ah approach in this study refers to al-Shāṭibī's view, which emphasizes that the objectives of sharia are based on the protection of human welfare as a whole, especially in terms of the preservation of life, property, and reason. Therefore, public policies that are only oriented towards the distribution of aid without sustainable economic empowerment are not fully in line with these maqāṣid objectives. (Abi Ishaq, 2017).

Thus, the reconstruction of maqāṣid-based policies is not only relevant in the context of Islamic norms, but also contributes to the global discourse on inclusive and sustainable development.

5. Theoretical and Practical Implications

Theoretically, this discussion reinforces the position of Maqāṣid al-Sharī'ah as an applicable framework for public policy analysis. This study shows that maqāṣid can be operationalized in regional policy design, not only as an ethical concept. In practical terms, the integration of maqāṣid-based policies opens up space for local governments to develop a more comprehensive, sustainable, and equitable system for combating extreme poverty.

Conclusion

This study concludes that extreme poverty alleviation policies in Lumajang Regency are still dominated by a sectoral and consumptive approach, particularly through regional social assistance that functions as a safety net. Although these policies contribute to sustaining the livelihoods of the poor, the results of the study show that this approach has not been able to optimally promote economic independence and sustainable welfare for extremely poor groups.

From the perspective of Maqāṣid al-Sharī'ah, existing extreme poverty alleviation policies only realize the objective of protecting life (ḥifẓ al-nafs), while the objectives of protecting property (ḥifẓ al-māl) and strengthening human capacity (ḥifẓ al-'aql) have not been systematically integrated into regional policy design. This condition indicates a gap between the normative objectives of Sharia and public policy practices at the regional level.

This study also found that productive zakat has strategic potential as an instrument of sustainable economic empowerment. However, this potential has not been optimally utilized because zakat management is still separate from the regional planning and extreme poverty reduction policy systems. Similarly, community empowerment programs have not been fully directed specifically to support the transformation of extremely poor groups towards economic independence.

Based on these findings, this study recommends the need to reconstruct extreme poverty reduction policies based on Maqāṣid al-Sharī'ah through the integration of

regional social assistance, productive zakat, and community empowerment into a single sustainable policy framework. Local governments need to establish cross-sector coordination mechanisms that enable social assistance to function as basic protection, productive zakat as a driver of economic empowerment, and communities as key actors in ensuring program sustainability.

In addition, the Maqāṣid al-Sharī'ah approach needs to be used as a framework for evaluating regional policies so that extreme poverty reduction is not only oriented towards achieving statistical indicators, but also towards achieving social welfare, economic justice, and comprehensive and sustainable community welfare.

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