Minds Journal: Idea Management and Inspiration
Vol. 13, No.3 (December) 2026: 749-760

INSTITUTIONAL TRANSITION AND COLLABORATIVE GOVERNANCE IN INDONESIAN HAJJ MANAGEMENT: TOWARDS AN ADAPTIVE GOVERNANCE MODEL

Jumadi*, Teguh Yuwono, Nur Hidayat
Universitas Diponegoro

Citation (APA 7th): Jumadi, J., Yuwono, T., & Hidayat, N. (2026). Institutional Transition and Collaborative Governance in Indonesian Hajj Management: Towards an Adaptive Governance Model. *Jurnal Minds: Manajemen Ide Dan Inspirasi*, *13*(3), 749–760. https://doi.org/10.24252/minds.v13i3.69849

Submitted: 30 June 2026
Revised:30 September 2026
Accepted: 12 October 2026
Published: 9 November 2026

Copyright: © 2026 by the authors.

ABSTRACT: This conceptual article develops an adaptive collaborative governance model for Indonesian hajj administration during the institutional transition toward a specialized Ministry of Hajj and Umrah. The article addresses a central governance problem: institutional specialization can sharpen organizational focus while simultaneously increasing coordination interdependence across actors responsible for finance, regulation, health, transportation, diplomacy, regional services, and pilgrim protection. Drawing on a structured synthesis of public governance, institutional theory, new institutional economics, collaborative governance, adaptive governance, and digital governance literature, the analysis positions institutional transition as a problem of mandate alignment, coordination costs, information integration, accountability, and public value. The proposed model consists of five interrelated pillars: institutional architecture, collaborative coordination, integrated digital governance, adaptive accountability and transition-risk management, and pilgrim-centered public value. The article contributes by integrating these perspectives around one explanatory mechanism: how specialization during institutional transition creates new interdependencies that must be governed adaptively.

Keywords: Hajj Governance; Institutional Transition; Collaborative Governance; Adaptive Governance; Indonesia

*Corresponding Author: jumadisastra@students.undip.ac.id
DOI: https://doi.org/10.24252/minds.v13i3.69849
ISSN-E: 2597-6990
ISSN-P: 2442-4951
http://journal.uin-alauddin.ac.id/index.php/minds
Publisher: Management Department, Alauddin State Islamic University Makassar, Indonesia

INTRODUCTION

The implementation of the hajj in Indonesia is a public affair that is not only related to religious services, but also intersects with diplomacy between countries, public financial management, protection of citizens abroad, large-scale logistics, information technology, health, transportation, and cross-agency supervision. In the context of a country with a very large number of pilgrims, this complexity makes Hajj an arena for public governance that requires clarity of mandates, bureaucratic capacity, inter-institutional coordination, and strong accountability mechanisms. The dissertation proposal on which this article is based places quotas, waiting periods, hajj costs, managed funds, pilgrim services, information systems, supervision, inter-sector coordination, and relations with Saudi Arabian authorities as core issues that form the complexity of Indonesian hajj governance.

The institutional transition to a special ministry expands the challenge. Institutional change is not sufficiently understood as a change in organizational nomenclature or the transfer of administrative units from one ministerial structure to another. The transition has consequences for the redistribution of authority, alignment of functions, the transfer of human resources, asset management, the integration of information systems, central regional relations, relations with BPKH, coordination with the House of Representatives, the involvement of service providers, and the protection of pilgrims. At this point, hajj management needs governance that is able to combine structural certainty with collaborative flexibility so that institutional changes do not cause service fragmentation.

This conceptual article examines how Indonesian hajj governance should be designed during a period of institutional transition to prevent greater institutional specialization from creating fragmented coordination. The analysis focuses on several key issues, including the redistribution of institutional mandates, inter-organizational dependence, coordination costs, data integration, accountability, and pilgrim protection. Instead of presenting findings from completed fieldwork, this article develops a theoretically grounded governance model. The model is intended to provide a foundation for future empirical research and to support the design of a more coherent and coordinated institutional framework for hajj governance in Indonesia.

A review of the literature shows that contemporary public governance is moving from a hierarchical model to a more collaborative, adaptive, and public value creation-oriented model. Ansell & Torfing (2021) emphasize the importance of co-creation in building public trust, while Klijn et al. (2025) show that a governance network is needed when public issues cannot be solved by a single organization. In the context of crisis and rapid change, the idea of robust governance emphasizes the government's capacity to anticipate, adjust, and maintain the sustainability of public services in turbulent conditions (Ansell & Torfing, 2021). The digital governance literature also emphasizes that the transformation of the public sector is not only about technology, but also changes in processes, competencies, organizational culture, and coordination capacity (Haug et al., 2024; Janssen & van der Voort, 2020; Mergel et al., 2021).

From an institutional perspective, the transition of public organizations takes place through changes in formal rules, norms, practices, and institutional logic that govern inter-stakeholder relations. Silva et al. (2024) affirms that institutional theory is still relevant to read changes in public administration because institutions determine what is considered legitimate, feasible, and acceptable in organizational actions. New institutional economics adds attention to transaction costs, incentive design, contract governance, and institutional efficiency (Ménard & Shirley, 2022). In the administration of the hajj, this perspective is important because cross-agency coordination, service contracts, fund management, and provider oversight require an institutional design that suppresses uncertainty and increases accountability.

Recent studies on Indonesian hajj have made important contributions, especially to the policy aspects of hajj management, hajj fund investment, hajj diplomacy, pilgrim health, and quota legality. Dewi & Qodarsasi (2024) highlights the dynamics of Indonesia's hajj management policy, while Hulwati et al. (2023) pays attention to the management of hajj fund investment and its benefits. Renta et al. (2023) discusses the effectiveness of hajj diplomacy, while Singka & Ericca (2020) show the importance of hajj health management. However, the study has not specifically integrated institutional transition, collaborative governance, digital integration, transition risk management, and pilgrim protection into a single adaptive governance model.

The research gap in Indonesian hajj governance lies in the limited explanation of the relationship between institutional specialization and increasing coordination interdependence during institutional transition. Previous studies have tended to examine sectoral issues such as service quality, implementation costs, hajj fund management, health services, diplomacy, and regulation. Although these studies provide important contributions, they do not sufficiently explain how the redistribution of mandates across institutions may alter authority relationships, increase coordination requirements, raise transaction costs, affect information flows and accountability, and ultimately influence pilgrim protection and the creation of public value. This article addresses this gap by placing the governance consequences of institutional specialization at the center of the analysis.

The novelty of this article lies in the development of an adaptive collaborative governance model that integrates several theoretical perspectives within a single and systematic explanatory framework. Institutional theory is used to explain how institutional specialization reshapes formal mandates, legitimacy, and inter-organizational relationships. New institutional economics explains how the redistribution of authority may increase coordination and transaction costs. Collaborative governance explains the mechanisms through which interdependent actors can establish joint coordination and problem solving. Adaptive governance explains the capacity of the governance system to respond to change and uncertainty during institutional transition, while digital governance explains the role of data and information integration in supporting cross-institutional coordination. Public value provides the normative foundation by positioning pilgrim protection as a central objective of governance design. These perspectives are therefore used to explain a single governance problem, namely how institutional specialization can be managed without producing coordination fragmentation.

This article aims to construct an adaptive collaborative governance model for Indonesian hajj management by explaining the relationships among institutional specialization, mandate redistribution, coordination interdependence, transaction costs, information integration, accountability, and pilgrim protection during institutional transition. Theoretically, the article integrates institutional change, transaction-cost reasoning, collaborative coordination, adaptive capacity, and digital governance within a unified analytical framework centered on the problem of institutional coordination. Practically, the proposed model provides a conceptual basis for policy discussion and future empirical research on authority design, inter-agency coordination, data integration, accountability, transition risks, and pilgrim protection.

THEORETICAL REVIEW

Public governance and adaptive public value

Public governance views the resolution of public problems as a process that involves many actors, resources, authorities, and coordination mechanisms. In Hajj matters, the government does not work alone because the services of pilgrims require the involvement of financial institutions, technical ministries, local governments, service providers, Saudi Arabian authorities, Islamic organizations, and the community. Public governance is a relevant framework because it emphasizes cross-border organizational coordination, accountability, transparency, participation, and public value creation (Ansell & Torfing, 2021; Bason & Austin, 2022). This multi-actor perspective is consistent with interactive and polycentric governance, which explains public problem solving through interdependent centers of authority rather than a single hierarchical actor (Ostrom, 2010; Torfing et al., 2012).

Adaptive governance is needed because the implementation of the hajj faces repeated uncertainties, such as changes in quotas, changes in Saudi Arabian regulations, global health conditions, changes in service costs, the need for digitalization, and public expectations for transparency. The agile and adaptive governance framework emphasizes the ability of public organizations to learn quickly, integrate data, adjust processes, and make decisions under changing conditions (Janssen & van der Voort, 2020; Mergel et al., 2021). In the context of Hajj, adaptation should not ignore legal certainty and pilgrim protection. Adaptation must be underpinned by a clear mandate and measurable accountability.

Institutional transition and institutional change

Institutional transitions are concerned with changes in formal rules, organizational structures, norms, roles, resources, and patterns of interaction that make up collective action. Institutional theory views public organizations not only as administrative structures, but as an arena shaped by the legitimacy, compliance, habits, and perceptions of actors of authority (Silva et al., 2024). Therefore, the establishment of special ministries does not automatically result in better governance if it is not accompanied by the arrangement of mandates, work relations, coordination mechanisms, and supervision systems. Institutional transition therefore involves not only changes in formal rules but also shifts in regulative, normative, and cognitive arrangements that shape organizational behavior and legitimacy (Scott, 2014).

New institutional economics helps explain why institutional design is important for efficiency and accountability. In the hajj ecosystem, transaction costs arise from inter agency negotiations, service contracts, cost determination, provider supervision, benefit value management, data exchange, and central-regional relations. Poor institutional design can increase uncertainty, overlapping authority, and coordination costs. On the contrary, clear design can strengthen efficiency, certainty of responsibility, and public trust (Ménard & Shirley, 2022).

Collaborative governance and network coordination

Collaborative governance emphasizes the process of joint decision-making between actors who have different interests, resources, and authority. Douglas et al (2020) that collaboration can be understood through case variations and coordination mechanisms that develop according to the context. Ulibarri et al. (2020) further emphasize that collaborative governance is dynamic and evolves in response to changes in power relations, learning processes, trust, and problem-solving needs. More recent studies also identify trust, supportive institutional design, facilitative leadership, clear inter-organizational arrangements, and sustained cross-boundary interaction as important conditions for effective collaboration and joint problem solving (Christensen, 2024; Costumato, 2021; Hofstad et al., 2022). In the context of Indonesian hajj governance, collaboration is particularly important because each stage of pilgrim services involves multiple institutions whose functions are interdependent. Effective hajj governance therefore requires clear coordination arrangements, continuous information exchange, mutual trust, and mechanisms that enable institutions to address shared problems collectively.

However, collaboration doesn't always run linear. Waardenburg et al. (2020) shows that there are paradoxes in multi-agency collaboration, such as the need for autonomy as well as interdependence, the need for speed and accountability, and the need for consensus as well as clear leadership. Wang & Ran (2023) distinguish between network governance and collaborative governance, but also show the relationship between the two. In hajj management, collaborative forums must avoid two extremes: fragmentation of actors without a coordination center and excessive centralization that ignores local knowledge and stakeholder participation.

Adaptive collaborative hajj governance framework

Based on the theoretical synthesis, this article positions institutional specialization as the starting point of governance change. As institutional mandates are redistributed, authority becomes more dispersed across organizations. In hajj governance, this creates strong coordination interdependence because essential services remain divided among actors responsible for finance, regulation, health, transportation, diplomacy, regional administration, and service delivery. New institutional economics helps explain how unclear institutional boundaries may increase coordination demands and transaction costs. Collaborative governance explains the mechanisms needed to manage interdependence among these actors. Adaptive governance and digital governance further explain how coordination mechanisms can respond to uncertainty, organizational change, and complex information flows. Public value provides the normative objective of the system by emphasizing pilgrim protection and the reliability of public services. From this integrated framework, five key dimensions are derived: (1) institutional architecture, (2) collaborative coordination, (3) integrated digital governance, (4) adaptive accountability and transition-risk management, and (5) pilgrim-centered public value.

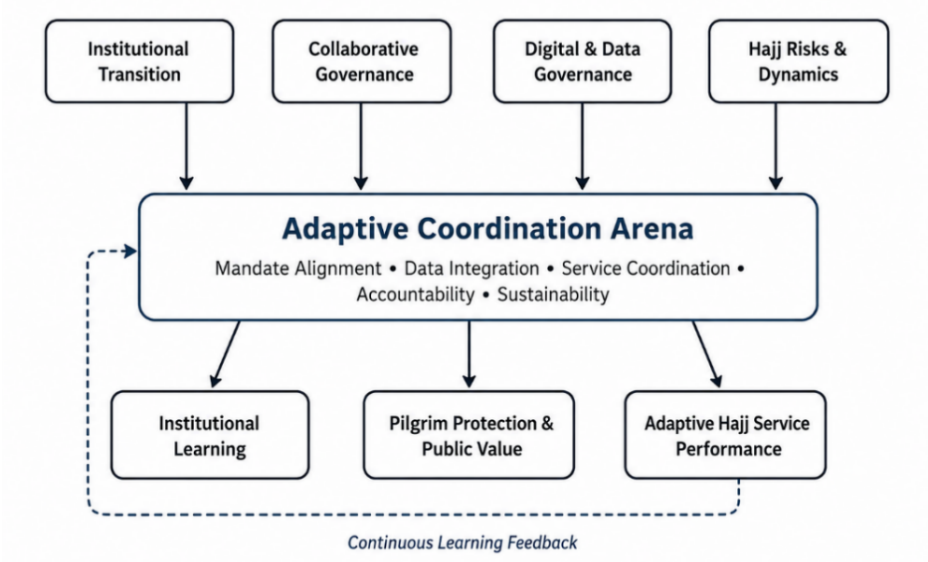


Figure 1. Conceptual Framework of Adaptive Collaborative Hajj Governance

RESEARCH METHOD

This article adopts a conceptual theory-synthesis approach rather than an empirical qualitative design. Its primary objective is to develop an explanatory governance model by integrating established theoretical perspectives with prior scholarship on Indonesian hajj administration. The article does not claim to present interview data, focus group findings, observational evidence, coding results, or empirically validated conclusions. Instead, it identifies a central theoretical problem, clarifies the explanatory contribution of each theoretical perspective, and formulates conceptual relationships that can be tested in future empirical research.

The conceptual analysis is conducted in four stages. First, the article identifies institutional specialization during a period of transition as the central governance problem. Second, it maps the main forms of interdependence that emerge from the redistribution of authority, including those related to finance, regulation, service delivery, data management, oversight, and transnational coordination. Third, each theoretical perspective is assigned a specific analytical function. Institutional theory explains changes in mandates, legitimacy, and organizational relationships. New institutional economics explains coordination requirements, transaction costs, and incentive problems. Collaborative governance explains the mechanisms required for joint action among interdependent actors. Adaptive governance and digital governance explain how governance arrangements can respond to uncertainty, institutional change, and complex information flows. Public value provides the normative foundation by placing pilgrim protection and reliable service delivery at the center of governance design. Fourth, these perspectives are integrated into a five-pillar adaptive collaborative governance model.

The synthesis draws on the literature reviewed in this manuscript as its main analytical basis. Studies on Indonesian hajj policy, hajj fund governance, health management, and hajj diplomacy are used to establish the multi-actor and cross-sector nature of hajj administration (Dewi & Qodarsasi, 2024; Hulwati et al., 2023; Renta et al., 2023; Singka & Ericca, 2020). Broader governance literature is then used to explain the mechanisms that connect institutional specialization, coordination interdependence, adaptability, information integration, and accountability (Ansell & Torfing, 2021; Douglas et al., 2020; Haug et al., 2024; Janssen & van der Voort, 2020; Ménard & Shirley, 2022; Silva et al., 2024; Ulibarri et al., 2020; Wang & Ran, 2023).

The adequacy of the conceptual model is assessed through theoretical coherence rather than empirical saturation. Each component of the model must be directly linked to the central governance problem and must perform a distinct explanatory function. The proposed model is therefore presented as a theoretically derived framework rather than an empirically validated model. It is intended to provide a structured basis for subsequent empirical testing, refinement, and validation across national, regional, and service-delivery settings.negative case analysis helps test the model's resilience to data that is not fully aligned with the main pattern.

Future empirical research can examine the proposed framework through interviews, focus group discussions, document analysis, and observation involving key actors in hajj governance. These may include central and regional hajj institutions, BPKH, the House of Representatives, service providers, Islamic organizations, academics, and pilgrims or prospective pilgrims. To ensure methodological transparency, future studies should clearly report participant recruitment procedures, sample size, data-collection periods, documentary sources, analytical procedures, researcher roles, and the evidence used to connect raw data with the themes or findings presented.

If future research adopts a qualitative design, the analytical approach should be selected in accordance with its underlying epistemological assumptions. For example, grounded theory requires procedures such as theoretical sampling, constant comparison, category development, and theoretical saturation. Reflexive thematic analysis, by contrast, follows a different logic of coding, interpretation, and quality assessment. These approaches may inform qualitative inquiry in different ways, but they should not be combined simply as a collection of techniques without a clear methodological rationale.

For this reason, the present article does not use empirical validation procedures such as triangulation, member checking, audit trails, or negative-case analysis to support the proposed conceptual model. Such procedures are more appropriate for future empirical studies and should only be reported when they have actually been conducted. The current model is therefore presented as a theoretically derived framework that requires further empirical testing, refinement, and validation.

Table 1. Theoretical Perspectives and Their Roles in the Conceptual Framework

Theoretical Perspective	Primary Explanatory Role	Contribution to the Integrated Model
Institutional theory and institutional change	Explains changes in formal mandates, legitimacy, organizational roles, and institutional relationships.	Identifies how specialization redistributes authority and creates a need for mandate alignment.
New institutional economics	Explains transaction costs, incentive problems, contractual relations, and coordination uncertainty.	Shows why unclear authority boundaries and fragmented arrangements can increase governance costs and accountability risks.
Collaborative and network governance	Explains interdependence, joint decision making, conflict resolution, trust, and coordination mechanisms.	Provides the institutional mechanisms needed to manage cross-actor interdependence.
Adaptive governance	Explains learning, responsiveness, and adjustment under regulatory, operational, and environmental uncertainty.	Supports flexible coordination without weakening legal certainty or accountability.
Digital governance	Explains information integration, interoperability, data-enabled coordination, and service transparency.	Provides the information infrastructure for coordinated and adaptive decision making.
Public value	Defines the normative purpose of governance in terms of service quality, protection, legitimacy, and citizen-centered outcomes.	Anchors the model in pilgrim protection and accountable public service.

RESULT

Institutional transition as governance realignment

The first conceptual proposition is that the institutional transition of hajj administration should be understood as a process of governance realignment rather than merely the creation of a new formal structure. Greater institutional specialization may strengthen policy focus and organizational attention, but it also redistributes authority and may create uncertainty in inter-institutional relationships. Effective transition therefore requires clear mandates, explicit division of responsibilities, well defined procedures for transferring data and resources, and mechanisms that ensure continuity of pilgrim services.

This proposition is grounded in institutional theory, which views organizational change as involving shifts in formal rules, norms, roles, and legitimate patterns of action (Silva et al., 2024). Formal restructuring alone does not guarantee more effective governance. When authority is redistributed without corresponding improvements in coordination arrangements, specialization may preserve or even increase institutional uncertainty. The key analytical question is therefore whether the new institutional structure produces clear, effective, and legitimate working relationships among the actors within the hajj governance system.

Fragmentation risks and the need for collaborative coordination

The second conceptual proposition focuses on coordination fragmentation. Hajj administration involves multiple actors responsible for policy formulation, financing, health services, transportation, diplomacy, regional administration, service provision, and pilgrim guidance. Institutional specialization does not remove these interdependencies. Instead, it can increase the number of organizational interfaces through which information, authority, and responsibility must be coordinated. From the perspective of new institutional economics, unclear or poorly defined interfaces may increase transaction costs, slow decision-making, and weaken accountability by dispersing responsibility across institutions (Ménard & Shirley, 2022).

Collaborative governance provides an institutional mechanism for managing these interdependencies. Collaboration does not replace formal authority or institutional leadership. Rather, it requires a clearly mandated coordination center, structured forums for cross-institutional interaction, shared information systems, conflict-resolution mechanisms, and routines for joint learning and policy adjustment (Douglas et al., 2020; Ulibarri et al., 2020). Within the proposed model, the specialized ministry functions as an orchestration hub that coordinates interdependent actors while maintaining formal relationships with financial institutions, technical ministries, regional governments, service providers, socio-religious organizations, and pilgrims as service recipients. This arrangement is intended to reduce coordination fragmentation while preserving institutional specialization and accountability.

Digital integration as the backbone of adaptive governance

The third conceptual proposition is that digital integration should be understood as a core component of governance infrastructure rather than as a stand-alone technology initiative. Hajj administration relies on interconnected information related to registration, waiting lists, quotas, health services, payments, departures, accommodation, transportation, complaints, and repatriation. When these data remain fragmented across institutions and levels of government, coordination becomes more difficult, oversight is weakened, and pilgrims have less access to timely and transparent information.

Digital governance should therefore enable interoperability across institutions, improve pilgrim access to information, support the tracking of service processes, strengthen risk-based supervision, and facilitate cross-agency decision-making. Haug et al. (2024) that digital transformation in the public sector depends on organizational processes and institutional capabilities, not on technology alone. Within the proposed model, integrated data systems are expected to reduce coordination barriers and support more adaptive decision making, stronger accountability, and continuous institutional learning. This perspective is consistent with recent digital governance scholarship, which views digital transformation as an organizational and governance process that requires inter-organizational integration, institutional adaptation, and coordinated public service delivery rather than the isolated adoption of information technology (Roy, 2024; Wouters et al., 2023).

Accountability, transition risk, and pilgrim-centered governance

The fourth conceptual proposition is that institutional transition requires a layered and adaptive accountability framework. Administrative accountability is needed to clarify institutional responsibilities, procedures, and lines of authority. Financial accountability ensures that hajj funds and their associated benefits are managed transparently and responsibly. Service accountability establishes clear standards for the quality and reliability of services provided to pilgrims. Social

accountability provides channels through which pilgrims, Islamic organizations, and the wider public can contribute feedback and support policy learning. These forms of accountability should remain transparent and traceable even when administrative procedures need to adjust to changing operational conditions.

Pilgrim protection serves as the normative core of the proposed governance model. Institutional specialization and coordination reform are meaningful only when they contribute to better access to information, greater service certainty, fairer queue management, stronger health and safety protection, and more reliable support for pilgrims in both Indonesia and Saudi Arabia. Public value therefore provides the normative criterion that connects institutional architecture, collaborative coordination, digital governance, and adaptive accountability with the central purpose of hajj administration, namely the delivery of reliable, accountable, and pilgrim-centered public services (Ansell & Torfing, 2021; Bason & Austin, 2022).

Based on the theoretical synthesis, the proposed governance model is translated into a set of conceptual propositions that explain the main institutional challenges and their governance implications during the transition of Indonesian hajj administration. These propositions connect institutional realignment, coordination interdependence, collaborative mechanisms, digital integration, adaptive accountability, and pilgrim protection within a single analytical framework. Table 2 summarizes each proposition, its interpretation, and the corresponding governance implication.

Table 2. Conceptual Propositions and Governance Implications

Conceptual Proposition	Interpretation	Governance Implication
Institutional transition as governance realignment	Institutional transition involves changes in mandates, authority, organizational relationships, data, human resources, and institutional assets.	A clear mapping of authority and responsibilities is needed, together with well-defined relationships among institutions and actors.
Specialization can increase coordination interdependence	Institutional specialization involves multiple actors with different sectoral responsibilities and organizational logics during the transition period.	Specialized ministries should function as centers of collaborative orchestration to coordinate interdependent actors across sectors and levels of government.
Collaborative coordination is an institutional mechanism	Informal coordination is insufficient for managing complex issues related to quotas, financing, service delivery, supervision, and diplomacy.	Cross-actor coordination forums should have clear mandates, structured agendas, shared data, and effective conflict-resolution mechanisms.
Digital integration is governance infrastructure	Hajj-related data are distributed across multiple institutions and levels of government, creating risks of information fragmentation.	Information systems should be interoperable, transparent to pilgrims, and capable of supporting coordinated decision-making and risk-based supervision.
Accountability must remain layered and adaptive	Institutional transition creates administrative, financial, service, and social accountability risks.	Accountability mechanisms should cover administrative procedures, financial management, service quality, and responsiveness to public feedback while remaining adaptable to changing conditions.
Pilgrim protection is the central public value	Pilgrims face risks related to information access, waiting lists, costs, health, safety, and overseas service delivery.	The governance model should place pilgrim protection, service reliability, fairness, and accountability at the center of institutional design and policy evaluation.

DISCUSSION

Comparison with previous hajj studies

The conceptual synthesis extends previous studies on Indonesian hajj governance by placing sector-specific issues within a broader institutional framework. (Dewi & Qodarsasi, 2024) highlight policy challenges related to service arrangements, implementation, and costs in hajj management. The present framework interprets these challenges in relation to institutional specialization and coordination interdependence. From this perspective, sectoral policy problems may arise not only from the content of specific regulations, but also from the way authority is distributed and coordinated across organizational boundaries.

Hulwati et al. (2023) emphasize the importance of managing hajj funds in a trustworthy, productive, and beneficial manner. The proposed model places financial governance within a wider institutional ecosystem in which accountability for hajj funds is closely connected to cost transparency, public legitimacy, policy coordination, and the relationship between financial management institutions and the ministry responsible for hajj administration. Financial efficiency therefore depends not only on technical fund management, but also on the clarity of mandates and the quality of inter-institutional coordination.

Singka and Ericca (2020) show that hajj health management involves cross sector risks that require coordinated policy responses. The proposed framework positions health management as part of a broader system of transition-risk management. Pilgrim health, transportation, accommodation, food services, and overseas protection all depend on timely data exchange and coordinated action among multiple institutions. This perspective is consistent with adaptive governance because it emphasizes the capacity of institutions to anticipate, coordinate, and respond to service-related risks under changing conditions.

Renta et al. (2023) demonstrate the importance of relations with Saudi Arabian authorities in the administration of hajj. The proposed model places this dimension within the broader context of transnational collaborative governance. A specialized ministry must manage domestic institutional coordination while simultaneously addressing external dependencies related to quotas, visas, transportation, accommodation, service provision, and pilgrim protection in Saudi Arabia. The framework therefore links national institutional design with the practical demands of cross-border coordination.

Contribution to collaborative and adaptive governance literature

The proposed framework is consistent with collaborative governance scholarship, which emphasizes the importance of institutionalized forums, legitimacy, learning processes, and structured interaction among interdependent actors (Douglas et al., 2020; Lee & Esteve, 2023; Ulibarri et al., 2020). Its main contribution is to connect collaborative governance with the institutional consequences of specialization. In the context of hajj governance, collaboration should not be understood merely as a series of coordination meetings. Rather, it requires formal arrangements for information sharing, joint agenda setting, conflict resolution, and collective learning among institutions whose legal mandates remain distinct. Recent collaborative governance scholarship shows that effective collaboration depends on supportive institutional design, facilitative or connective leadership, meaningful engagement, shared motivation, and sufficient resources and capacity for joint action (Avoyan et al., 2024; Christensen, 2024).

The framework also incorporates the principles of adaptive governance. Janssen and van der Voort (2020) emphasize the importance of adaptability in situations characterized by crisis and rapid change, while Mergel et al. (2021) highlight the value of more agile approaches to governing. In Indonesian hajj administration, however, adaptivity should not be interpreted as deregulation or unrestricted improvisation. Instead, it refers to the ability of institutions to adjust procedures, coordination arrangements, and operational responses while maintaining legal certainty, clear responsibility, public oversight, and pilgrim protection. Accordingly, this article defines adaptive accountability as the capacity to modify governance processes in response to changing conditions without weakening the traceability of responsibility.

Digital governance performs a distinct explanatory role within the proposed model. Haug et al. (2024) show that digitally induced change in the public sector is shaped by organizational drivers, implementation processes, and institutional outcomes. In hajj governance, digitalization should therefore support interoperable data systems, evidence informed decision making, greater transparency in queue management, more effective service monitoring, and responsive

complaint-handling mechanisms. Digital governance thus serves as an enabling mechanism that connects institutional coordination with adaptive capacity and public accountability.

Toward an adaptive collaborative hajj governance model

Based on the conceptual synthesis, the proposed adaptive collaborative hajj governance model is structured around five interrelated pillars. The first pillar is institutional architecture, which defines mandates, authority, inter-organizational relationships, and clear boundaries of responsibility. The second is collaborative coordination, which is institutionalized through cross-actor forums supported by shared agendas, information exchange, conflict-resolution mechanisms, and policy-learning processes. The third is integrated digital governance, which enables data interoperability, improves transparency, and supports more responsive service delivery. The fourth is adaptive accountability and transition risk management, which combines oversight, evaluation, traceability, and early-warning mechanisms to address risks that may arise during institutional transition. The fifth is pilgrim-centered public value, which serves as the normative basis for institutional and managerial decision-making by placing pilgrim protection, service reliability, fairness, and accountability at the center of governance.

The policy and managerial implications of this model should be understood as propositions for institutional design rather than as empirically validated recommendations. From this perspective, a specialized ministry would require a clearly defined business-process map and explicit protocols governing inter-organizational relationships. Coordination with BPKH, the House of Representatives, technical ministries, local governments, and service providers should clearly specify responsibilities, information flows, decision-making procedures, and escalation mechanisms. Data integration should also be treated as a core institutional priority rather than merely as a technical initiative. Oversight mechanisms should pay particular attention to transition points where mandates overlap, costs change, or continuity of service becomes vulnerable. In addition, pilgrim feedback should be systematically incorporated into routine service evaluation and policy-learning processes. Together, these propositions provide a structured basis for future institutional development and empirical assessment of the proposed governance model.

CONCLUSION AND FURTHER STUDY

This conceptual article argues that the institutional transition of Indonesian hajj administration toward a specialized ministry should be understood as a process of governance construction rather than merely as organizational restructuring. The proposed model explains how institutional specialization redistributes mandates and authority, while also increasing coordination interdependence among actors involved in hajj administration. The model integrates five interrelated pillars: institutional architecture, collaborative coordination, integrated digital governance, adaptive accountability and transition-risk management, and pilgrim-centered public value. Within this framework, the specialized ministry is positioned as an orchestration hub whose effectiveness depends on clear and structured relationships with financial institutions, technical ministries, the House of Representatives, local governments, service providers, Islamic organizations, academics, and pilgrims.

The main limitation of this article is that the proposed model is theoretically derived and has not yet been empirically validated. In addition, the institutional transition of hajj administration remains dynamic. Changes in regulation, organizational structure, and inter-organizational relationships may therefore affect the relevance, interaction, or configuration of components of the model. Future research should empirically examine the framework using transparent and methodologically consistent research designs. Potential approaches include longitudinal fieldwork, comparative analysis of central and regional actors, mixed-method studies, and Delphi-based validation of the model dimensions. Empirical studies should clearly report participant characteristics, recruitment procedures, data-collection periods, documentary sources, analytical procedures, and representative evidence linking the data to the interpretations presented. Cross country comparative research may also be useful for assessing whether the proposed model can be applied to hajj governance systems with different institutional arrangements.

ETHICAL DISCLOSURE

This article is a conceptual study based exclusively on published literature and does not involve human participants, interviews, focus group discussions, observations, or the collection of personal data. Consequently, ethical approval and informed-consent procedures were not required for the present manuscript. Any future empirical research developed from this conceptual framework should obtain appropriate ethical clearance and informed consent in accordance with relevant institutional and regulatory requirements.

CONFLICT OF INTERESTS

The author declares no conflict of interest.

REFERENCES

Ansell, C., & Torfing, J. (2021). *Public governance as co-creation: A strategy for revitalizing the public sector and rejuvenating democracy*. Cambridge University Press.

Avoyan, E., Kaufmann, M., Lagendijk, A., & Meijerink, S. (2024). Output Performance of Collaborative Governance: Examining Collaborative Conditions for Achieving Output Performance of the Dutch Flood Protection Program. *Public Performance & Management Review*, *47*(2), 291–322. https://doi.org/10.1080/15309576.2023.2301409

Bason, C., & Austin, R. D. (2022). Design in the public sector: Toward a human centred model of public governance. *Public Management Review*, *24*(11), 1727–1757. https://doi.org/10.1080/14719037.2021.1919186

Christensen, I. (2024). Understanding Tradeoffs in the Institutional Design and Leadership of Collaborative Governance. *Public Performance & Management Review*, *47*(2), 263–290. https://doi.org/10.1080/15309576.2023.2283583

Costumato, L. (2021). Collaboration among public organizations: a systematic literature review on determinants of interinstitutional performance. *International Journal of Public Sector Management*, *34*(3), 247–273. https://doi.org/10.1108/IJPSM-03-2020-0069

Dewi, S. M., & Qodarsasi, U. (2024). Collaborative Governance Analysis in the Implementation of ``Elderly Friendly Hajj'' Policy in Indonesia. *IAPA 2023 Annual International Conference*, 342–351. https://doi.org/10.18502/kss.v9i7.15514

Douglas, S., Ansell, C., Parker, C. F., Sørensen, E., 'T Hart, P., & Torfing, J. (2020). Understanding Collaboration: Introducing the Collaborative Governance Case Databank. *Policy and Society*, *39*(4), 495–509. https://doi.org/10.1080/14494035.2020.1794425

Haug, N., Dan, S., & Mergel, I. (2024). Digitally-induced change in the public sector: a systematic review and research agenda. *Public Management Review*. https://doi.org/10.1080/14719037.2023.2234917

Hofstad, H., Sørensen, E., Torfing, J., & Vedeld, T. (2022). Designing and leading collaborative urban climate governance: Comparative experiences of co-creation from Copenhagen and Oslo. *Environmental Policy and Governance*, *32*(3), 203–216. https://doi.org/10.1002/eet.1984

Hulwati, H., Mujiono, S., Andespa, R., & Fadhlan, A. (2023). Unveiling the Benefits of Hajj Funds Investment in Indonesia. *Share: Jurnal Ekonomi Dan Keuangan Islam*, *12*(1), 179–200. https://doi.org/10.22373/share.v12i1.16082

Janssen, M., & van der Voort, H. (2020). Agile and adaptive governance in crisis response: Lessons from the COVID-19 pandemic. *International Journal of Information Management*, *55*, 102180. https://doi.org/10.1016/j.ijinfomgt.2020.102180

Klijn, E. H., Koppenjan, J., Spekkink, W., & Warsen, R. (2025). *Governance Networks in the Public Sector* (2nd ed.). Routledge. https://doi.org/10.4324/9781003402138

Lee, S., & Esteve, M. (2023). What drives the perceived legitimacy of collaborative governance? An experimental study. *Public Management Review*, *25*(8), 1517–1538. https://doi.org/10.1080/14719037.2022.2026692

Ménard, C., & Shirley, M. M. (2022). Advanced Introduction to New Institutional Economics. In *Edward Elgar Publishing*. Edward Elgar Publishing. https://doi.org/10.4337/9781789904499

Mergel, I., Ganapati, S., & Whitford, A. B. (2021). Agile: A New Way of Governing. *Public Administration Review*, *81*(1), 161–165. https://doi.org/10.1111/puar.13202

Ostrom, E. (2010). Beyond Markets and States: Polycentric Governance of Complex Economic

Systems. *American Economic Review*, *100*(3), 641–672. https://doi.org/10.1257/aer.100.3.641

Renta, P. P., Endah Trisnani, Hadidah Sallimi, & Surwandono, S. (2023). Efektivitas Diplomasi Haji oleh Kementerian Agama Indonesia pada Tahun 2020-2023. *JRP (Jurnal Review Politik)*, *13*(1), 1–25. https://doi.org/10.15642/jrp.2023.13.1.1-25

Roy, J. (2024). Digital Transformation Versus Westminster Traditionalism: Mindset, Mechanisms and Critical Enablers of Systemic Adaptation. *Canadian Public Administration*, *67*(4), 481–494. https://doi.org/10.1111/capa.12598

Scott, W. R. (2014). Institutions and organizations. Ideas, interests and identities. *M@ N@ Gement*, *17*(2), 136–140.

Silva, L. C., Macedo, I. M., & Thompson, M. (2024). Revisiting the debate on institutions, the state and institutional change: The relevance of institutional theory to public administration teaching. *Teaching Public Administration*, *42*(1), 73–94. https://doi.org/10.1177/01447394231159985

Singka, E. J., & Ericca, I. (2020). Hajj health management in Indonesia. *Medical Journal of Indonesia*, *29*(2), 117–119.

Torfing, J., Peters, B. G., Pierre, J., & Sørensen, E. (2012). Interactive Governance: Advancing the Paradigm.(2012). *Oxford University Press, Oxford*.

Ulibarri, N., Emerson, K., Imperial, M. T., Jager, N. W., Newig, J., & Weber, E. (2020). How does collaborative governance evolve? Insights from a medium-n case comparison. *Policy and Society*, *39*(4), 617–637. https://doi.org/10.1080/14494035.2020.1769288

Waardenburg, M., Groenleer, M., de Jong, J., & Keijser, B. (2020). Paradoxes of collaborative governance: investigating the real-life dynamics of multi-agency collaborations using a quasi-experimental action-research approach. *Public Management Review*, *22*(3), 386–407. https://doi.org/10.1080/14719037.2019.1599056

Wang, H., & Ran, B. (2023). Network governance and collaborative governance: a thematic analysis on their similarities, differences, and entanglements. *Public Management Review*, *25*(6), 1187–1211. https://doi.org/10.1080/14719037.2021.2011389

Wouters, S., Janssen, M., Lember, V., & Crompvoets, J. (2023). Strategies to advance the dream of integrated digital public service delivery in inter-organizational collaboration networks. *Government Information Quarterly*, *40*(1), 101779. https://doi.org/10.1016/j.giq.2022.101779