



Fiqh Siyasah as an Analytical Framework for Literacy Policy Implementation: Evidence from West Lampung, Indonesia

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ARTICLE INFO

Article history

Received: 03 January 2026

Revised: 13 January 2026

Accepted: 15 January 2026

Keywords

Community Participation;
Literacy Policy Implementation;
Fiqh Siyasah;
Collaborative Governance;
Policy Legitimacy.

ABSTRACT

This article employs fiqh siyasah as an analytical framework to examine the implementation of regional literacy policies in Indonesia, using West Lampung Regency Regulation No. 13 of 2021 as a case study. The analysis focuses on the institutionalization of literacy governance and the qualitative dimensions of public participation. In response to debates within public policy literature regarding the gap between formalized legal provisions for participation and meaningful deliberative practices, this study adopts a qualitative juridical-empirical approach, repositioning fiqh siyasah from a normative framework into an empirical analytical instrument. The findings indicate that the implementation of literacy policy in West Lampung operates within a hybrid governance configuration, where formal legal mandates interact dynamically with community-based initiatives through the Regional Literacy Movement. Although public participation has been institutionalized and contributes to the legitimacy and sustainability of programs, the substantive influence of community actors in strategic decision-making remains limited. By operationalizing the principles of shura and maṣlaḥah as evaluative criteria, this article underscores the analytical capacity of fiqh siyasah to assess the quality of participation and the orientation of public interest in policy implementation.

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1. Introduction

Literacy has increasingly been recognized in global discourse as a foundational element of human development and a critical prerequisite for the quality of democracy and governance. Within the framework of the rule of law and decentralization, literacy policy can no longer be understood merely as a formal educational program, but rather as a strategic public policy instrument aimed at strengthening citizens' capacity to access,

comprehend, and utilize information.¹ Adequate literacy capacity directly contributes to enhanced public participation, stronger governmental accountability, and improved quality of decision-making at the local level.² Therefore, literacy policies have implications that extend beyond the education sector, encompassing social, political, and economic dimensions of regional development. Several empirical findings indicate that strengthening literacy through inclusive and community-based approaches is capable of improving access to information, enhancing community skills, encouraging social participation, and generating positive impacts on the strengthening of local economies and the quality of human resources, thereby affirming literacy's position as a strategic instrument for sustainable development at the regional level.³

In decentralized governance systems, the implementation of literacy policy is highly dependent on the capacity and institutional creativity of local governments in responding to the social and cultural characteristics of their communities. Public policy literature consistently demonstrates that successful policy implementation is shaped not only by the clarity of legal norms and program design, but also by the degree of public participation and the social legitimacy that accompanies it.⁴ Policies formulated and implemented through participatory processes tend to enjoy higher levels of acceptance, exhibit greater adaptability to local needs, and demonstrate stronger long-term sustainability.⁵ Public participation, therefore, should not be viewed merely as a procedural complement, but as a substantive element throughout the entire policy cycle.⁶

In Indonesia, the strengthening of literacy has been positioned as a national strategic agenda through various policies and programs, including the National Literacy Movement.⁷ Nevertheless, the translation of this national agenda into local-level implementation faces diverse challenges, ranging from limited resources and geographical

¹ Y A Serah et al., "Building Legal Awareness Through Digital Platforms: Conceptualizing Web Applications in Responsive Legal Counseling," *Indonesian Journal of Advocacy and Legal Services* 7, no. 2 (2025): 431–66, <https://doi.org/10.15294/ijals.v7i2.29611>.

² Febriansyah Nur, Burhanuddin, and Wahyu, "Building Democratic Elections : A Critical Analysis of Efforts to Improve the Quality of Democracy," *Constitutional Law Review* 4, no. 2 (2025): 132–50, <https://doi.org/https://doi.org/10.30863/clr.v4i2.5962>.

³ E Rahmah et al., "An Exploratory Study on the Impact of Social Inclusion-Based Public Library Transformation Program on Sustainable Development in West Sumatera," *Record and Library Journal* 11, no. 2 (2025): 374–88, <https://doi.org/10.20473/rlj.V11-I2.2025.374-388>.

⁴ T Webler and S Tuler, "Community Civic Capacities for Meaningful Engagement in Siting Infrastructure for the Energy Transition," *Energy Research and Social Science* 127 (2025), <https://doi.org/10.1016/j.erss.2025.104224>.

⁵ Webler and Tuler.

⁶ L Berkvens and B Verschuere, "The Impact of Institutionalised Civil Society Participation in Local Policymaking in Times of Democratic Innovation: The Case of Flanders (Belgium)," *Journal of European Social Policy*, 2025, <https://doi.org/10.1177/09589287251390168>.

⁷ *Pedoman Penilaian Dan Evaluasi Gerakan Literasi Nasional*, Kementerian Pendidikan Dan Kebudayaan (Jakarta, 2017).

constraints to variations in socio-cultural contexts.⁸ Within the framework of regional autonomy, local governments function not only as implementers of central policies, but also as key actors in formulating literacy policies that are contextual and responsive to local needs. In this regard, the enactment of regional regulations specifically governing literacy development can be understood as a strategic step toward strengthening human resource development grounded in community participation.

West Lampung Regency represents a notable example of a local government that has demonstrated a normative commitment to fostering a literacy culture through the enactment of Regional Regulation Number 13 of 2021 on the Literacy Regency. This regulation not only defines the objectives and policy direction of regional literacy development, but also explicitly emphasizes community involvement in policy formulation, program design, and the implementation of literacy activities, as stipulated in Article 28 paragraphs (1) and (2). The emphasis on participatory dimensions indicates that literacy policy in West Lampung is conceived as a collaborative governance initiative involving local government institutions, literacy communities, educational institutions, and civil society organizations.

Despite such normative commitments, a substantial body of policy implementation studies highlights a recurring gap between legal provisions and actual practices. Public participation in regional policies is often formalistic or symbolic in nature, failing to reflect substantive public involvement in decision-making processes.⁹ This condition raises critical questions regarding the extent to which normative provisions on public participation are genuinely operationalized in policy implementation. In the context of literacy policy in West Lampung Regency, it is therefore essential to assess whether the participatory arrangements stipulated in Regional Regulation Number 13 of 2021 have been effectively realized, or whether they encounter structural and institutional constraints in practice.

This empirical issue becomes particularly salient given that prior to the enactment of the Literacy Regency regulation, West Lampung had already developed the Regional Literacy Movement (Gerakan Literasi Daerah/ GLD) since 2018 as a community-based initiative. The existence of the GLD illustrates that literacy development in the region has not been driven exclusively by the state, but has also emerged from grassroots awareness and active civic engagement. International literature on community-based policy initiatives suggests that locally rooted initiatives often possess stronger social legitimacy and institutional resilience. Accordingly, the relationship between the GLD as a community-driven initiative and the formal literacy policy enacted by the local government presents a

⁸ Rizky Dwi Nugrahaeni and Cicih Wiarsih, "PROBLEMATICS AND IMPLEMENTATION OF THE LITERACY MOVEMENT," *Research in Education and Technology (REGY)* 2, no. 1 (2023): 21–24, <https://doi.org/https://doi.org/10.62590/regy.v2i1.90>.

⁹ R Sabrina, "Strategi Pembangunan Berkelanjutan Di Era Otonomi Daerah Berbasis Partisipasi Masyarakat," *EKONOMIKAWAN: Jurnal Ilmu Ekonomi Dan Studi Pembangunan* 22, no. 1 (2022): 53–61, <https://doi.org/DOI:10.30596/ekonomikawan.v%vi%i.10200>.

significant empirical issue for analysis within the framework of public policy implementation.

Existing studies on literacy policy, both in Indonesia and globally, have predominantly employed perspectives drawn from education studies,¹⁰ public administration or governance research.¹¹ These studies typically focus on program planning, implementation effectiveness, and impacts on human resource development. However, relatively little scholarly attention has been devoted to examining literacy policy implementation through a normative - empirical legal approach integrated with a value-based and ethical framework of governance, particularly one grounded in Islamic legal traditions. This gap in the literature points to the limited understanding of how religious normative values may function not merely as sources of moral legitimacy, but also as analytical tools for evaluating public policy practices.

In this context, *fiqh siyasah* offers a set of normative and ethical principles that are analytically relevant to public policy studies. Principles such as *shūrā* (deliberative consultation), *maṣlaḥah* (*public interest*), justice, and the responsibility of rulers toward public welfare encompass not only moral values, but also evaluative criteria for assessing policy legitimacy and implementation quality.¹² Rather than treating *fiqh siyasah* solely as an ideal normative doctrine, this study positions it as an analytical framework for examining policy implementation dynamics, particularly in assessing the extent to which community participation and public-interest orientation are realized in regional literacy policy practices.

Using West Lampung Regency as a case study, this research analyzes the implementation of Regional Regulation Number 13 of 2021 on the Literacy Regency by employing *fiqh siyasah* as an analytical framework in public policy implementation studies. Specifically, the study addresses two main research questions. First, how are the normative provisions concerning community participation articulated in the regional literacy policy implemented in local literacy governance practices? Second, to what extent can the principles of *fiqh siyasah*, particularly *shūrā* and *maṣlaḥah* function as analytical tools for evaluating the quality, legitimacy, and public-interest orientation of regional literacy policy implementation? Theoretically, this study contributes to the development of Islamic law and public policy scholarship by repositioning *fiqh siyasah* from a purely normative doctrine into an operational analytical instrument for policy implementation

¹⁰ M Prayitno et al., "Adaptive Curriculum, Digital Literacy, and Global Collaboration for Enhancing Multicultural Competence in Higher Education," *International Journal of Learning, Teaching and Educational Research* 24, no. 8 (2025): 296–320, <https://doi.org/10.26803/ijlter.24.8.13>; A N Rosyan et al., "Literacy Development Through Collaborative Governance in Indonesia: An AHP Based Analysis of the Kampus Mengajar Program," *International Journal of Sustainable Development and Planning* 20, no. 8 (2025): 3335–47, <https://doi.org/10.18280/ijstdp.200816>.

¹¹ Rosyan et al., "Literacy Development Through Collaborative Governance in Indonesia: An AHP Based Analysis of the Kampus Mengajar Program."

¹² M Mulia et al., "CONFLICT AND CONSENSUS IN FIQH SIYASAH: THE PRACTICE OF ISLAMIC LAW ACROSS VARIOUS CULTURES," *Jurnal Ilmiah Peuradeun* 12, no. 3 (2024): 1263–88, <https://doi.org/10.26811/peuradeun.v12i3.1363>.

analysis. Empirically, it provides deeper insights into the dynamics of regional literacy policy in Indonesia and its implications for strengthening participatory, inclusive, and just local governance.

2. Legal Material and Methods

This study employs a qualitative research design with a juridical-empirical approach aimed at analyzing the implementation of Regional Regulation of West Lampung Regency Number 13 of 2021 on the Literacy Regency, with particular emphasis on the provisions of Article 28 paragraphs (1) and (2) concerning community participation. The research was conducted in West Lampung Regency, focusing on the activities of the Regional Literacy Movement (GLD) and its role in participating in the implementation of regional literacy policy. The data sources in this study consist of primary and secondary data. Primary data were obtained through in-depth interviews and direct observation involving local government officials, members of the GLD coordinating team, managers of community reading centers and assisted village libraries, as well as community leaders actively engaged in literacy initiatives. Secondary data were collected through document analysis of relevant laws and regulations, regional policy documents, activity reports, and scholarly literature related to literacy policy, participatory governance, and Islamic legal perspectives.

Data analysis was conducted using a qualitative descriptive method, encompassing the stages of data reduction, data display, and conclusion drawing. The analyzed empirical data were subsequently examined through the perspective of *fiqh siyasah*, particularly the principles of *shūrā* (deliberative consultation) and *maṣlahah* (*maṣlahah mursalah*, public interest), in order to assess the alignment between legal norms and the practical realization of community participation in the implementation of regional literacy policy. Data validity and reliability were ensured through source and methodological triangulation by cross-checking interview data, observational findings, and documentary evidence, thereby enhancing the credibility and robustness of the research findings.

3. Results and Discussion

3.1. Institutional and Regulatory Context of Local Literacy Governance

The implementation of literacy policies in Lampung Barat Regency operates within an institutional and regulatory framework that demonstrates a strong normative commitment to enhancing public participation in human resource development. Regional Regulation of Lampung Barat Regency Number 13 of 2021 concerning a Literacy Regency serves as the primary legal basis, affirming literacy as a strategic agenda in regional development while positioning public participation as an integral element across the policy cycle. This approach aligns with the concept of meaningful participation, which is recognized internationally as substantive engagement that allows stakeholders to influence policy formulation and decision-making.¹³ In the Indonesian constitutional context, the

¹³ Hanna Hämäläinen and Janne Salminen, “The Theory and Practice of Legislation Inclusive Participation in Law-Making: Good Governance or a Constitutional Obligation? Governance or a

principle of meaningful participation is further reinforced by Constitutional Court Decision No. 91/PUU-XVIII/2020, which emphasizes that public participation is a legal requirement in law-making processes to ensure legislative legitimacy and the production of aspirational laws rather than mere formalities. The decision requires the fulfillment of three fundamental public rights: the right to be heard, the right to be considered, and the right to be explained,¹⁴ thereby distinguishing meaningful participation from ceremonial or tokenistic involvement.

Building on this normative context and the principles of meaningful participation, the regulation simultaneously provides the foundation for a structural shift from the previous policy framework to a more robust regulatory regime. The new regulation replaces Regent Regulation Number 19 of 2018 concerning the Regional Literacy Movement, marking a transition from an administrative approach to a legally stronger, coordinated, and integrated governance framework. This transformation aims to reinforce coordination, synchronization, and institutional integrity in cultivating reading and writing practices within Lampung Barat communities,¹⁵ while ensuring that public participation remains a core element in both policy design and implementation.

Substantively, the regulation does not merely outline policy objectives and scope but also contains explicit provisions regarding community engagement in policy formulation, program design, and dissemination activities, as stipulated in Articles 28(1) and 28(2). Institutionally, the regional literacy policy involves a relatively plural configuration of actors, ranging from local government agencies, the Regional Literacy Movement Team (GLD), educational institutions, village libraries and reading parks, to literacy communities and local leaders. This configuration indicates that Lampung Barat's literacy policy is not a purely sectoral initiative implemented solely by the bureaucracy but rather a collaborative policy that enables interaction between the state and society.

Within this governance structure, the GLD occupies a strategic position as an intermediary governance actor, bridging the administrative rationality of the government with the needs and dynamics of grassroots literacy communities during both planning and program implementation stages. The GLD's legal legitimacy is reinforced through several instruments, including the Regional Regulation Number 13 of 2021, Ministerial Decree of Law and Human Rights Number AHU-0011362.AH.01.07 of 2021 on the legalization of the GLD association in Lampung Barat, and the Chairperson's Decree Number 001/B/Tim-GLDLB/I/2024 regarding amendments to the 2022–2027 membership structure. These legal foundations establish the GLD not merely as a voluntary community but as a formal institutional entity authorized to design, coordinate, and drive regional literacy programs. In the context of Article 28 of the Literacy Regulation, the GLD simultaneously represents

Constitutional Obligation?," *The Theory and Practice of Legislation* 13, no. 2 (2025): 213–35, <https://doi.org/10.1080/20508840.2025.2513176>.

¹⁴ M A Wafi and M M B Izzi, "Integrating Electronic Participation in the Legislative Process to Optimize the Fulfillment of Meaningful Participation," *Jurnal Konstitusi* 21, no. 4 (2024): 518–41, <https://doi.org/10.31078/jk2141>.

¹⁵ See letter *b* in the dictum of considerations, *Regional Regulation of Lampung Barat Regency Number 13 of 2021 concerning a Literacy Regency* (Lampung Barat, 2021)

a concrete embodiment of institutionalized public participation in public policy, consistent with international practices of meaningful participation in collaborative and legislative governance.¹⁶

The significance of this institutional context becomes more evident when examined from a historical perspective. Prior to the enactment of the Regional Regulation on Literacy, the Local Literacy Movement (GLD) had emerged since 2018 as a community-based initiative that developed organically through the activities of volunteers and community groups in response to low reading interest and limited access to reading materials in rural areas. This indicates that literacy policy in West Lampung did not emerge in a vacuum, but rather was rooted in social practices that had already crystallized at the community level. This dynamic is consistent with findings in the literature emphasizing that community-based literacy movements possess strong driving capacities in fostering sustainable literacy cultures, as they are grounded in active participation, shared ownership, and sensitivity to local contexts.¹⁷ Within this framework, institutionalization through regional regulation can be understood not merely as a form of state recognition of community initiatives, but also as a mechanism to provide legal certainty, budgetary support, and a more systematic coordination framework.

On the other hand, institutionalization also implicates power relations and decision-making dynamics between local government and community actors. Initiatives that were previously flexible and volunteer-driven are now integrated into administrative procedures that require adherence to bureaucratic protocols, reporting mechanisms, and formal organizational structures. Empirical findings indicate that the relationship between local government and community actors in literacy policy is neither entirely hierarchical nor fully equal. The local government retains primary authority over policy direction and resource allocation, whereas community actors, including the GLD and literacy communities, play a dominant role in operational implementation at the field level. This configuration reflects a state-dominated collaborative governance model, in which public participation is normatively recognized but not yet fully institutionalized within strategic decision-making mechanisms.

From a policy governance perspective, the regulatory framework emphasizing public participation as stipulated in the Literacy Regulation can be classified as progressive in normative terms. Nevertheless, the mere existence of legal provisions does not automatically guarantee substantive public participation. Institutional capacity limitations, cross-sectoral coordination challenges, and diverging interests among actors influence how normative provisions are operationalized in practice. Therefore, an analysis of the institutional and regulatory context is essential to understanding the dynamics of public

¹⁶ G Kurunczi, "The Role of Public Participation and Legal Certainty in Lawmaking in a Special Legal Order – with Particular Reference to Central European Practice," *Frontiers in Political Science* 7 (2025), <https://doi.org/10.3389/fpos.2025.1568066>.

¹⁷ Ambo Dalle, Syarifah Fatimah, and Rahmat Burhamzah, "Gerakan Literasi : Meningkatkan Minat Baca Pada Komunitas Lokal Di Kecamatan Anggeraja," *ININNAWA: Jurnal Pengabdian Masyarakat* 02, no. 02 (2024): 287–93, <https://doi.org/https://doi.org/10.26858/ininnawa.v2i2.5380>.

participation in the implementation of regional literacy policies and to assessing the extent to which collaborative governance can generate inclusive, sustainable, and equitable outcomes.

3.2. Community Participation in the Implementation of Local Literacy Policy in West Lampung Regency

Community participation in the implementation of local literacy policy in West Lampung Regency demonstrates a multilayered governance practice that integrates governmental coordination, community initiatives, private sector support, and volunteer-based social capital. Empirical findings indicate that participation is not merely procedural but operational, shaping program design, service delivery mechanisms, and sustainability strategies of literacy development at the local level. The *Gerakan Literasi Daerah* (GLD) operates as a collaborative platform that connects local government agencies, community reading groups, village-based literacy activists, schools, corporate social responsibility (CSR) partners, and individual volunteers into a relatively stable policy network.

One of the most concrete manifestations of community participation is the operation of the mobile library program (Perpustakaan Keliling or Pusling). The program was initiated through community book donations and CSR support from RSIA Bunda Liwa (Liwa Sehat Madani) starting in 2018, which contributed financial assistance, book collections, and supporting facilities. Book collections are systematically categorized based on age groups, literacy levels, and reading genres, enabling differentiated services for children, adolescents, and the general public. To strengthen mobility and outreach capacity, GLD utilizes a mobile library vehicle donated by the Regional Development Bank of Lampung on 24 March 2024, as well as an electric motorbike unit provided by PT PLN (Persero) UPDK Bandarlampung ULPLTA Way Besai on 27 April 2022. Service routes and visitation schedules are arranged according to village priority mapping, ensuring regular access for communities located in geographically dispersed and previously underserved areas.

Operationally, pusling activities extend beyond book lending and on-site reading services. Each visit incorporates guided reading sessions facilitated by trained volunteers, literacy workshops, creative writing mentoring, and small-group discussions aimed at enhancing critical reading skills, creativity, and community interaction. Local residents are gradually trained as mini-library managers, enabling skills transfer, strengthening local ownership, and reducing long-term dependency on external facilitators. Program monitoring is conducted through systematic documentation of participant numbers, circulation statistics, volunteer feedback, and qualitative community responses. This evaluation mechanism supports continuous improvement and reinforces accountability within the literacy service ecosystem. These practices reflect participatory service delivery models commonly associated with sustainable community-based library development.

In parallel with physical outreach, GLD expands public participation through digital literacy communication strategies. Social media platforms, particularly Instagram and YouTube, are actively used to disseminate educational content, activity announcements, reading tutorials, documentation of literacy festivals, and community success stories. In addition, GLD manages a Literacy Podcast (Siniar Literasi) featuring

discussions on reading culture, creative writing, community library management, and local literacy innovation, involving local teachers, writers, literacy activists, and community leaders as speakers. Digital engagement analytics and qualitative monitoring indicate increased audience interaction, online discussions, and recurring participation among youth and young adults who are less reachable through conventional offline activities. Digital platforms therefore function not only as communication channels but also as participatory spaces that foster continuous learning and social engagement in literacy practices.¹⁸

Another strategic arena of community participation is the annual Literacy Festival organized by GLD in collaboration with the local government and community partners. The festival integrates multiple activities, including book exhibitions and bazaars, reading and creative writing competitions for children and adolescents, capacity-building workshops for community library managers and volunteers, collective reading sessions, literacy theater performances, and public consultation forums between government officials and literacy communities. Planning and implementation processes involve GLD core management, village reading park coordinators, school representatives, community leaders, district officials, and CSR partners. Annual evaluations demonstrate increasing participant numbers, expansion of service coverage, and consolidation of inter-community networks that continue collaborative literacy initiatives beyond the festival period. The festival thus functions not merely as a cultural event but as an institutionalized participatory mechanism for policy communication, stakeholder consolidation, and community empowerment.¹⁹

Policy socialization represents another important dimension of participation. Dissemination of the Regency Literacy Policy is conducted collaboratively through formal governmental channels and community-based activities such as public discussions, training programs for reading park managers, village cultural events, and informal social gatherings. This hybrid model enables policy narratives to be translated into locally meaningful practices, facilitating broader acceptance and behavioral internalization among community members at the village level. Communities are not positioned solely as policy recipients but as co-promoters who actively disseminate literacy values within their social networks, schools, and family environments.²⁰

From a governance perspective, these participatory practices enhance social legitimacy, policy responsiveness, and program sustainability. Collaborative implementation increases adaptive capacity to local needs, strengthens trust between

¹⁸ R B Mann, "Navigating Digital Realities: Understanding Young People's Engagement With Social Media for News, Political Information, and Identity Formation," *Journal of Adolescent and Adult Literacy* 69, no. 4 (2026), <https://doi.org/10.1002/jaal.70028>.

¹⁹ Dinno Mulyono, Ahmad Hufad, and Uyu Wahyudin, "Literacy Festival Program as a Means of Ecology Education for Society," *JPPM (Jurnal Pendidikan Dan Pemberdayaan Ma* 11, no. 1 (2024): 73–83, <https://doi.org/https://doi.org/10.21831/jppm.v11i1.61710>.

²⁰ M A Humaedi et al., "Shifting Collective Values: The Role of Rural Women and Gotong Royong in Village Fund Policy," *Humanities and Social Sciences Communications* 12, no. 1 (2025), <https://doi.org/10.1057/s41599-025-04577-6>.

governmental institutions and citizens, and mobilizes diverse resource streams beyond public budgets. However, empirical evidence also reveals structural limitations. Community influence remains stronger at the operational level than at the strategic policy formulation stage, where decision-making authority is still predominantly centralized within local government structures. Sustainability risks also emerge due to reliance on volunteer commitment and fluctuating CSR support, indicating the need for stronger institutional anchoring and long-term funding mechanisms.

Overall, community participation in West Lampung's literacy governance operates within a continuum between consultative engagement and substantive co-production. The case illustrates how localized policy implementation can evolve into collaborative governance arrangements while still facing institutional constraints typical of decentralized administrative systems. This empirical configuration provides an analytical foundation for normative evaluation through the perspective of *s*, particularly regarding deliberation (*musyawarah*), public benefit (*maslahah*), and distributive justice in public policy implementation.

3.3. *Fiqh Siyasah* as an Analytical Framework for the Implementation of Local Literacy Policy

In this study, *fiqh siyasah* is not positioned as a source of normative legitimation for local literacy policy, but rather as an analytical framework for examining the relationship between legal norms, governmental practices, and public interests in the process of policy implementation.²¹ This approach enables *fiqh siyasah* to function as an evaluative instrument for assessing the quality of policy governance, particularly with regard to community participation, power relations, public-benefit orientation, and policy legitimacy.²² Accordingly, the analytical focus is not directed toward the formal conformity of policy provisions with Islamic normative texts, but toward how the ethical principles of *fiqh siyasah* are manifested, negotiated or potentially diminished in everyday governance practices.

Institutionally, the Regional Literacy Movement (GLD) policy in West Lampung Regency is supported by a regional regulatory framework that positions literacy as a cross-sectoral development agenda, involving local government agencies, educational institutions, village administrations, literacy communities, and civil society actors. Normatively, this policy structure opens space for public participation through coordination forums, program consultations, and implementation partnerships. However, empirical findings indicate that the institutionalization of participation remains largely

²¹ Maimun and Dani Amran Hakim, "Siyāsah Syar ' Iyyah and Its Application to Constitutional Issues in Indonesia," *AS-SIYASI: Journal of Constitutional Law* 3, no. 1 (2023), <https://doi.org/https://doi.org/10.24042/as-siyasi.v3i1.15710> Siyāsah.

²² Lukman Arake, "Agama Dan Negara Perspektif Fiqh Siyasah," *Al-Adalah: Jurnal Hukum Dan Politik Islam* 3, no. 2 (2018): 79–116, <https://doi.org/10.35673/ajmpi.v3i2.200>; Muhammad Sattuo, Maskawati, and Nahi Hashim Fathi Aboalela, "Evaluation of Regional Policy Regarding Street Vendors : A Case Study of Bone Regency from the Perspective of Siyasah Syar'iyah," *Constitutional Law Review* 4, no. 1 (2025): 32–53, <https://doi.org/https://doi.org/10.30863/clr.v4i1.5723>.

procedural. Participatory forums tend to function primarily as instruments for program socialization and implementation consolidation, while substantive deliberative spaces in strategic policy formulation remain relatively limited. This configuration reveals a gap between participatory regulatory design and the realities of decision-making practices.

From the perspective of *fiqh siyasah*, the principle of *shūrā* (deliberative consultation) is analytically understood as a deliberative mechanism that requires meaningful, equitable, and influential involvement of affected actors in the policy process.²³ When examined through this lens, deliberative practices within local literacy policy have not fully functioned as decisive arenas for articulating public interests. Community involvement is more pronounced at the program implementation stage than at the strategic planning phase. The relationship between local government and society continues to exhibit asymmetrical characteristics, with administrative authorities remaining the primary actors in determining policy agendas, priorities, and resource allocation. This condition indicates a functional shift of *shūrā* from a substantive deliberative principle toward an administrative instrument oriented to procedural efficiency.

An analysis of these power relations is crucial, as the quality of public participation cannot be assessed solely by the existence of formal forums, but also by the distribution of influence in decision-making processes. Within the framework of *fiqh siyasah*, a balanced relationship between rulers and society constitutes a prerequisite for *shūrā* to operate as a corrective mechanism to power. Empirical findings demonstrate that although communities are actively involved in the implementation of literacy programs, such as managing reading corners, literacy parks, community reading activities, and village-based initiatives, their position remains more that of policy implementers than policy co-producers. This limitation constrains the capacity of public participation to structurally influence policy design.

Beyond the procedural dimension, *fiqh siyasah* also provides an evaluative framework for assessing the orientation of public policies toward *maṣlaḥah* as a substantive public outcome. The implementation of literacy programs in West Lampung has generated tangible social benefits, including expanded community access to reading materials, strengthened literacy capacity at the village level, the growth of community-based literacy networks, and increased collective awareness of the importance of non-formal education. These achievements reflect the realization of substantive public benefit (*al-maṣlaḥah al-ḥaqīqiyyah*) directly experienced by local communities. Nevertheless, such benefits have not yet been fully institutionalized through consistent budgetary support, strengthened organizational capacity, or sustainable performance-based evaluation mechanisms. Normatively, Article 26 of the Regional Regulation on Literacy explicitly stipulates that funding for literacy programs may derive from the national budget (APBN), the regional budget (APBD), and other lawful and non-binding sources, while Article 27 provides the

²³ Irhamdi Nasda, "COMPARISON OF THE CONCEPTS OF DEMOCRATIC AND SHURA SYSTEMS OF GOVERNMENT," *MILRev: Metro Islamic Law Review* 2, no. 1 (2023): 52–64, <https://doi.org/10.32332/milrev.v2i1.6862>.

legal basis for the Regent to grant financial incentives to Local Literacy Movement organizers, with detailed assessment criteria and implementation mechanisms to be further regulated through a Regent Regulation. However, at the time of this study, the implementing regulation had not yet been enacted, resulting in the absence of concrete operational standards for performance evaluation and incentive allocation. This condition reveals a structural gap between the normative design of the policy framework and its institutional capacity to ensure the long-term sustainability of public benefit in a systematic manner.

Within *fiqh siyasah*, *maṣlaḥah* is not measured solely by short-term impacts, but also by the policy's capacity to sustain these benefits over time. Heavy reliance on community initiatives, volunteers, and informal support creates potential vulnerabilities to program sustainability if not balanced by strong structural commitment from local government. Limitations in human resources, fluctuating budgetary support, and suboptimal cross-sectoral coordination hinder the long-term consolidation of public benefit. Consequently, the social gains achieved thus far remain exposed to risks of fragmentation and stagnation unless more firmly integrated into the design of local policy.

Fiqh siyasah also enables an evaluation of policy legitimacy beyond formal legal validity. Juridically, the local literacy policy is grounded in a valid legal framework. However, the substantive legitimacy of the policy is largely determined by the extent to which communities feel represented, meaningfully involved, and empowered to influence policy outcomes.²⁴ Field findings indicate that active community engagement in program implementation enhances social acceptance of the literacy policy. Nevertheless, limited deliberative space during the policy formulation stage constrains the development of a strong sense of social ownership. From the perspective of *fiqh siyasah*, policy legitimacy requires an integration of legal authority and social acceptance as the foundation of sustainable governance.²⁵

Furthermore, employing *fiqh siyasah* as an analytical lens reveals fragmentation between legal norms and policy practices. Normative provisions concerning community participation and multi-stakeholder collaboration within regional regulations have not been consistently implemented in governance practice. This gap is not solely attributable to weak legal compliance, but also to institutional capacity constraints, hierarchical bureaucratic culture, and administrative orientations that prioritize procedural conformity over deliberative quality and policy innovation.

The tension between administrative logic and ethical policy logic thus emerges as a defining characteristic of GLD implementation. On the one hand, local governments are

²⁴ T Haesevoets, B Verschuere, and A Roets, "People's Preferred Balance between Politicians, Citizens, and Experts in Policy-Making Decisions," *Policy Studies* 46, no. 3 (2025): 317–42, <https://doi.org/10.1080/01442872.2024.2323673>.

²⁵ Suha Yusbairroh Barqi, M.Yasin al Arif, and Irwanton, "Reforming the Parliamentary Threshold in Indonesia's General Elections: A Legal and Fiqh Siyasah Dusturiyah Perspective," *AS-SIYASI: Journal of Constitutional Law* 4, no. 2 (2024): 112–35, <https://doi.org/http://dx.doi.org/10.24042/as-siyasi.v4i2.24326>.

required to ensure program effectiveness, budgetary accountability, and regulatory compliance. On the other hand, demands for public participation, inclusivity, and social benefit require governance flexibility and the redistribution of decision-making space. *Fiqh siyasah* facilitates an understanding of this tension not merely as a technical implementation issue, but as a matter of policy governance design that calls for institutional reconstruction.

By positioning *fiqh siyasah* as a normative - critical analytical framework, this study expands the horizon of public policy scholarship that has traditionally been dominated by administrative-secular approaches. *Fiqh siyasah* is not presented as an ideological alternative to modern policy theory, but as a conceptual instrument capable of engaging in dialogue with deliberative governance, participatory policy, and legitimacy discourses.²⁶ This integration enables Islamic legal values to function methodologically in interpreting policy realities without becoming trapped in normative justification.

Overall, the analysis demonstrates that the implementation of literacy policy in West Lampung Regency has generated tangible social benefits and opened spaces for community participation, yet continues to face structural limitations in realizing these principles substantively and sustainably. *Fiqh siyasah* functions as an analytical lens for identifying strengths, constraints, and transformative potentials in local literacy governance toward a more participatory, inclusive, and public-benefit-oriented policy model.

4. Conclusion

This study demonstrates that the implementation of Local Regulation No. 13 of 2021 in West Lampung has institutionalized community participation in policy formulation, program design, and dissemination, primarily through the active role of the Regional Literacy Movement Team (GLD). Empirical evidence shows that GLD's involvement in community reading centers, mobile libraries, literacy festivals, and digital outreach has enhanced policy legitimacy and embedded literacy governance within local social practices rather than merely administrative compliance. However, participation remains uneven in quality: deliberative influence over strategic decision-making is limited, and program sustainability continues to depend heavily on community resources amid inconsistent institutional and fiscal support. These findings indicate that while participatory mechanisms are formally established, their substantive impact on policy direction and long-term resilience remains constrained.

Analytically, positioning *fiqh siyasah* as a critical framework reveals that the principles of *shūrā* (deliberative participation) and *maṣlaḥah* (public benefit) are partially realized but not structurally consolidated within local governance arrangements. While tangible social benefits reflect emerging substantive *maṣlaḥah*, asymmetrical power relations and proceduralized participation constrain the transformative potential of *shūrā* as a corrective mechanism in public decision-making. Strengthening deliberative depth,

²⁶ Anita Marwing, Asni, and Widia Astuti, "The Concept of Impeachment in the Indonesia 's Constitutional System from the Perspective of Fiqh Siyāsa," *Al-'Adalah* 19, no. 2 (2022): 339–56, <https://doi.org/https://doi.org/10.24042/adalah.v19i2.14289>.

institutional consistency, and policy accountability is therefore essential to transform participatory formality into durable, inclusive, and socially legitimate local governance outcomes.

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