

EVALUATION OF UMRAH SERVICE POLICY AT THE REGIONAL OFFICE OF THE MINISTRY OF RELIGIOUS AFFAIRS OF MALUKU PROVINCE

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Informasi Artikel	Abstract
<p>Vol: 3 No: 6 June 2026 Pages : 19-24</p>	<p><i>This study evaluates the umrah service policy implemented by the Regional Office of the Ministry of Religious Affairs of Maluku Province. The research was motivated by the need to ensure that umrah services provide protection, convenience, administrative certainty, and equitable access for prospective pilgrims in an archipelagic province. A qualitative descriptive approach was used. Data were collected through observation, document review, and in-depth interviews with officials and employees involved in umrah service management at the Regional Office during August-October 2023. The analysis applies six public-policy evaluation criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. The findings show that the policy has generally met the six criteria. Effectiveness is reflected in administrative preparation, document control, security, and comfort before departure, during the stay in Saudi Arabia, and during return. Efficiency is shown through the use of available resources, a service process of approximately three to ten days, and continuous monitoring of travel providers. Adequacy is reflected in supervision of facilities, accommodation, safety standards, information, and complaint mechanisms. Equity is pursued through equal access, affordable costs, gender sensitivity, and protection of pilgrims. Responsiveness appears in rapid responses to complaints, emergency coordination, and service improvement based on feedback. Appropriateness is demonstrated through compliance with Islamic values, business ethics, regulations, and Saudi Arabian procedures. The study implies that digital registration, transparent quota management, cost audits, emergency response teams, and certified service personnel are needed to strengthen umrah service governance.</i></p>
<p>Keywords: Umrah Service Policy Evaluation Public Service</p>	

Abstrak

Penelitian ini mengevaluasi kebijakan pelayanan umrah pada Kantor Wilayah Kementerian Agama Provinsi Maluku. Kajian ini dilatarbelakangi oleh kebutuhan untuk memastikan bahwa pelayanan umrah mampu memberikan perlindungan, kemudahan, kepastian administrasi, dan akses yang adil bagi calon jemaah di wilayah kepulauan. Penelitian menggunakan pendekatan deskriptif kualitatif. Data diperoleh melalui observasi, telaah dokumen, dan wawancara mendalam dengan pejabat serta pegawai yang menangani pelayanan umrah pada Agustus-Oktober 2023. Analisis menggunakan enam kriteria evaluasi kebijakan publik, yaitu efektivitas, efisiensi, kecukupan, keadilan, responsivitas, dan ketepatan. Hasil penelitian menunjukkan bahwa kebijakan pelayanan umrah pada umumnya telah memenuhi keenam kriteria tersebut. Efektivitas tampak pada persiapan administrasi, pengawasan dokumen, keamanan, dan kenyamanan jemaah sebelum berangkat, selama berada di Arab Saudi, dan saat kembali. Efisiensi terlihat dari penggunaan sumber daya, proses pelayanan sekitar tiga sampai sepuluh hari, serta pemantauan penyelenggara perjalanan. Kecukupan tampak pada pengawasan fasilitas, akomodasi, standar keamanan, informasi, dan mekanisme pengaduan. Keadilan diwujudkan melalui kesetaraan akses, biaya terjangkau, sensitivitas gender, dan perlindungan jemaah. Responsivitas terlihat pada penanganan keluhan, koordinasi darurat, dan perbaikan layanan berbasis masukan. Ketepatan ditunjukkan melalui kesesuaian dengan nilai Islam, etika bisnis, regulasi, dan prosedur Arab Saudi.

Kata Kunci : Pelayanan Umrah; Evaluasi Kebijakan; Pelayanan Publik

INTRODUCTION

Umrah service is a strategic public service because it is directly related to worship, citizen protection, administrative certainty, and the reputation of national religious governance. In Indonesia, the organization of hajj and umrah services is closely associated with the responsibility of the Ministry of Religious Affairs to ensure guidance, service, and protection for pilgrims. The public dimension of umrah

service is visible from the long chain of activities that begins with health checks, registration, document preparation, manasik guidance, departure, accommodation in Saudi Arabia, ritual implementation, and return to Indonesia.

The Regional Office of the Ministry of Religious Affairs of Maluku Province has a mandate to provide services, guidance, and supervision in the field of hajj and umrah within the provincial territory. This mandate is important because Maluku is an archipelagic province with specific geographic challenges, diverse social conditions, and unequal access to services. In this context, umrah service requires coordination among government units, local government, travel agencies, and other actors that provide direct assistance to prospective pilgrims.

The initial problem addressed in this study is that umrah service still faces administrative and managerial challenges. The thesis data indicate that people may experience difficulty in planning and implementing umrah because of limited licensing, complicated service processes, and inefficient guidance activities. These conditions show that the evaluation of umrah policy cannot be limited to whether the service exists; it must also examine whether the service is effective, efficient, sufficient, fair, responsive, and appropriate to religious values and public service standards.

Previous studies have discussed several dimensions of hajj and umrah services. Anam (2020) found that the growing number of private umrah providers increases the challenge of maintaining excellent service. Abdal (2021) emphasized that hajj service improvement requires optimal cooperation between government and pilgrimage guidance groups. Bayhaq (2021) showed that umrah service evaluation can be conducted through standard operating procedures, questionnaires, testimonies, and direct suggestions from stakeholders. Hilman et al. (2022) also highlighted the importance of evaluation as a corrective mechanism in pilgrimage guidance activities.

This article uses the policy evaluation framework associated with William N. Dunn as cited in Abdal (2021), namely effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. These criteria are relevant because they allow the evaluation to move beyond procedural compliance and to assess the extent to which umrah services satisfy needs, distribute benefits fairly, respond to pilgrims' expectations, and remain consistent with Islamic ethics and regulatory requirements. Therefore, the purpose of this article is to evaluate the umrah service policy at the Regional Office of the Ministry of Religious Affairs of Maluku Province based on those six criteria.

METHOD

This study used a qualitative descriptive approach. The approach was selected because the research sought to obtain an in-depth and holistic understanding of the implementation of umrah service policy at the Regional Office of the Ministry of Religious Affairs of Maluku Province. The fieldwork was conducted for two months, from August to October 2023, at the Regional Office of the Ministry of Religious Affairs of Maluku Province.

The data consisted of primary and secondary data. Primary data were obtained from opinions, information, perceptions, and assessments of informants who were directly or indirectly related to umrah service policy. The key informant was the Head of the Regional Office of the Ministry of Religious Affairs of Maluku Province, while other informants were employees who handled umrah service implementation. Secondary data consisted of documents, reports, records, and relevant literature available at related institutions.

Data were collected through in-depth interviews, observation, and documentation. Interviews were used to reveal information from actors who understood the service process. Observation was conducted by examining activities related to umrah service policy at the research site. Documentation was used to collect written records, institutional data, and literature relevant to the research problem. The data were analyzed using the interactive model of Miles and Huberman, consisting of data reduction, data display, and conclusion drawing or verification.

RESULTS AND DISCUSSION

The evaluation of the umrah service policy at the Regional Office of the Ministry of Religious Affairs of Maluku Province was organized around six criteria. These criteria are used as a guide to determine whether the implementation of the policy has provided value to pilgrims and whether the public service

process is consistent with the objectives of protection, guidance, administrative order, and religious appropriateness.

Table 1. Summary of Policy Evaluation Findings

Criteria	Main Findings	Improvement Agenda
Effectiveness	The policy supports registration, visa and document supervision, travel preparation, security, health requirements, and comfort before departure, during the stay in Saudi Arabia, and during return.	Strengthen digital registration, quota management, and integrated information systems.
Efficiency	The service process uses available resources and generally takes about three to ten days from licensing request and document completion to departure, with costs varying according to travel packages.	Simplify procedures, accelerate document verification, and monitor travel providers continuously.
Adequacy	The office supervises facilities, accommodation, safety standards, information, complaint channels, and accessibility to ensure that services meet pilgrims' needs.	Maintain periodic evaluation of facility capacity, service quality, and future demand trends.
Equity	The service emphasizes equal access, affordable costs, consumer protection, gender-sensitive facilities, accessible information, and fair enforcement of rules.	Ensure transparent quota allocation and regular audits of cost fairness and provider compliance.
Responsiveness	Complaints, questions, emergency situations, and service feedback are responded to through communication with travel agents, organizers, and relevant authorities.	Develop a special emergency response team and feedback-based improvement mechanism.
Appropriateness	The service is evaluated against Islamic values, business ethics, transparent information, legal compliance, consumer protection, and Saudi Arabian procedures.	Require certified guides and service personnel and consult religious experts when needed.

Effectiveness

The effectiveness criterion examines whether the policy achieves its expected results. The findings show that the umrah service policy has been directed toward the main objective of providing convenience and comfort to pilgrims. Before departure, effectiveness is visible in the control of registration, visa monitoring, travel documents, tickets, accommodation, transport arrangements, health requirements, and spiritual preparation. An interviewee stated that the government must ensure that pilgrims hold valid travel documents and are entitled to travel to the holy land, because this prevents unauthorized departure and entry.

Effectiveness is also reflected in attention to safety and comfort while pilgrims are in Saudi Arabia. The service process includes coordination with authorities, security around worship places, safe transportation, medical facilities, and information in various languages. During return, effectiveness is visible in airport security checks, document control, baggage inspection, travel guidance, and health monitoring. These findings support the view that public-service evaluation must assess whether the policy produces the intended benefits rather than merely whether the procedure has been completed (Abdal, 2021; Bayhaq, 2021).

Efficiency

Efficiency refers to the ability to achieve service objectives with minimum unnecessary use of time, labor, and costs. The findings show that the Regional Office collects service data, reviews licensing processes, checks documents, and supervises umrah providers to avoid waste and delay. The service process generally requires around three to ten days, from licensing request and document completeness to departure. The cost range is about IDR 30 million to IDR 58 million, depending on the provider, umrah package, and facilities received by the pilgrim.

The office identifies several efficiency requirements, including simplified registration, clear document requirements, coordination in visa issuance, clear departure schedules, efficient airport immigration procedures, baggage information, local transportation arrangements, emergency services, and post-season evaluation. These results indicate that efficiency is not only a matter of reducing cost but also a way to maintain service quality through better process design and continuous improvement. This is consistent with studies that emphasize standard procedures and corrective mechanisms in umrah service management (Anam, 2020; Wulandari & Utami, 2022).

Adequacy

Adequacy concerns the extent to which the service satisfies pilgrims' needs and meets relevant standards. The findings show that demand for umrah increased significantly after the COVID-19 pandemic due to postponed travel. Pilgrims also tend to expect higher service quality, even when higher costs are required. In response, the Regional Office supervises whether accommodation, transportation, worship access, safety standards, and travel-provider performance are sufficient for the number and needs of pilgrims.

Adequacy is also visible in the supervision of document and licensing requirements, safety standards, cost accessibility, complaint mechanisms, service information, and the use of technology. The findings show that the Regional Office considers regular evaluation necessary so that service capacity can respond to future changes in demand. This finding corresponds with policy-evaluation logic, where adequacy is assessed by examining the relationship between policy alternatives and the expected outcomes for target groups (Abdal, 2021; Ardani & Castrawijaya, 2023).

Equity

Equity evaluates whether service benefits and burdens are distributed fairly among different groups. The findings show that the Regional Office seeks to ensure equal access without discrimination based on age, gender, social status, or economic capacity. This is carried out through quota monitoring, equal access to information, affordable costs, protection of pilgrims' funds, quality assurance, consumer protection, and gender-sensitive facilities for female pilgrims.

The findings also show that equity is linked to law enforcement against travel providers that violate regulations or harm pilgrims. Public participation and social-impact evaluation are considered important to prevent umrah policy from benefiting only a small group of companies or economically privileged citizens. In this sense, equity becomes a central dimension of public service legitimacy, especially because umrah service is related to worship rights and social justice (Mamonto & Ramadani, 2019; Rustika et al., 2018).

Responsiveness

Responsiveness refers to the capacity of the service system to respond quickly and appropriately to requests, complaints, changes, and emergencies. The findings show that the Regional Office responds to pilgrims' questions and complaints about requirements and procedures, communicates with travel agents and organizers, and uses feedback for service improvement. Responsiveness also appears in emergency responses, including coordination with relevant authorities during the COVID-19 pandemic.

The Regional Office evaluates responsiveness through satisfaction analysis, complaint handling, speed of response, feedback-based service improvement, effective communication, information support, and staff capacity. These findings demonstrate that responsiveness is not a passive reaction after a problem occurs; it is an active institutional capacity to listen, communicate, and make improvements. This is in line with the argument that implementation performance is shaped by communication, resources, disposition, and bureaucratic structure (Ratna & Moedy, 2022; Roring et al., 2021).

Appropriateness

Appropriateness refers to the suitability of umrah services with religious norms, ethical values, legal requirements, and procedural standards. The findings show that the Regional Office evaluates whether travel providers understand and implement umrah according to Islamic teachings, whether business practices are ethical, whether costs and facilities are transparently explained, and whether pilgrims are protected from fraud and unfair treatment.

Appropriateness is also shown through compliance with Indonesian regulations and Saudi Arabian procedures related to visa, permits, registration, and operations. The Regional Office consults evaluation results with religious experts when needed and provides recommendations for improvement. These findings indicate that the appropriateness of umrah services cannot be separated from the integrity of worship. The service must therefore combine public-administration accountability, business ethics, and religious compliance (Essa, 2022; Gunawan, 2020; Rachman, 2019).

CONCLUSION

The evaluation shows that the umrah service policy at the Regional Office of the Ministry of Religious Affairs of Maluku Province has generally fulfilled the criteria of effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. Effectiveness is reflected in the policy's ability to support administrative preparation, safety, and comfort before departure, during the stay in Saudi Arabia, and during return. Efficiency is demonstrated through optimal resource use, relatively clear service time, and provider monitoring. Adequacy is visible in efforts to ensure that facilities, information, safety standards, and complaint mechanisms meet pilgrims' needs. Equity is reflected in equal access, cost fairness, gender sensitivity, and consumer protection. Responsiveness is shown by the ability to respond to complaints, feedback, and emergency situations. Appropriateness is reflected in the consistency of the service with Islamic values, business ethics, legal compliance, and Saudi Arabian procedures. The main implication is that umrah service governance should be strengthened through digital registration, transparent quota allocation, cost audits, special emergency response teams, continuous service evaluation, and certified personnel so that the service remains accountable, fair, and spiritually appropriate for pilgrims.

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