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Policy Specialisation: A Meta-Analysis of Abil Hasan's Thoughts Al-Mawardi in the Book of "Ahkam us-Shulthaniyah"

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ABSTRACT

Policy specialisation is a concept developed in the application of knowledge and technical skills in a particular field to design and implement effective policies. This research has an urgency on the need to understand and apply the principles of policy specialisation in modern times, as well as to explore the relevance of classical thought in contemporary policy theory. The purpose of the research is to analyse the concept of policy specialisation and map the relevance of these principles with the thoughts of Abil Hasan Al-Mawardi in his book "Ahkam us-Shulthaniyah". This research uses a metaanalysis method with a literature study approach (Library Research) by reviewing various literature including classic works and contemporary research, in data collection is done by synthesising data from various secondary sources, such as books, journal articles, and policy reports, as well as primary data from historical documents. The results showed that 1) indicators of the principles of policy specialisation including technical expertise, specific issues, and division of tasks, in line with Abil Hasan Al-Mawardi's thoughts in "Ahkam us-Shulthaniyah" are still in line with many of the principles covered in the concept of *Policy Specialisation*. Al-Mawardi strongly emphasises the technical expertise of stakeholders in state administration, both a clear division of roles in government and consistency in the application of laws and policies; 2) Meta-analysis of Al-Mawardi's thought shows that although his work was written in the 11th century

many of the principles of state administration put forward in the book "Ahkam us-Shulthaniyah" can be applied in contemporary policy design. Al-Mawardi's contribution provides the foundation (Policy Specialisation) of policy specialisation in public administration, especially in governance that requires high coordination and consistency. This research confirms that the integration between classical theory and modern policy can enrich the understanding and implementation of public policy and provide a solid basis for the development of contemporary policy theory and practice.

Keywords: *Policy Specialisation*; Meta-Analysis; Thought; Abil Hasan Al-Mawardi; *Ahkam us-shulthaniyah*.

INTRODUCTION

Policy specialisation was developed as a concept that became a necessity in public administration in particular, for bureaucrats who have the authority to take and implement policies in the bureaucracy to have qualified knowledge and understanding related to policies that are oriented towards specific problems and issues. (Verhoest & Bouckaert, 2005) Thus, the concept adjusts to the problem to be solved more precisely that policy specialisation has a framework for developing expertise and in-depth knowledge in one policy area which is then applied to produce more effective and efficient decisions. (Pratita et al., 2023)

Some policy experts define policy *specialisation* as an approach to policy-making in which special attention is paid to one or more specific areas with the aim of achieving deeper expertise and better policy outcomes. Thus, policymakers can develop more problem-focused solutions based on analyses of specific issues in the field. According to Howlett and Ramesh (2003) in (Fischer et al., 2021)explains that policy specialisation allows governments or institutions to be more effective in dealing with complex issues because of better knowledge of the dynamics and needs in a particular field.

Policy specialisation is essential in modern state governance, where public problems are increasingly complex and require a more focused approach in the delivery of specific policies by governments that are qualified in bureaucratic knowledge. Thus, specialisation is needed to address very specific societal problems so that policymakers can allocate resources more appropriately and develop more effective interventions. (Dunn, 2015)

In the public policy literature, specialisation is often associated with the effectiveness and efficiency of public policy. This is because specialisation allows for the use of more in-depth knowledge which in turn improves the quality of policy formulation and implementation. (Rosenthal, 1958) Specialisation can also facilitate better inter-institutional collaboration as each institution has specific expertise that can be combined to achieve broader policy objectives. (Howlett et al., 1995)

The state administration of the Islamic world as far back as the 11th century turned out to be part of the political and administrative thought that developed in Islam that had strong roots in the works of classical scholars. One of the important figures in the tradition is Abil Hasan Al-Mawardi, he was a scholar and jurist who lived in the 11th century. (Al-Mawardi, 2016) Al-Mawardi's monumental work "Ahkam us-Shulthaniyah" became one of the references in the study of Islamic government theory. His work not only reflects the political and administrative views of his time. However, the perspective is appropriate in modern public policy and governance.

The need to understand policy concepts in the Islamic tradition has become increasingly important in the contemporary era, especially in order to integrate Islamic values with modern governance practices. (Sakhi et al., 2024) Al-Mawardi himself through *Ahkam us-Shulthaniyah* strongly emphasises the importance of *policy specialisation* in government. According to (Sutisna et al., 2021) explains that every leader or official (bureaucrat) must have *qualifying* knowledge in the field handled in the bureaucracy. This principle has relevance to the complexity of public problems demanding higher specialisation and expertise among policymakers.

The literature review that discusses Al-Mawardi's thought is very limited to historical or theological analyses without exploring the application of these concepts in contemporary policy. Therefore, this study aims to fill this gap by conducting a meta-analysis of Al-Mawardi's thoughts on policy specialisation in *Ahkam us-Shulthaniyah*. The approach was chosen in order to analyse more sharply and provide new insights in the development of public policy theory based on Islamic intellectual tradition. Although Abil Hasan Al-Mawardi's thought in *Ahkam us-Shulthaniyah* has been widely discussed in classical and modern literature there are some gaps that become urgency in this research.

Some previous studies that are relevant to the study of Abil Hasan Al-Mawardi's thought include: Research conducted by (Thamyis, 2018) in a study entitled "The Concept of Leaders in Islam (Analysis of Al-Mawardi's Political Thought)", focused on the concept of leadership in Al-Mawardi's political thought. This study looks at the ideal characteristics of leaders and the responsibilities of Al-Mawardi's perspective. Although there are similarities, however, this study examines "Policy Specialisation", while the focus of the study is on the concept of leadership rather than on policy specialisation; furthermore, the study is based on the concept of leadership. (Supraha, n.d.) with the title "Islamic Political Thought of the Ulama" discusses political thought in general according to several scholars including Al-Mawardi. However, the study examines a broader perspective on Islamic political thought and is not specific to the aspects of policy specialisation carried out in this study more focused on the application of the principles of policy specialisation in the perspective of Al-Mawardi's thought, especially in terms of the division of tasks and the efficient use of resources; then, research conducted by (Kristiannando, 2013) entitled "Terms of Head of State According to Almawardi and Al-Ghazali" which discusses the terms of leadership according to Al-Mawardi and Al-Ghazali. The research focuses on the requirements to become head of state while this study explores indicators of public policy specialisation; and research conducted by (Siregar, 2018). (Siregar, 2018) with the title "People's Loyalty to Leaders According to Al Mawardi and Hasan Al-Banna (Case Study of Batang Nadenggan Village, Sungai Kanan District, Labuhanbatu Selatan Kab.)", examines people's loyalty to leaders with a comparison between the views of Al-Mawardi and Hasan Al-Banna. The research is more focused on the relationship between leaders and people while this research places more emphasis on policy specialisation and the application of more technical and systematic administrative principles in government policy.

In addition, other gaps from this research that can be identified that show the urgency of research include: First, most studies on Ahkam us-Shulthaniyah are still historically limited, especially in understanding the political and administrative concepts that prevailed during Al-Mawardi's time. (Meri, 2018) These studies have a tendency to ignore the suitability of concepts related to modern contemporary public policy and governance;

Second, there is a lack of studies that integrate Al-Mawardi's thoughts with contemporary public policy theories. (Muhammad Rizky, 2021) While some studies have attempted to link Islamic concepts with current policy practices the author found very few that specifically explore how the principles outlined by Al-Mawardi can be adapted to address complex contemporary policy issues. The gap suggests that there is a lack of interdisciplinary approaches that integrate the Islamic intellectual tradition with contemporary policy theory;

Third, research on policy specialisation in Islamic literature including Al-Mawardi's work is often poorly supported by strong empirical analysis where the majority of studies are more normative and theoretical without including empirical evidence. (Minarti, 2022) This shows that how the principles are applied in the practice of public policy. Thus, the gap may indicate the need for a more in-depth meta-analysis approach that not only examines classical texts but, as a form of evaluation in the application of *modern* policies.

Fourth, there is a lack of exploration of how Al-Mawardi's thoughts on policy specialisation can contribute to the development of public policy in Muslim countries. (Minarti, 2022) While many Muslim countries are facing major challenges in governance and policy-making, research exploring the contribution of classical theories such as Ahkam us-Shulthaniyah to the development of these policies is still very limited in scholarly publications.

Based on this background, the need for an in-depth study of these gaps is important to be carried out further so that this research can contribute to enriching the literature on public policy based on Islamic tradition and provide practical solutions for policy resistance faced by Muslim countries in the contemporary era. Thus, this research uses the *library research* method to examine various literatures, both from classical books and modern sources including books and journal articles that discuss Al-Mawardi's thoughts and their application in public policy.

METHODS

Research Type and Approach

In this study, the authors used a type of qualitative research method with a *library research* approach, which is a method that relies on written sources as the main

data. (Sugiyono, 2020) Meanwhile, in analysing the concepts, theories, and thoughts of Al Mawardi, the author uses a *meta-analysis* approach to analyse the concept of *policy specialisation* in *Ahkam us-Shulthaniyah* with the aim of understanding policy specialisation that can be applied in contemporary public policy.

Meta-analysis of thoughts is a research method used to review and analyse thoughts or concepts from various written sources with the aim of gaining a more comprehensive understanding of a particular topic. (Hamali et al., 2023) The approach that researchers use in this study is very useful which focuses on the study of classical or contemporary thought in the study of Abil Hasan Al-Mawardi's thoughts in Ahkam us-Shulthaniyah. Thus, the author associates the library research approach used to conduct a meta-analysis of Al-Mawardi's thoughts, especially regarding the concept of policy specialisation.

According to (Hamali et al., 2023) Meta-analysis of thought is different from meta-analysis used in quantitative research. *meta-analysis of* thought is carried out by collecting, reviewing, and synthesising various works and intellectual views related to a particular topic.(Snyder, 2019) This approach is used to identify key principles that emerge from these sources and how they can be applied or adapted in different contexts.(Hart, 2018)

Based on the description of the explanation above thus. So, the author to further focus the *meta-analysis of* thoughts in this study, the researcher details the indicators of the concept of *Policy Specialisation* so that researchers are easy in conducting concept analysis and defining indicators of meta-analysis of the book of *Ahkam us-Shulthaniyah* as follows:

No.	Indicators	Indicator Explanation	
1 Technical Expertise The level		The level of in-depth knowledge and skills required	
	_	in a particular policy area to produce effective	
		policies.	
2	Focus on Issue Specificity	Policies that are specifically designed to address	
		very specific issues	
3	Clear Division of Roles	Detailed division of roles and responsibilities	
		between entities or individuals involved in policy	
		making and implementation.	
4	Consistency in Decision-Making	Policies that are consistent in the approach and	
		methods used in a particular field.	
5	Resources (Use of Specialised	Use of expert-specific resources to support policies	
	Resources)	in specific areas.	

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6	Specific Inter-Institutional Collaboration	Focused collaboration between institutions or organisations with specific expertise in a particular
		area.
7	Specific Evaluation and Feedback	An evaluation and feedback mechanism specifically
	Mechanisms	designed to assess and improve policies in a
		particular field.
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Source: (Garcea, 1996)

Research Data Source

This research utilises a variety of previously published secondary data sources to support the analysis of *Policy Specialisation* and Abil Hasan Al-Mawardi's thoughts in "Ahkam us-Shulthaniyah". These secondary sources include classic and contemporary literature that discusses policy theory and administration. Al-Mawardi's books are Al-Iqna' Al-Hawi, Qawanin al-Wuzara', tasahil an-Nadhar, and Ta'jil ad Dzafr. (Al-Mawardi, 2016) and journal articles that explore the role of technical expertise in policy specialisation. In addition, reports and policy studies from research institutes to provide a broader knowledge of policy practice.

Primary data in this study includes historical documents and the original manuscripts of "Ahkam us-Shulthaniyah" used for text analysis. In addition, interviews with experts in the field of public administration and Islamic legal history provided additional insights into the application of Al-Mawardi's thought and policy specialisation.

Online sources, including academic databases and institutional repositories, provided access to scholarly journals, books, and articles relevant for this study. Databases from: Jstor and Google Scholar in finding recent literature on specialisation policy and administrative theory while university repositories hold documents and reports that support empirical and theoretical analysis. The combination of these data sources has a foundation as a reference for a comprehensive perspective in this research.

Data Collection Technique

Collecting research data in meta-analysis thinking is by identifying and collecting various relevant literature sources. (Hamali et al., 2023) In this study, the main source is the work of *Ahkam us-Shulthaniyah* by Al-Mawardi, as well as secondary literature that examines and interprets the work. These sources can be books, journal

articles, dissertations, and other scientific publications. Once the sources are collected, the next step is to critique and evaluate the quality and relevance of the sources. This includes an assessment of the historical context, the authority of the author, and the accuracy and consistency of the arguments presented. This process is important to ensure that the synthesis resulting from the meta-analysis is based on valid literature. (Boote & Beile, 2005)

Data Analysis Technique

The concept analysis stage involves analysing the key concepts contained in the literature. Analysing Al-Mawardi's thought includes an analysis of the concept of policy specialisation, the principles of governance, and its relevance to modern public policy theory. The analysis is done by comparing the different views of various authors and identifying the main themes that emerge.

Synthesis is the process of combining the analysed concepts into a coherent and comprehensive conclusion. (Hamali et al., 2023) In this meta-analysis, the researcher brings together the various views on policy specialisation proposed by Al-Mawardi and evaluates their relevance in the context of contemporary public policy. This synthesis also includes how these concepts can be adapted or applied in modern government systems. (Hart, 2018)

The last stage is the interpretation of the synthesis results to assess the contribution of the analysed thoughts to the development of public policy theory. (Hamali et al., 2023) Researchers also explore the implications of these findings for future policy research and practice. In this study, the interpretation will focus on how the principles of policy specialisation outlined by Al-Mawardi can contribute to the development of public policy in Muslim countries today. (Merriam, 2009)

Meta-analysing thoughts with a literature study approach has several advantages. One of the advantages is the ability to synthesise thoughts from a variety of different sources, resulting in a deeper and more thorough understanding of the topic under study. (Hamali et al., 2023) This approach also allows researchers to identify gaps in the literature and offer new perspectives that can enrich scientific discourse. (Snyder, 2019). However, there are also some limitations. One limitation is the reliance on existing literature, which can lead to bias if the available literature does not cover

all relevant perspectives. In addition, according to (Bowen, 2009) (Bowen, 2009) explains that due to their more theoretical nature, thought meta-analyses may not always produce findings that can be directly applied in policy practice.

In this study, a meta-analysis of thought is conducted by analysing the concept of policy specialisation outlined by Al-Mawardi in *Ahkam us-Shulthaniyah*. This approach involves collecting and critically analysing the various interpretations and applications of the concept in the existing literature. The process of synthesis and interpretation is then used to evaluate the relevance of these concepts in the context of contemporary public policy, particularly in Muslim countries.

RESULTS AND DISCUSSION

Based on the research study shows that the Book of "Al-Ahkam al-Sultaniyah" is one of the important works in Islamic political literature written by al-Mawardi (458H), born in Basrah, Iraq in 364H, he was a leading jurist in the 11th century. (Al-Mawardi, 2016) In his work al-Mawardi put forward various aspects of government and state administration perspective of Islamic law. (Mawardi & Yate, 1996) As related to policy specialisation or "policy specialisation" al-Mawardi emphasises the importance of the division of tasks and responsibilities in the government bureaucracy in order to run the public administration effectively and efficiently. This is based on the position in government including judges, governors, and other officials have their respective functions and roles. It is necessary for the affairs of the state to be managed effectively and avoid injustice in issuing policies.

Furthermore, Al-Mawardi argued that the ruler should appoint individuals who have the competence and integrity to hold public office. (Mawardi & Yate, 1996) Expertise and specific knowledge are required to ensure that the policies implemented are aligned with the principles of Islamic law and with the needs of society. In addition, al-Mawardi also discussed the importance of consultation (shura) in the political decision-making process. This means that leaders should listen to the advice of experts and community representatives to make wise and appropriate policies.

So, the results of the study in this research show that the thought of al-Mawardi in his book "Al-Ahkam al-Sultaniyah" provides comprehensive guidelines on how an

Islamic government should be governed and how policies should be enforced with specialisation and justice as the foundation of public policy.

For more detail. Researchers can explain the indicators of the concept of Policy Specialisation with a meta-analysis of Abil Hasan Al-Mawardi's thoughts in the book "Ahkam us-Shulthaniyah" in the table below:

No.	Indicators	Policy Specialisation Concept	Meta-Analysis
1	Technical Expertise	The level of in-depth knowledge and skills required in a particular policy area to produce effective policies.	Rulers must be knowledgeable in administration and law, in order to govern fairly and effectively. Leaders must have expertise in managing the affairs of the state.
2	Focus on Issue Specificity	Policies that are specifically designed to address very specific issues	The ruler's role in handling various government affairs such as finance, military, and law requires knowledge of specific issues in public administration.
3	Clear Division of Roles	Detailed division of roles and responsibilities between entities or individuals involved in policy making and implementation.	Clear roles in government. specific functions and responsibilities for state officials to achieve government stability and efficiency.
4	Consistency in Decision-Making	Policies that are consistent in the approach and methods used in a particular field.	The implementation of laws and policies is key to maintaining justice and public trust. Leaders who are consistent in their decision-making will be more respected and followed by their people.
5	Use of Specialised Resources	Use of expert-specific resources to support policies in specific areas.	Appropriate use of resources in public administration. utilising financial and military experts to improve the effectiveness of government and national defence.
6	Specific Inter- Institutional Collaboration	Focused collaboration between institutions or organisations with specific expertise in a particular area.	Cooperation between various state officials and institutions to ensure effective policies. the need for collaboration between leaders, judges, and military advisors in state decision-making.
7	Specific Evaluation and Feedback Mechanisms	An evaluation and feedback mechanism specifically designed to assess and improve policies in a particular field.	Continuous evaluation of government policies and practices. leaders listen to feedback from the people and other officials to improve and optimise state policies.

Source: 2024 Thought Meta-analysis Data (Garcea, 1996)

Based on the table above, it can be explained how the Policy Specialisation indicator can be linked to the thinking of Abil Hasan Al-Mawardi in his book "Ahkam us-Shulthaniyah". The meta-analysis shows the suitability and applicability of modern concepts with al-Mawardi's classical thinking that still provides valuable insights for contemporary public policy management.

The indicators of the Policy Specialisation Concept include various knowledge and skills in certain fields that can affect policy effectiveness. Among them: First, technical expertise, defined that stakeholders with specific knowledge can make more informative decisions. (Garcea, 1996) In this case, the principle of technical expertise is also found in the thought of Abil Hasan Al-Mawardi who emphasised the importance of administrative and legal mastery as the basis for running an effective government. Al-Mawardi argued that leaders must have in-depth knowledge of various aspects of government to achieve justice and efficiency. (Mawardi & Yate, 1996) The concept is as the results of research conducted by the study (Fadilah, 2013) which examines the effect of employee placement on performance at the Gresik Regency Regional Secretariat which illustrates the importance of role specialisation and clear division of tasks to increase effectiveness and efficiency. Thus, this study identifies that the relevance of the concept of policy specialisation, the principle of technical expertise and the systematic division of tasks contribute to more effective policy implementation, how the placement of employees in accordance with expertise can improve performance in the bureaucracy. Thus, it can be concluded that the application of the principle of specialisation, both in policy and employee management, has a significant impact on overall performance and effectiveness.

The *second* indicator, *issue specificity*, suggests that policies planned to address specific problems will be more appropriate and effective. (Garcea, 1996) Al-Mawardi outlined the specific role of the ruler in handling government affairs, including finance, military, and law, reflecting a deep understanding of the issues at hand. (Mawardi & Yate, 1996) In research (Hamid et al., 2022) which discusses land administration in the Basic Agrarian Law system and regional autonomy that specialisation in administration is effective in policy management, both in land and in the application of the principles of policy specialisation outlined by Al-Mawardi. The concept of specialisation in administration identified in this study can be in the form of a clear division of tasks and the use of technical expertise, parallel to the principles analysed showing how specialisation and efficient division of roles can strengthen policy management and

legal implementation. Thus, the specialisation of administration to be able to improve the effectiveness of policies and legal systems.

The next indicator, clear division of roles, emphasises the need for a detailed division of roles between the various entities or individuals involved in policy making and implementation. (Snyder, 2019) In Al-Mawardi's work, the division of roles among state officials is explained in detail to ensure stability and efficiency of governance. Consistency in decision-making is another important indicator, indicating that policies that are consistent in approach and method will be more trusted and followed.(Mawardi & Yate, 1996) Al-Mawardi emphasised that consistency in the application of law and policy is the key to maintaining justice and public trust. In line with the concept with research conducted by (Kurnia, 2015) in the study "Transparency, Participation, and Accountability in Partnership Management of Mangrove Ecotourism Area Wonorejo Surabaya between Government, Private Sector and Civil Society" which emphasises the importance of the principles of collaboration and clear division of roles in the management of policies and projects. Therefore, in the concept of policy specialisation, it illustrates that policy specialisation involves the appropriate use of resources and the involvement of various parties in policy making and implementation, similar to the partnership principles analysed by Kurnia. As with partnerships in the management of ecotourism areas that require transparency, active participation, and accountability from all parties government, private sector, and civil society. both in ecotourism management and in policy specialisation rely on the principles of collaboration and deep transparency, which ensure that each party can contribute effectively and be accountable to the final outcome.

The use of specialised resources, including experts and technology, also plays an important role in improving policy effectiveness. (Garcea, 1996) Al-Mawardi suggested the appropriate use of resources in state administration to improve government performance. Specific inter-institutional collaboration and focused evaluation mechanisms also demonstrate the importance of cooperation and targeted assessment to improve and optimise policies, a principle also recognised by Al-Mawardi in managing government by involving various officials and institutions. (Mawardi & Yate, 1996) Thus, this research shows that the principles of modern *Policy Specialisation* are in line with Al-Mawardi's classical thinking, providing a strong foundation for

understanding and applying policy in the contemporary context. This is as research conducted by (Pratita et al., 2023) with the title "Analysis of Policy Formulation Needs for Non-State Civil Apparatus Pharmacist Career Development Programmes" provides an in-depth analysis of the career development policies of pharmacists who are not included in the state civil apparatus. The study identified the need for specific policies for pharmacists' career development, emphasising the importance of policy formulation based on professional needs and the specific context of the health sector. The research emphasised the need for specialisation in policy to cover different aspects of the professional and the specific sector.

Thus, this research confirms that the principles of *policy specialisation* in modern policy such as technical expertise, focus on specific issues, and clear division of tasks, are closely aligned with Abil Hasan Al-Mawardi's thoughts in "Ahkam us-Shulthaniyah". The integration between Al-Mawardi's classical theory and contemporary policy specialisation practice shows that a specialisation approach can improve the effectiveness of public policy by clarifying roles and responsibilities, and making optimal use of resources. The findings underscore the importance of applying classical principles in contemporary policy, offering new insights into how theory and practice can complement each other to achieve more efficient and relevant outcomes in public administration.

Based on the results of the research and discussion, it can provide a comprehensive picture that the principles of *policy specialisation* applied in modern policy are very much in line with Abil Hasan Al-Mawardi's classical thought in "Ahkam us-Shulthaniyah". The analysis shows that technical expertise, clear division of tasks, and efficient use of resources - the main indicators of policy specialisation - have strong relevance to the concepts of leadership and administration proposed by Al-Mawardi. This research also confirms that the integration between classical theory and contemporary policy practice can enrich our understanding of public policy effectiveness. As such, Al-Mawardi's thought provides a solid foundation for understanding and applying the principles of policy specialisation in modern times, as well as offering valuable insights for the development of more efficient policy theory and practice.

CONCLUSIONS

Based on the results of research that has been analysed in the concept of *Policy Specialisation* with a *meta-analysis of* Abil Hasan Al-Mawardi's thoughts in "Ahkam us-Shulthaniyah". then, researchers can draw some conclusions as follows:

- Abil Hasan Al-Mawardi's thinking in "Ahkam us-Shulthaniyah" is still in line with many of the principles covered in the concept of Policy Specialisation. Al-Mawardi strongly emphasises technical expertise in state administration, both a clear division of roles in government and consistency in the application of laws and policies.
- 2. A meta-analysis of Al-Mawardi's thought shows that although his work was written in medieval times, many of the principles he put forward can be applied in contemporary policymaking. Al-Mawardi provides a strong foundation for policy specialisation in public administration, especially in governance that requires high coordination and consistency.

IMPLICATIONS

The integration of classical theory and modern policy concepts can provide a more comprehensive insight into understanding and implementing public policy. Al-Mawardi's thought provides an important historical perspective, while the concept of *Policy Specialisation* offers a framework that can be used to improve policy effectiveness in contemporary governance. Thus, the researcher hopes that academics will further explore the study of governance literature based on Islamic government.

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