

Analysis Management Organizing the Hajj Pilgrimage at the Ministry of Religion of Padang City Based on Law No. 8 of 2019

Mela Putri Hartama^{1*}, Yenty Astarie Dewi²

^{1, 2} Universitas Islam Negeri Sjech M. Djamil Djambek Bukittinggi, Indonesia
melahartama01@gmail.com, ²yentyastariedewi@gmail.com

Article History:

Received: 28 October 2022 || Accepted: 28 December 2025 || Published: 29 December 2025

Abstract

This study analyzes the management of organizing the Hajj pilgrimage at the Ministry of Religious Affairs of Padang City based on Law Number 8 of 2019 concerning the Implementation of Hajj and Umrah. The research focuses on examining the implementation of management functions, namely planning, organizing, actuating, and controlling (POAC), in ensuring effective, efficient, and Sharia-compliant Hajj services. A qualitative research method was employed, utilizing interviews, observations, and documentation techniques, involving Hajj organizers, service officers, and related stakeholders at the Integrated Hajj and Umrah Service Center of the Ministry of Religious Affairs in Padang City. The findings indicate that the implementation of Hajj pilgrimage management has been conducted systematically in accordance with established Standard Operating Procedures (SOPs) and statutory regulations. Collaboration among relevant institutions, structured administrative services, comprehensive guidance, and continuous supervision contribute to improved service quality, safety, and comfort of pilgrims. However, challenges related to integrity and consistency in law enforcement persist, underscoring the need for ongoing evaluation and enhancement of professional and accountable management practices. This study contributes to strengthening governance and policy implementation in Hajj pilgrimage management at the local government level.

Keywords: Hajj Management; POAC; Pilgrimage Services

Abstrak

Studi ini menganalisis pengelolaan penyelenggaraan ibadah haji di Kementerian Agama Kota Padang berdasarkan Undang-Undang Nomor 8 Tahun 2019 tentang Pelaksanaan Haji dan Umrah. Penelitian ini berfokus pada pemeriksaan implementasi fungsi manajemen, yaitu perencanaan, pengorganisasian, pelaksanaan, dan pengendalian (POAC), dalam memastikan pelayanan haji yang efektif, efisien, dan sesuai syariat. Metode penelitian kualitatif digunakan, dengan memanfaatkan teknik wawancara, observasi, dan dokumentasi, yang melibatkan penyelenggara haji, petugas pelayanan, dan pemangku kepentingan terkait di Pusat Pelayanan Haji dan Umrah Terpadu Kementerian Agama Kota Padang. Hasil penelitian menunjukkan bahwa pelaksanaan pengelolaan ibadah haji telah dilakukan secara sistematis sesuai dengan Prosedur Operasi Standar (SOP) dan peraturan perundang-undangan yang telah ditetapkan. Kolaborasi antar lembaga terkait, pelayanan administrasi yang terstruktur, bimbingan yang komprehensif, dan pengawasan berkelanjutan berkontribusi pada peningkatan kualitas pelayanan, keselamatan, dan kenyamanan jamaah. Namun, tantangan terkait integritas dan konsistensi dalam penegakan hukum masih ada, yang menggarisbawahi perlunya evaluasi dan peningkatan berkelanjutan terhadap praktik manajemen yang profesional dan akuntabel. Studi ini berkontribusi pada penguatan tata kelola dan implementasi kebijakan dalam pengelolaan ibadah haji di tingkat pemerintah daerah.

Kata Kunci: Manajemen Haji; POAC; Pelayanan Jamaah Haji

Introduction

The Hajj pilgrimage is the fifth pillar of Islam, which must be carried out once in a lifetime for every Muslim who has the financial or financial ability and health, which is often called *istitha'ah maliah* and *istitha'ah badaniah*, as well as a guarantee of safety during the journey and the Hajj (Rochimi, 2010; Sabiq, 1983).

The word "organization" comes from the root word "selenggaran." The word "selenggaran" has a noun meaning, allowing it to be used to refer to people, places, objects, and things that are objects (Wijayanti, 2008). The methods, techniques, and steps used to plan or carry out a specific goal are all described as implementation in the Big Indonesian Dictionary. You can also think of maintenance as upkeep (Department of Education and Culture) (Paramansyah & Husna, 2021; Schein & Schein, 2008; Siagian, 1990).

Law Number 8 of 2019 in Indonesia regulates the implementation of the Hajj and Umrah pilgrimages, containing regulations related to the Hajj. To ensure that Hajj and Umrah pilgrims can perform their worship in accordance with Islamic law and develop independence and resilience in organizing their pilgrimages, these regulations are intended to provide guidance, assistance, and protection for them. (Law Number 8 of 2019 Concerning the Implementation of the Hajj and Umrah) (Departemen Agama RI, 2003).

At the Ministry of Religion of Padang City, the management process of planning, organizing, acting, and controlling is practiced. The planning management is provided by the Ministry of Religion of Padang City to the congregation, serving those who wish to register for the Hajj and offering information about the waiting period, which is 23 years, upon payment of an initial deposit of 25,000,000. As well as advising the congregation to prepare before leaving for the holy land, such as preparing for *manasik* in each area in Padang City, processing passports, paying off fees, checking health, meningitis vaccines, and other preparations (Taufikurrahman et al., 2023; Tanzah, 2011).

The organizing management of the Padang City Ministry of Religion office is in collaboration with KBIH, PHI, the Regional Government, the Immigration Office, the Health Service, the Ministry of Transportation, and others. The management of the Padang City Ministry of Religious Affairs office is actively involved in organizing the Hajj pilgrimage, accompanied by a group of officers. Each group consists of ten

people, and each group consists of forty-five people, including the group leader (Husaini, 2009).

According to the author's understanding, Law No. 8 of 2019 concerning the Hajj and Umrah pilgrimage organizers is in accordance with Sharia. All points and articles in this law are in accordance with Sharia. However, in practice, the implementation of the law itself is still misused, and many individuals still shy away from Sharia. Therefore, even though the regulations or policies were created in accordance with Sharia, some individuals or organizers, such as certain travel agencies, engage in fraudulent activities or are not trustworthy towards pilgrims (Fauzan, 2006). Therefore, to ensure the good implementation of the Hajj pilgrimage, it must still be in accordance with the existing provisions, so that the implementation of this Hajj pilgrimage will continue to be beneficial in the future (Abror, 2016).

Literature Review

Management is a branch of science that deliberately aims to understand why and how people work together to accomplish tasks and improve the human condition (Kartono, 2016; Dimjati, 2008). Elements of Management consist of: 1. Human resources (HR) in an organization are people. HR will impact how effectively and efficiently institutional management carries out its objectives. 2. Money is the amount of money needed to achieve a goal. This money can be obtained from local governments, start-up commercial institutions, and philanthropists who are willing to support the institution's development. 3. Methods specifically, the process or mechanism for achieving goals; this approach must be carefully planned so as not to leave gaps in the middle of the road. 4. Materials, specifically, the equipment needed to carry out the goals or missions of the institution, effectively help in the process of fulfilling the goals set by the organization. 5. Machines, especially the tools needed. To maximize available materials. 6. Market, especially a place to present manufactured results. These six components are carefully arranged to ensure efficient management.

Planning, Organizing, Actuating, and Controlling, or POAC, is a management function as defined by Terry in his book, *Principles of Management*. Task management has its own similarities that must be completed by each manager so that the management process can be done well (Terry, 1993).

Management tasks are carried out effectively. For example, the post-Hajj planning function includes services to arrange the return to Indonesia after completing the Hajj. This includes planning for reception, document management,

and accommodation and lodging services (Raya & Mulia, 2003; Daft, 2009; Nafi, 2015).

To ensure effective management, the organizing function is applied across all components. A travel organization requires proper management of all human resources. For example, the Director General of Hajj and Umrah Management must coordinate staff from the Ministry of Religious Affairs, the Ministry of Transportation, Immigration, the Ministry of Health, and other relevant authorities during the departure and return operations of Hajj pilgrims (Al-Ghazali, 1993).

Research Methods

A qualitative methodology study was employed in this research, which requires the researcher to gather information through descriptive words, spoken or written, as well as through observable behaviors. According to Lexy J. Moleong, who defines procedure study as a study process that produces descriptive data in the form of written words or oral accounts from individuals and behaviors that can be observed, it is very important to put theory into context (Moleong, 2018).

An interview is one of the types of interviews, also known as part of the interview process. The interview method is a technique used to collect data through a project study, where questions are asked and answered in a face-to-face interview between the interviewer and the subject being questioned (Creswell, J.W., & Timothy, 2019). Interview deep with a number of the individuals involved in the management of Hajj pilgrimage services at the Integrated Hajj and Umrah Service Center of the Ministry of Religious Affairs Office in Padang City. leadership branches, managers, worship guides, and staff.

Observation in the study is conducted at the Hajj and Umrah Service Center Office, Integrated Ministry of Religion, Padang City, where researchers conduct special surveys to gather information relevant to the research, including data management and organizing the Hajj pilgrimage. The source of non-human information is documentation. According to Nasution, there are also sources of non-human information, such as brochures, daily notes, archived photos, meeting minutes, journal entries, and notes from others. Documentation can be considered a literal record of the past.

According to Sugiyono, data analysis is the process of gathering information through interviews, field notes, and documentation. Data are categorized into groups, described as units, synthesized, and arranged into patterns, and significant patterns

are determined. Based on what is found, clear conclusions are drawn that are clear to oneself and others. Data analysis techniques utilize information obtained from observations, documents, and interviews using data reduction, data presentation, and conclusion drawing techniques (Sugiyono, 2017).

Result and Discussion

Implementation of Management Functions in the Implementation of the Hajj Pilgrimage

Based on Law Number 8 of 2019, the Ministry of Religion of Padang City has established a Standard Operating Procedure (SOP) for the implementation of the Hajj planning management function, namely POAC (Planning, Organizing, Acting, and Controlling).

1. Planning Standard Operating Procedures (SOP)

A system called standard operating procedures is used to define, complete, and facilitate a task. To ensure that services are delivered consistently at all times, organizations have a documented process called standard operating procedures. Therefore, standardized SOPs are a component of a quality system that fosters collaboration and compliance with applicable standards.

According to Tjupto Atmoka, a Standard Operating Procedure (SOP) is a set of guidelines or instructions used to complete a task in accordance with the function and performance evaluation tool for non-governmental or governmental institutions, non-businesses, or business entities. SOPs are based on management, technical indicators, work procedures, work procedures according to work procedures, and work systems in the relevant work unit (Atmoko, 2012).

At the Padang City Ministry of Religious Affairs office, regarding the implementation of the Hajj pilgrimage, from preparation for departure to return to Indonesia, regulations have been established by the government in accordance with Law No. 8 of 2019 concerning the Organization of the Hajj Pilgrimage. What pilgrims must prepare includes thorough planning, mental and physical readiness, and financial capabilities, as well as preparing the documents required for registration. To register, pilgrims can directly come to the integrated one-stop service provided by the Padang City Ministry of Religious Affairs office, or pilgrims can also use the Smart Hajj application to register, check the departure year, and so on (Al-Qaradhawi, 2005).

The documents required for regular Hajj registration include a KTP (National Identity Card), KK (Family Card), Marriage Certificate, or Diploma, and an initial deposit of IDR 25,000,000 to the designated bank account to obtain a

quota number. Hajj pilgrims who have registered and received a quota number will have to wait 24 years.

2. Organizing

The distribution of work among participants in organizational activities according to the competencies of their Human Resources (HR) is referred to as organizing. Therefore, it can be said that this activity encompasses the entire process of employee development, including the placement of infrastructure and facilities necessary to support their work within the company. George R. Terry emphasized that the purpose of an organization is to unite diverse groups of people, foster common interests, and focus all resources on specific goals (Terry, 2005).

The Saudi Arabian Hajj Pilgrimage Management Board (PPIH), the Embarkation Pilgrimage Management Board (PPIH), and the Hajj Group Management Board (PPIH Kloter) constitute the organizational structure of the Hajj pilgrimage organizers within the Padang City Ministry of Religious Affairs. Their separate positions determine how work will be divided. The local government, the KBIH, the Health Office, the Immigration Office, and the Ministry of Transportation are among the parties collaborating to improve the standards of Hajj pilgrimage implementation within the Padang City Ministry of Religious Affairs.

3. Actuating

Making everyone in the group work together to achieve the organization's goals is the key to activation. Every actor in the organization must fulfill their roles and obligations so that the organization can achieve its vision, goals, and work programs. In carrying out the Hajj pilgrimage in accordance with the Standard Operating Procedure, there is a Standard Operating Procedure for Hajj registration, there is a Standard Operating Procedure for making a recommendation letter for Umrah, there is a Standard Operating Procedure for asking for the portion number and year of departure there is a Standard Operating Procedure. All sections provide services and are assigned according to the recommendations outlined in the existing Standard Operating Procedure.

4. Controlling

Through review or supervision, employee actions can be well guided towards predetermined goals. The supervision provided by the Ministry of Religious Affairs of Padang City towards the congregation from the beginning of their departure until their return is always monitored, including their

consumption, accommodation, transportation, and health. The purpose of the evaluation is to document changes.

Implementation of Hajj Pilgrimage Management in Padang City

1. Administration

Administration is carried out as efficiently as possible to minimize errors in services, from Hajj registration to obtaining SPH or portion numbers related to data collection, consultation, and verification for prospective pilgrims. Administrative services are a type of service process offered by the service unit and include actions such as recording, decision-making, documentation, and administration. These services are provided at the Padang City Ministry of Religious Affairs Office, specifically at the One-Stop Integrated Services, which then continue to the Hajj section for further processing.

2. Hajj Guidance

The Hajj ceremony consists of three phases: pre-Hajj, during-Hajj, and post-Hajj.

- a. Pre-Hajj: Pre-Hajj is a ritual that teaches Islamic jurisprudence (fiqh), particularly the rituals of worship typically performed in the Holy Land. Pilgrims immediately practice the rituals until everyone in the group can perform them. The country's Hajj guidance organization provides theoretical and practical guidance on the rituals as part of its program for pilgrims. Hajj guidance is conducted in-person at the Istiqlal Grand Mosque or at the Khatib Sulaiman Scout Hall. Eight sessions are held at the KBIH, and the Padang City Ministry of Religious Affairs conducts two.
- b. During and before departure, the Padang City Ministry of Religious Affairs held meetings to assess and monitor the pilgrims' physical, mental, and technological readiness. The office informed the pilgrims about their departure and return dates, as well as the groups, schools, house numbers, and aircraft details during these meetings.
- c. After the Hajj, there are no congregational activities apart from the supervision, direction, and leadership of the group supervisor while they are in Saudi Arabia and the city of Medina. When the mentors and congregation were in Medina, they attended the Arba'in prayer, pilgrimage to the tomb of the Prophet Muhammad SAW, the funeral baqi', and pilgrimage to Qiblatain and Jabal Uhud. Lectures on religion, a tour of the Koran printing facilities, and the purchase of souvenirs. The congregation will follow the schedule

determined by the government to return to their home country after the trip is complete.

3. Transportation

Transportation services must be safe, comfortable, and smooth, as they play a crucial role in facilitating the Hajj pilgrimage. From the time of transporting pilgrims to the embarkation point and to Minang Kabau International Airport, the office utilizes operational vehicles provided by the Hajj Financial Management Agency (BPKH).

4. Accommodation

Because accommodation is a facility that utilizes accommodation services, which are equipped with food and beverage services in addition to other amenities, accommodation is one of the essential elements that must be provided by Hajj and Umrah organizers (PHU). The Padang City Ministry of Religious Affairs has already regulated the accommodations, and they simply follow the established rules. If a pilgrim is unable to walk, the person in charge of catering can bring their meals to the congregation's room thanks to effective communication between the Hajj organizing committee, which oversees accommodations and catering.

5. Consumption

Serving sufficient food that meets hygienic and nutritional requirements is a service that ensures the comfort of the congregation. Staff responsible for food preparation should always pay close attention to the quality of basic cooking ingredients, such as rice, fish, meat, eggs, spices, soy sauce, and other ingredients, as these are crucial for producing delicious and nutritious food.

6. Health

To ensure the health of Hajj pilgrims, health services encompass the assessment, maintenance, and care of their health. This includes checks before departure, during the journey to the Holy Land, and upon return to the country. The collaborative system between the Padang City Health Office and the Ministry of Religious Affairs is designed to enhance health services, maximizing efficiency so that pilgrims can complete their journey and advance their independence and overall well-being. Improving the health of pilgrims before departure and identifying reliable health conditions of pilgrims are the primary goals of planning health services and ensuring pilgrim independence.

Results Analysis

Based on the research described above, the author can analyze the Hajj Pilgrimage Management Analysis at the Ministry of Religious Affairs in Padang City. The management of the implementation at the Ministry of Religious Affairs Office in Padang City, which has been designed and implemented, is running smoothly. Starting from Planning, Organizing, Actuating, and Controlling has been carried out well (Umar, 2002). The good implementation by the Ministry of Religious Affairs Office in Padang City includes completing facilities, prioritizing the comfort of the congregation, responding quickly and responsively to problems faced by the congregation, listening to all complaints from the congregation, and accepting suggestions. Attention to the congregation is prioritized, and then guarantees and trust must be given to the congregation.

Conclusion

Based on the results of this study, it can be concluded that the management of organizing the Hajj pilgrimage at the Ministry of Religious Affairs of Padang City has been implemented effectively and systematically in accordance with Law Number 8 of 2019. The application of management functions planning, organizing, actuating, and controlling, has supported the smooth execution of Hajj services, from registration and guidance to transportation, accommodation, consumption, and health services. The presence of clear Standard Operating Procedures (SOPs) and strong coordination among relevant institutions has played a significant role in enhancing service quality and ensuring the safety and comfort of pilgrims. Nevertheless, continuous supervision and evaluation remain essential to prevent deviations in practice and to strengthen integrity and accountability among Hajj organizers. Therefore, strengthening professional management and consistent law enforcement is crucial to ensure sustainable and Sharia-compliant Hajj pilgrimage services in the future.

References

- Abror, K. (2016). *Fiqh Ibadah, Cetakan 6*. Bandarlampung: IAIN Raden Intan.
- Al-Ghazali, A. H. (1993). *Rahasia Haji dan Umroh*. Bandung: Karisma.
- Al-Qaradhwai, Y. (2005). *Ibadah dalam Islam*. Jakarta: Akbar Media Eka Sarana.
- Atmoko, T. (2012). *Standar Operasional Prosedur dan Akuntabilitas Kinerja Instansi Pemerintah*. Skripsi, Universitas Negeri Jakarta, Jakarta.
- Creswell, J.W. & Timothy, C. . (2019). *Educational Research: Planning, Conducting, and Evaluating Quantitative and Qualitative Research*. New York: Pearson

- Education, Inc.
- Daft, R. L. (2009). *Manajemen*. Jakarta: Salemba Empat.
- Departemen Agama RI. (2003). *Bimbingan Manasik Haji*. Jakarta: Direktorat Penyelenggaraan haji dan Umroh.
- Dimjati, D. (2008). *Panduan Haji dan Umroh Lengkap*. Solo: Era Intermedia.
- Fauzan, S. bin F. bin A. A. (2006). *Ringkasan Fikih Syaikh Al Fauzan*. Jakarta: Pustaka Azzam.
- Husaini, U. (2009). *Manajemen Teori, Praktik, dan Riset Pendidikan*. Jakarta: Bumi Aksara.
- Kartono, A. (2016). *Solusi Manasik dalam Permasalahan Ibadah Haji Menurut Empat Mazhab*. Jakarta: Cendekia Muda.
- Moleong, L. J. (2018). *Metodologi Penelitian Kualitatif, cet. In XI*. Bandung: PT Remaja Rosdakarya.
- Nafi, M. (2015). *Haji Dan Umrah: Sebuah Cerminan Hidup*. Jakarta: Erlangga.
- Paramansyah, A., & Husna, A. I. N. (2021). *Manajemen Sumber Daya Manusia dalam Perspektif Islam*. Bekasi: Pustaka Al-Muqsith.
- Raya, A. T., & Mulia, S. M. (2003). *Menyelami Seluk-Beluk Ibadah dalam Islam*. Jakarta: Prenada Media.
- Rochimi, A. (2010). *Segala Hal Tentang Haji dan Umrah*. Jakarta: PT Gelora Aksara Pratama.
- Sabiq, S. (1983). *Fiqh Al Sunnah, Jilid 1, Cetakan IV*. Beirut: Dar al-Fikri.
- Schein, E. H., & Schein, P. A. (2008). *Organizational Culture and Leadership*. San Francisco: Jossey-Bass.
- Siagian, S. P. (1990). *Manajemen Sumber Daya Manusia*. Jakarta: PT. Bumi Aksara.
- Sugiyono, S. (2017). *Metode Penelitian Kuantitatif, Kualitatif, dan R&D*. Bandung: Alfabeta, CV.
- Tanzah, A. (2011). *Metodologi Penelitian Praktis*. Jakarta: Penerbit Teras.
- Taufikurrahman, T., Wasliman, I., & Dianawat, E. (2023). Manajemen Bimbingan Manasik Haji Dalam Membina Kemandirian Calon Jamaah Haji. *Wahana Didaktika Jurnal Ilmu Kependidikan*, 21(2).
<https://doi.org/https://doi.org/10.31851/wahanadidaktika.v21i2.11208>.
- Terry, G. (1993). *Prinsip-Prinsip Manajemen*. Jakarta: Bumi Aksara.
- Terry, G. (2005). *Dasar-Dasar Manajemen*. Jakarta: PT. Bumi Aksara.
- Umar, H. (2002). *Riset Pemasaran dan Perilaku Konsumen*. Jakarta: PT. Gramedia Pustaka Utama.
- Wijayanti, I. D. S. (2008). *Manajemen*. Yogyakarta: Mitra Cendikia.