

# Public Service Communication Management in Hajj Administration: A Systematic Literature Review

Public Service  
Communication  
Management

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## ABSTRACT

This study aims to systematically review and synthesize the existing literature on public service communication management in Hajj administration. Given the complexity of Hajj as a large-scale religious public service involving multiple actors, high regulatory intensity, and diverse service users, communication management plays a critical role in ensuring service effectiveness and public value creation. Using a Systematic Literature Review (SLR) approach guided by the PRISMA framework, this study analyzes 18 peer-reviewed journal articles published between 2010 and 2024 and indexed in major academic databases. The findings reveal that communication management consistently functions as an integrative and strategic capability linking governance, service coordination, and pilgrim experience. Effective communication is strongly associated with key service outcomes, including service quality, satisfaction, trust, and compliance. The review also identifies dominant research themes, commonly used conceptual models, and significant research gaps, particularly the lack of integrative frameworks and empirical testing. This study contributes to the literature by consolidating fragmented research and proposing directions for future empirical and comparative studies. Practically, the findings offer insights for policy makers and service managers to strengthen communication strategies and enhance the quality of Hajj service delivery within complex public service systems.

**Keywords:** public service management; communication management; Hajj administration; service quality; systematic literature review

## ABSTRAK

Penelitian ini bertujuan untuk melakukan Systematic Literature Review (SLR) terhadap kajian-kajian yang membahas manajemen komunikasi pelayanan publik dalam penyelenggaraan ibadah haji. Sebagai layanan publik keagamaan berskala besar yang melibatkan banyak aktor, tingkat regulasi yang tinggi, serta jemaah dengan latar belakang yang beragam, penyelenggaraan haji menuntut pengelolaan komunikasi yang efektif dan terintegrasi. Dengan mengacu pada pedoman PRISMA, penelitian ini menelaah 18 artikel jurnal bereputasi yang dipublikasikan pada periode 2010–2024 dan terindeks dalam basis data akademik utama. Hasil kajian menunjukkan bahwa manajemen komunikasi berperan sebagai kapabilitas strategis yang menghubungkan tata kelola layanan, koordinasi organisasi, dan pengalaman jemaah. Manajemen komunikasi yang efektif terbukti berkaitan erat dengan peningkatan kualitas layanan, kepuasan,

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kepercayaan, dan kepatuhan jemaah. Selain itu, penelitian ini mengidentifikasi tema-tema utama, model konseptual yang dominan, serta celah penelitian yang masih terbuka, terutama minimnya model integratif dan pengujian empiris. Secara teoretis, studi ini memperkaya literatur manajemen pelayanan publik dan komunikasi organisasi, sedangkan secara praktis memberikan rekomendasi bagi pengambil kebijakan dan pengelola layanan haji dalam meningkatkan kualitas komunikasi pelayanan publik.

**Kata kunci:** manajemen pelayanan publik; manajemen komunikasi; penyelenggaraan haji; kualitas layanan; systematic literature review

## **INTRODUCTION**

The administration of the Hajj pilgrimage represents one of the most complex large-scale public service systems in the world, involving the management of millions of service users, multiple public institutions, and cross-national coordination within a highly regulated and time-constrained environment. From a public management perspective, Hajj administration goes beyond routine service delivery, as it requires the integration of operational efficiency, regulatory compliance, and effective interaction between service providers and pilgrims (Peters, 2015; Osborne, 2018). The scale and intensity of this service place Hajj administration within the category of high-contact public services, where service outcomes are strongly influenced by the quality of interaction, clarity of procedures, and consistency of information exchanged between organizations and service recipients (Alford & Yates, 2016). This complexity is further amplified by the heterogeneous characteristics of Hajj pilgrims, who differ significantly in terms of cultural background, language, educational level, digital literacy, and age, thereby demanding communication approaches that are not only informative but also adaptive and inclusive (Hofstede, 2011; Cornelissen, 2020).

Within this context, communication management emerges as a strategic capability that underpins the effectiveness of public service delivery in Hajj administration. Communication management is not merely concerned with message transmission, but encompasses the systematic planning, coordination, and control of communication processes across organizational units and stakeholder groups (Hallahan et al., 2007). In large-scale public services such as Hajj administration, well-managed communication plays a critical role in ensuring that procedural information, policy changes, and operational guidelines are delivered clearly and consistently to pilgrims and frontline personnel, thereby reducing uncertainty, misunderstandings, and service disruption (Aoki, 2020). Moreover, communication management functions as a key coordination mechanism among public agencies, service operators, and field officers who must operate under conditions of high pressure, limited time, and dynamic situational changes (Christensen et al., 2020). Without an integrated communication management system, public service organizations risk information fragmentation, coordination failures, and declining service quality.

Despite its strategic importance, communication within Hajj administration faces persistent structural and contextual challenges. Bureaucratic complexity and hierarchical decision-making processes often slow information flows and create communication gaps between policy makers, implementers, and service users, leading to delayed or incomplete information received by pilgrims (Bouckaert et al., 2016). These challenges are compounded by variations in pilgrims' information and digital literacy, particularly among elderly pilgrims, which increases vulnerability to misinterpretation, dependency on intermediaries, and uneven access to official service information (Van Deursen & Van Dijk, 2014). In addition, Hajj services are highly exposed to crisis and emergency situations, including public health risks, overcrowding, transportation disruptions, and safety incidents, all of which require rapid, accurate, and coordinated communication responses (Coombs, 2019). In crisis contexts, communication failures do not merely affect

service satisfaction but may escalate operational risks, undermine public trust, and threaten pilgrim safety.

Accordingly, the success of Hajj administration cannot be understood solely through the lens of resource availability or regulatory compliance. Instead, it is increasingly shaped by the capacity of public organizations to manage communication strategically as part of modern public service governance. Effective communication management enables Hajj service providers to navigate bureaucratic complexity, enhance pilgrims' understanding and compliance, and strengthen organizational readiness in both routine operations and crisis conditions (Osborne et al., 2015; Cornelissen, 2020). These conditions underscore the need for a systematic synthesis of existing scholarly work that integrates perspectives from public service management and communication management in the context of Hajj administration. A Systematic Literature Review is therefore essential to identify dominant themes, conceptual models, and research gaps, and to provide a comprehensive foundation for future empirical research and evidence-based policy development in large-scale religious public services.

### **Research Problem and Gap**

Although the administration of the Hajj pilgrimage has attracted growing scholarly attention, existing studies remain highly fragmented across disciplinary boundaries, particularly within the domains of communication, public service delivery, and operational management. A significant portion of the literature examines Hajj-related issues from a communication perspective, focusing on information dissemination, interpersonal communication between officers and pilgrims, or the use of digital media, often without situating these findings within a broader public management or service governance framework (Hallahan et al., 2007; Cornelissen, 2020). In parallel, studies grounded in public service and public administration research tend to emphasize regulatory compliance, service quality, and institutional performance, while treating communication as a secondary or implicit mechanism rather than as a strategic managerial capability (Osborne, 2018; Bouckaert et al., 2016). Meanwhile, research on operational and logistical management in Hajj administration largely concentrates on crowd control, transportation, and infrastructure, frequently overlooking the integrative role of communication in coordinating complex service processes and stakeholder interactions (Peters, 2015).

This disciplinary fragmentation has resulted in a limited understanding of how communication management functions as an integrative element within the overall Hajj service system. Communication is often analyzed in isolation—either as a technical tool, a support function, or an ad hoc response to operational challenges—rather than as a core managerial process that connects policy formulation, service delivery, and user experience (Christensen et al., 2020). Consequently, the existing body of research lacks a cohesive analytical perspective that explains how communication management contributes simultaneously to information clarity, inter-organizational coordination, and effective engagement with culturally and demographically diverse pilgrims.

More importantly, despite the growing volume of studies addressing various aspects of Hajj administration, there is no systematic synthesis of the literature that maps the underlying concepts, models, and dominant variables related to communication management in this context. Prior reviews, where available, are often narrative in nature, limited in scope, or focused on specific operational issues, thereby failing to provide a comprehensive overview of how communication management has been conceptualized and operationalized across studies (Tranfield et al., 2003). As a result, key questions remain unanswered regarding which communication management models are most frequently applied, which variables—such as communication effectiveness, service quality, trust, coordination, or compliance—are most consistently associated with successful Hajj administration, and where critical theoretical and empirical gaps persist.

This absence of a structured and systematic synthesis constrains both theoretical development and practical application. Without an integrative overview, scholars face difficulties in identifying research trajectories and building cumulative knowledge, while

policy makers and service managers lack evidence-based guidance for designing communication strategies that are aligned with the complexity of large-scale religious public services (Osborne et al., 2015). Addressing this gap through a Systematic Literature Review is therefore essential to consolidate fragmented findings, clarify dominant conceptual frameworks, and establish a coherent foundation for future empirical research and managerial innovation in Hajj administration.

This study offers several important contributions to the literature and practice of public service management. Theoretically, this review positions communication management as an integrative managerial capability within public service systems, rather than as a peripheral or technical function. By synthesizing findings from fragmented studies, the article bridges the literature on public service management and strategic communication, demonstrating how communication operates as a core mechanism linking governance, coordination, and service outcomes in complex service environments. Contextually, this study advances understanding of Hajj administration as an extreme case of large-scale global public service delivery, characterized by high regulatory intensity, cultural diversity, and time-critical operations, thereby offering insights that are particularly relevant for developing countries as well as Muslim-majority and Muslim-minority contexts. Practically, the findings provide actionable implications for policymakers and service managers, especially in the design of integrated Hajj communication policies, the strengthening of public service governance and crisis preparedness, and the development of digital and multi-channel communication systems to enhance service quality, trust, and compliance in large-scale religious public services.

#### **Research Objectives**

This study aims to systematically review and synthesize the existing body of literature on public service communication management in Hajj administration. Specifically, the objectives of this research are to: Identify the main research themes related to communication management in the context of public service delivery within Hajj administration; Synthesize the dominant models, managerial approaches, and empirical findings that have been applied to examine communication management in Hajj-related services; Develop an integrative conceptual framework that can inform future empirical research and guide managerial practices in the administration of Hajj services.

#### **Research Questions**

To achieve the above objectives, this Systematic Literature Review is guided by the following research questions:

RQ1: How is the concept of communication management conceptualized and applied in studies on Hajj administration?

RQ2: What managerial models and analytical approaches dominate the literature on communication management in Hajj-related public services?

RQ3: Which key variables are most frequently associated with the effectiveness of Hajj service delivery in the existing literature?

RQ4: What theoretical, methodological, and contextual research gaps remain in the current body of studies on communication management in Hajj administration?

### **LITERATURE REVIEW**

#### **Public Service Management**

Public service management refers to the processes through which public organizations design, deliver, and evaluate services intended to meet collective societal needs in an efficient, equitable, and accountable manner. Traditionally, public service delivery was dominated by a bureaucratic and rule-based logic, emphasizing hierarchy, standardization, and compliance with formal procedures (Weber, 1947; Peters, 2015). However, this approach has increasingly been criticized for its limited responsiveness to service users and its tendency to prioritize administrative control over service outcomes. In response, contemporary public management scholarship has shifted toward more citizen-oriented paradigms that emphasize service quality, value creation, and collaborative governance (Osborne, 2018).

One of the most influential paradigms in this shift is the New Public Service (NPS) framework, which reconceptualizes citizens not merely as passive recipients of services but as active participants and co-creators of public value (Denhardt & Denhardt, 2015). Unlike New Public Management, which prioritizes efficiency and performance metrics, NPS emphasizes democratic values, transparency, responsiveness, and meaningful engagement between public institutions and service users. Closely related to this perspective is the concept of public value, which frames public services as mechanisms for generating outcomes that are socially valued, legitimate, and collectively beneficial (Moore, 1995; Bryson et al., 2017). From a public value perspective, effective service delivery depends not only on operational performance but also on the quality of interaction, trust, and communication between public organizations and citizens.

Within this framework, religious services such as the administration of the Hajj pilgrimage represent a distinctive category of public services. Although religious in nature, Hajj administration is primarily a state-regulated service involving public funding, formal governance structures, and accountability to citizens (Peters, 2015). As such, it can be conceptualized as a specialized public service that combines regulatory authority, service delivery functions, and moral responsibility. The uniqueness of religious public services lies in their dual character: they must comply with administrative and legal standards while simultaneously addressing deeply personal, spiritual, and cultural expectations of service users. This duality intensifies the importance of effective management practices, particularly in areas that directly shape user experience, such as communication, coordination, and service interaction (Osborne et al., 2015).

### **Communication Management in Public Services**

Communication management has emerged as a central component of organizational effectiveness, particularly in complex service environments. In organizational theory, communication management is understood as the strategic planning, implementation, and control of communication processes to support organizational goals and stakeholder relationships (Hallahan et al., 2007; Cornelissen, 2020). Rather than viewing communication as a peripheral or technical function, contemporary scholarship positions it as a core managerial capability that shapes coordination, decision-making, and organizational legitimacy.

In the context of public services, communication management plays a critical role in ensuring that policies, procedures, and service information are clearly conveyed to diverse stakeholders, including citizens, frontline employees, partner organizations, and oversight bodies (Christensen et al., 2020). Effective communication management supports service consistency, reduces ambiguity, and enhances trust in public institutions, all of which are essential for service quality and public value creation. This is particularly relevant for service communication, which focuses on interactions occurring at the interface between service providers and service users (Grönroos, 2007). Service communication encompasses not only the transmission of information but also the relational and interpretive processes through which users understand, evaluate, and respond to service experiences.

Moreover, public service organizations typically operate within highly regulated environments, characterized by formal rules, hierarchical authority, and accountability mechanisms (Bouckaert et al., 2016). In such contexts, communication is constrained by legal frameworks, procedural requirements, and political oversight, which can limit flexibility but also increase the need for precision, consistency, and coordination. Communication failures in highly regulated organizations can have significant consequences, including service disruption, loss of public trust, and reputational damage (Coombs, 2019). Consequently, managing communication in public services requires balancing compliance with adaptability, ensuring that information flows efficiently while remaining aligned with regulatory and ethical standards (Cornelissen, 2020).

### **Hajj Administration as a Public Service System**

Hajj administration can be conceptualized as a complex public service system that integrates regulatory governance, operational logistics, and intensive service interaction.

Unlike routine public services, Hajj administration is cyclical, time-bound, and characterized by extreme peaks in demand, requiring large-scale mobilization of resources within a limited period (Peters, 2015). The service involves a wide range of interdependent activities, including registration, health screening, transportation, accommodation, crowd management, and emergency response, all of which must be tightly coordinated to ensure safety and service continuity.

This system involves multiple key actors, each with distinct roles and responsibilities. Regulators, typically government ministries or agencies, are responsible for policy formulation, regulation, and oversight. Operators manage technical and logistical aspects of service delivery, such as travel arrangements and accommodation. Frontline officers interact directly with pilgrims, providing information, guidance, and assistance throughout the pilgrimage process. Finally, pilgrims themselves are not passive service recipients but active participants whose behavior, compliance, and understanding significantly influence service outcomes (Alford & Yates, 2016). The effectiveness of Hajj administration therefore depends on the quality of interaction and coordination among these actors.

The complexity of Hajj administration is further intensified by its cross-national and cross-cultural nature. Pilgrims originate from diverse countries, cultures, languages, and social backgrounds, bringing varying expectations, communication styles, and levels of familiarity with administrative procedures (Hofstede, 2011). These differences create significant communication challenges, particularly in conveying standardized procedures and responding to unexpected situations. From a systems perspective, communication management functions as the connective mechanism that links actors, aligns activities, and enables collective action within this highly complex service environment (Christensen et al., 2020). Understanding Hajj administration as a public service system therefore underscores the need for integrative theoretical approaches that combine public service management and communication management to address the unique demands of large-scale religious public services.

## **METHOD**

### **Research Design**

This study adopts a Systematic Literature Review (SLR) as its research design to provide a comprehensive, transparent, and reproducible synthesis of prior studies on public service communication management in Hajj administration. The SLR approach is particularly suitable for consolidating fragmented literature, identifying dominant theoretical perspectives, and mapping research gaps across disciplines (Tranfield et al., 2003). To ensure methodological rigor and transparency, the review process follows the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) guidelines, which are widely recognized as a standard framework for conducting and reporting systematic reviews in social sciences and management research (Page et al., 2021). By applying the PRISMA protocol, this study ensures a structured process of identification, screening, eligibility assessment, and final inclusion of relevant studies.

### **Data Sources**

The literature search was conducted across several reputable international academic databases to ensure broad coverage and high-quality sources. These databases included Scopus, Web of Science, Taylor & Francis, EBSCO, and Google Scholar, which collectively provide access to peer-reviewed journals in the fields of public administration, management, communication, and service studies. To capture both foundational and contemporary contributions, the search was limited to publications released between 2010 and 2024, a period that reflects the growing emphasis on public service management, communication governance, and digital transformation in large-scale service systems. The use of multiple databases reduced the risk of publication bias and enhanced the comprehensiveness of the review (Petticrew & Roberts, 2006).

### **Search Strategy**

A systematic search strategy was developed to retrieve studies that are directly relevant to the research objectives. The primary keywords used in the search included “public service,” “communication management,” “Hajj administration,” and “religious public services.” These keywords were combined using Boolean operators (AND/OR) to refine and expand the search results as appropriate. For example, combinations such as “*public service*” AND “*communication management*” AND “*Hajj*” and “*religious public services*” AND “*communication*” were applied to capture variations in terminology across disciplines. This structured keyword strategy ensured both precision and breadth in identifying relevant literature (Booth et al., 2016).

### **Inclusion and Exclusion Criteria**

Clear inclusion and exclusion criteria were established to maintain consistency and relevance throughout the review process. Studies were included if they: (1) were peer-reviewed journal articles; (2) focused on themes related to management, communication, or public service delivery; and (3) examined the context of Hajj administration or large-scale religious public services. Conversely, studies were excluded if they: (1) were non-academic publications such as reports, opinion pieces, or news articles; (2) focused exclusively on theological or ritual aspects of Hajj without addressing managerial or organizational dimensions; or (3) constituted duplicate records across databases. These criteria ensured that the review remained aligned with the study’s managerial and public service orientation (Kitchenham et al., 2009).

### **Screening and Selection Process**

The screening and selection process followed the four sequential stages recommended by the PRISMA framework: identification, screening, eligibility, and inclusion. In the identification stage, all records retrieved from the selected databases were compiled and duplicates were removed. During the screening stage, titles and abstracts were reviewed to assess their relevance to the research objectives. Full-text articles were then evaluated for eligibility based on the predefined inclusion and exclusion criteria. Finally, only studies that met all criteria were included in the final analysis. To enhance transparency and replicability, the selection process can be visually summarized using a PRISMA Flow Diagram, which illustrates the number of studies retained and excluded at each stage (Page et al., 2021).

### **Data Extraction and Analysis**

Data extraction and analysis were conducted using a combination of thematic analysis and content analysis, which are commonly employed in systematic reviews to identify recurring patterns and conceptual relationships across studies (Braun & Clarke, 2006). Each selected article was systematically coded according to several extraction categories, including research focus, methodological approach, key variables, and principal findings. This analytical process enabled the identification of dominant themes, frequently used models, and key explanatory variables related to communication management in Hajj administration. The synthesis of these findings provides a structured foundation for developing an integrative conceptual framework and for identifying theoretical and empirical gaps to guide future research.

## **RESULT**

### **Overview of Selected Studies**

The systematic review process resulted in the selection of a final set of peer-reviewed journal articles that met all inclusion and exclusion criteria. The number of studies included reflects the growing scholarly interest in Hajj administration as a public service system, particularly over the last decade. In terms of temporal distribution, the findings indicate a noticeable increase in publications after the mid-2010s, with a sharper rise in the post-2020 period. This trend suggests that issues related to communication management, digitalization, and service quality in large-scale religious services have gained heightened relevance, especially in the context of public service reform and crisis preparedness. Regarding geographical distribution, the reviewed studies are concentrated

in countries with large Muslim populations and significant involvement in Hajj administration, including Indonesia, Malaysia, Saudi Arabia, and several Middle Eastern and South Asian countries. However, a smaller number of comparative or cross-national studies were also identified, highlighting emerging interest in understanding Hajj administration from a broader international perspective. In terms of methodological approaches, the dominant research designs are qualitative case studies and quantitative survey-based analyses, often employing descriptive statistics, regression techniques, or structural equation modeling. Conceptual and review-based studies are present but remain limited, underscoring the need for systematic synthesis efforts such as the present study.

### **Main Research Themes**

The thematic analysis revealed several dominant research themes that structure the existing literature on communication management in Hajj administration. One prominent theme concerns communication strategies in Hajj services, where studies focus on how public authorities and service providers design and implement communication plans to inform pilgrims, coordinate service delivery, and manage expectations throughout the pilgrimage process. Closely related to this theme is research on information dissemination and service quality, which examines the relationship between the clarity, accuracy, and timeliness of information and pilgrims' perceptions of service quality, satisfaction, and compliance with procedures. Another significant theme centers on crisis and risk communication, reflecting growing scholarly attention to how communication is managed during emergencies such as health outbreaks, crowd congestion, transportation disruptions, or safety incidents. These studies emphasize the critical role of rapid, transparent, and coordinated communication in minimizing risk and maintaining public trust. In addition, a substantial body of literature addresses digital communication and e-government, exploring the use of digital platforms, mobile applications, and integrated information systems to enhance service accessibility, efficiency, and real-time communication with pilgrims. Finally, the theme of coordination and inter-organizational communication highlights the importance of communication as a mechanism for aligning multiple actors—regulators, operators, frontline officers, and external partners—within the highly complex and time-sensitive Hajj service system. Collectively, these themes demonstrate that communication management is not treated as a standalone activity, but as a central component of service effectiveness and governance in Hajj administration.

### **Dominant Variables and Models**

Across the reviewed studies, several key variables consistently emerge as central to analyses of communication management in Hajj administration. Communication effectiveness is the most frequently examined variable, typically operationalized through dimensions such as clarity, accuracy, timeliness, and accessibility of information. This variable is often linked to service quality, which is commonly assessed using indicators related to responsiveness, reliability, assurance, and empathy. In turn, service quality is frequently associated with pilgrim satisfaction, reflecting the extent to which services meet or exceed expectations. Beyond satisfaction, a number of studies highlight trust as a critical outcome of effective communication, particularly in contexts characterized by high uncertainty and risk. Trust is often positioned as a mediating variable that strengthens the relationship between communication management and positive behavioral outcomes. Compliance also appears as a recurring variable, reflecting the role of communication in encouraging pilgrims to adhere to procedures, schedules, and safety guidelines.

In terms of conceptual models, the literature predominantly employs integrative frameworks that link communication inputs to service outcomes. Commonly used models include adaptations of service quality models, public service management frameworks, and communication effectiveness models, often combined to capture the multi-dimensional nature of Hajj administration. Several studies adopt causal models in which communication effectiveness influences service quality, satisfaction, trust, and

compliance either directly or indirectly. However, the review also reveals substantial variation in how these variables are defined and measured, as well as a lack of consistency in theoretical grounding. This diversity underscores both the richness of the literature and the need for a more coherent conceptual framework that systematically integrates communication management with public service outcomes in the context of Hajj administration.

The PRISMA flow diagram illustrates the systematic and transparent study selection process applied in this review, from initial identification to the final inclusion of studies in the qualitative synthesis. At the Identification stage, a total of 3,290 records were identified through database searching and manual searching. After the removal of duplicate records, 2,968 records remained for further screening, indicating the presence of overlapping indexing across multiple databases. During the Screening stage, 2,180 records were screened based on their titles and abstracts. At this stage, 2,089 records were excluded because they did not meet the relevance criteria of the review. This step ensured that only studies closely aligned with the research focus progressed to full-text assessment.

In the Eligibility stage, 91 full-text articles were assessed for eligibility. Of these, 73 articles were excluded for clearly specified reasons, including:

- (1) not aligned with managerial/communication focus (16 articles),
- (2) not involving the relevant intervention (17 articles),
- (3) not meeting either the intervention or design criteria (37 articles), and
- (4) unavailability of the full text (3 articles).

This stage demonstrates that study selection was based not only on topical relevance but also on methodological suitability. Finally, at the Included stage, 18 studies met all inclusion criteria and were incorporated into the qualitative synthesis. These studies formed the empirical and conceptual basis for the systematic literature review and were analyzed in depth to identify dominant themes, patterns, and research gaps.

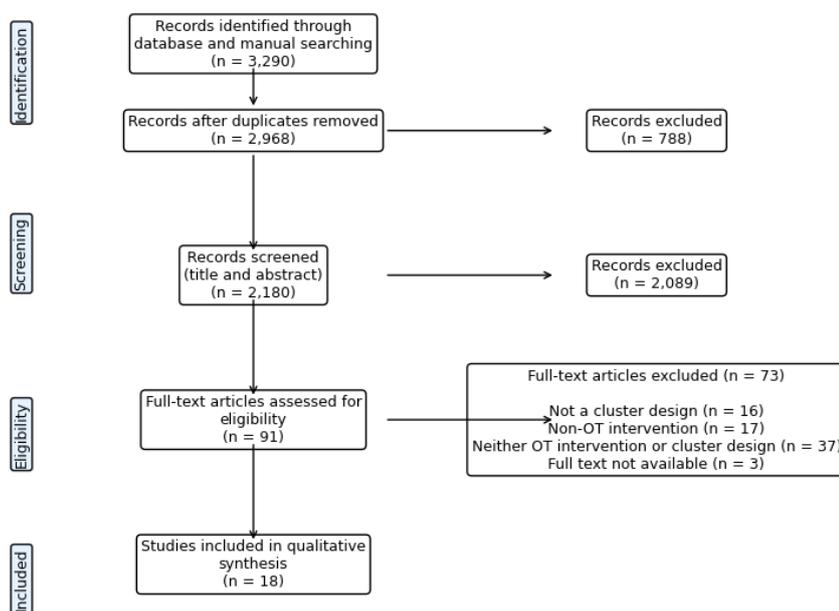


Figure 1 PRISMA Flow Diagram

## DISCUSSION

### Synthesis of Key Findings

The synthesis of the reviewed studies reveals several consistent patterns in the literature on public service communication management within Hajj administration. Across diverse national and institutional contexts, communication management is repeatedly identified as a central mechanism linking service design, operational coordination, and pilgrim experience. Most studies converge on the finding that effective communication—

characterized by clarity, timeliness, consistency, and accessibility of information—plays a decisive role in shaping pilgrims' perceptions of service quality and their ability to navigate complex service processes (Grönroos, 2007; Christensen et al., 2020). In the context of Hajj services, where procedures are highly standardized yet implemented in dynamic and crowded environments, communication functions not merely as a support activity but as a core enabler of service effectiveness.

Furthermore, the literature consistently demonstrates a strong relationship between communication management and service quality outcomes, including satisfaction, trust, and compliance. Studies indicate that when communication is systematically managed across multiple service stages—pre-departure, during pilgrimage, and post-pilgrimage—pilgrims are more likely to understand procedures, adhere to regulations, and perceive services as reliable and responsive (Osborne, 2018). Conversely, fragmented or poorly coordinated communication is frequently associated with confusion, service dissatisfaction, and operational inefficiencies. These findings collectively suggest that communication management operates as an integrative process that aligns organizational actions with user expectations, thereby enhancing the overall quality of Hajj service delivery.

### **Theoretical Implications**

From a theoretical perspective, the findings of this review contribute meaningfully to the advancement of public service management theory. First, the synthesis supports the core tenets of the New Public Service and public value paradigms, which emphasize the importance of interaction, transparency, and citizen-centered service delivery (Denhardt & Denhardt, 2015; Moore, 1995). The reviewed studies demonstrate that public value in Hajj administration is not generated solely through efficient logistics or regulatory compliance, but also through the quality of communication that enables meaningful engagement between service providers and pilgrims. This reinforces the argument that communication should be conceptualized as a value-creating mechanism within public service systems (Bryson et al., 2017).

In addition, the findings extend organizational communication theory by positioning communication management as a strategic capability, rather than a functional or technical activity. Consistent with strategic communication perspectives, the literature suggests that communication shapes organizational coordination, sense-making, and legitimacy, particularly in complex and highly regulated service environments (Hallahan et al., 2007; Cornelissen, 2020). Within Hajj administration, communication management enables organizations to integrate multiple actors, manage uncertainty, and respond to rapidly changing conditions. As such, communication management can be theorized as a form of dynamic capability that allows public organizations to adapt, coordinate, and sustain service quality under conditions of high complexity and risk (Teece, 2014).

### **Contextual Implications**

The findings of this review are particularly relevant for the administration of Hajj services in developing countries, where public service systems often face constraints related to institutional capacity, resource availability, and digital infrastructure. In these contexts, communication management emerges as a critical lever for mitigating structural limitations and enhancing service effectiveness without necessarily requiring extensive material investment (Peters, 2015). The reviewed studies suggest that well-designed communication strategies can improve coordination among agencies, reduce information asymmetries, and strengthen trust between public institutions and citizens, which are essential conditions for effective service delivery in developing settings.

Moreover, the review highlights the unique challenges associated with large-scale religious public services, which combine bureaucratic governance with deeply personal and cultural dimensions of service use. Hajj administration involves mass participation, cross-national coordination, and extreme time pressure, making it one of the most complex public service systems globally (Osborne et al., 2015). In such contexts, communication must accommodate linguistic diversity, varying levels of literacy, and

differing cultural expectations, while remaining consistent with formal regulations. The synthesis underscores that communication management serves as a bridging mechanism between standardized administrative processes and the heterogeneous needs of pilgrims, reinforcing its central role in managing complexity within religious public service organizations.

The management of Hajj implementation in Thailand is characterized by a centralized yet collaborative governance model that integrates state administration with Islamic religious institutions. The Thai government, primarily through the Ministry of Interior Thailand, oversees the administrative, regulatory, and diplomatic aspects of Hajj management, including quota allocation, passport and visa processing, and coordination with Saudi authorities. At the same time, religious guidance, pilgrim preparation, and substantive communication with pilgrims are conducted in collaboration with the Central Islamic Council of Thailand and provincial Islamic committees, reflecting the minority status of Muslims within Thailand's national context. This governance arrangement places communication management at the core of service delivery, as it serves to bridge formal state bureaucracy with the religious and cultural needs of pilgrims. Information related to Hajj regulations, ritual procedures, health requirements, and operational arrangements is communicated in a structured and formal manner to ensure clarity, procedural compliance, and coordination across multiple actors. From a public service perspective, the Thai approach emphasizes administrative discipline, standardized information flows, and regulatory compliance, which are particularly important given the geographic dispersion of Muslim communities and variations in religious literacy and language proficiency among pilgrims. Consequently, Hajj management in Thailand demonstrates how effective communication management functions as a strategic mechanism for managing cross-institutional coordination and cultural diversity in large-scale religious public services, making it a relevant comparative case for studies on Hajj administration in developing countries and Muslim-minority settings.

The implementation of the Hajj pilgrimage in Pakistan is managed through a highly centralized public service framework led by the federal government, reflecting the scale and strategic importance of Hajj for one of the world's largest Muslim populations. The primary authority responsible for Hajj administration is the Ministry of Religious Affairs and Interfaith Harmony Pakistan, which oversees policy formulation, quota allocation, pilgrim registration, contract management with service providers in Saudi Arabia, and intergovernmental coordination. Given the large volume of pilgrims and the coexistence of government and private Hajj schemes, Pakistan's Hajj management system places strong emphasis on standardized procedures, regulatory control, and formal communication channels. Communication management plays a critical role in disseminating information related to eligibility requirements, costs, accommodation packages, health regulations, and travel schedules to pilgrims across diverse provinces and socio-economic backgrounds. To address this diversity, the government employs a combination of centralized digital platforms, official announcements, and coordination with provincial offices and accredited private operators. From a public service perspective, the Pakistani model highlights the importance of communication as a governance instrument, enabling coordination among multiple stakeholders and supporting compliance in a highly regulated service environment. At the same time, the scale of operations and the complexity of managing both public and private schemes underscore ongoing challenges related to information consistency, service transparency, and crisis communication. Overall, the management of Hajj in Pakistan illustrates how communication management functions as a strategic capability for maintaining service order, accountability, and public trust in large-scale religious public services within a developing-country context.

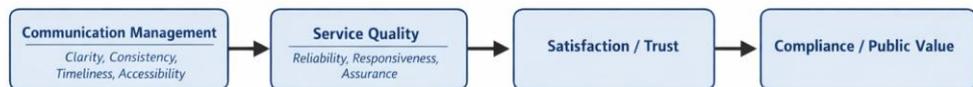


Figure 2 Conceptual Framework of Communication Management in Hajj Public Service Delivery

This conceptual framework synthesizes the dominant patterns identified in the reviewed literature. It illustrates how communication management functions as an upstream managerial capability that shapes downstream public service outcomes in Hajj administration. Effective communication—characterized by clarity, consistency, timeliness, and accessibility—enhances service quality, particularly in highly regulated and high-contact service environments. Improved service quality, in turn, strengthens pilgrims' satisfaction and trust, which are critical relational outcomes in large-scale religious public services. Ultimately, higher levels of satisfaction and trust foster procedural compliance and public value creation, reflected in safer operations, smoother coordination, and greater legitimacy of public institutions. This framework highlights communication management as an integrative mechanism linking governance processes with citizen-oriented service outcomes.

### Research Gaps and Future Research Agenda

Despite the growing body of literature, this review identifies several significant research gaps. First, many existing studies remain descriptive in nature, focusing on documenting communication practices or reporting perceptions of service quality without engaging in deeper theoretical integration or causal analysis. As a result, the literature provides limited insight into the mechanisms through which communication management influences service outcomes (Tranfield et al., 2003). Second, there is a noticeable lack of integrative conceptual models that systematically link communication management with public service governance, organizational coordination, and behavioral outcomes such as trust and compliance.

To address these gaps, future research should prioritize empirical testing of integrative models, particularly through quantitative approaches such as Structural Equation Modeling (SEM) or Partial Least Squares (PLS), which can capture complex relationships among multiple constructs. In addition, comparative studies across countries or service systems would offer valuable insights into how contextual factors—such as governance structures, cultural norms, and institutional capacity—shape the role of communication management in Hajj administration. Finally, the literature would benefit from a stronger digital transformation perspective, examining how digital communication platforms, e-government systems, and data-driven communication strategies reshape service delivery and coordination in large-scale religious public services (Aoki, 2020). Advancing research along these lines would not only strengthen theoretical development but also provide actionable guidance for policy makers and practitioners responsible for managing the evolving complexities of Hajj administration.

### CONCLUSION

This systematic literature review synthesizes existing scholarly work on public service communication management in Hajj administration and reveals several overarching conclusions. First, the review demonstrates that communication management is consistently positioned as a central integrative mechanism within Hajj service systems, linking policy formulation, operational coordination, and pilgrim experience. Across the reviewed studies, effective communication—characterized by clarity, consistency, timeliness, and accessibility—emerges as a key determinant of service quality, trust, satisfaction, and compliance in highly complex and regulated service environments. Second, the findings confirm that communication management in Hajj administration extends beyond technical information dissemination and should be understood as a strategic managerial function that enables public organizations to manage uncertainty,

coordinate multiple actors, and respond to dynamic service conditions. Collectively, these insights underscore the strategic value of communication management for strengthening governance, enhancing service performance, and supporting public value creation in large-scale religious public services. As such, the review contributes to a more integrated understanding of how communication management can inform both policy development and managerial practice in the administration of Hajj services.

### **Practical Implications**

The findings of this review offer several important practical implications for key stakeholders involved in Hajj administration. For policy makers, the synthesis highlights the need to explicitly recognize communication management as a core component of Hajj service governance. Policies and regulations should therefore move beyond procedural compliance and incorporate clear communication strategies, standardized information protocols, and mechanisms for cross-agency coordination. For Hajj service management, the review emphasizes the importance of developing organizational capabilities in strategic communication, including training for frontline officers, integrated communication planning across service stages, and the alignment of messages across organizational units. Strengthening these capabilities can enhance service consistency, reduce information asymmetries, and improve pilgrims' understanding and compliance. Furthermore, in terms of public service communication systems, the findings suggest that investment in integrated and user-oriented communication platforms—such as digital information systems and multichannel communication tools—can significantly improve service accessibility and responsiveness. To improve the overall quality of Hajj service communication, this review recommends adopting a coordinated communication framework that integrates digital and interpersonal communication, prioritizes clarity and inclusiveness, and embeds communication planning into the broader public service management cycle.

### **Limitations**

Despite its contributions, this review is subject to several limitations that should be acknowledged. First, the scope of the review is constrained by the selection of academic databases, which may have resulted in the exclusion of relevant studies published in non-indexed journals or regional outlets. Second, as with most literature-based studies, the review is potentially affected by publication bias, as studies reporting positive or significant findings are more likely to be published and included. Third, the review focuses primarily on literature addressing managerial and communication aspects of Hajj administration, which may limit the generalizability of the findings to other dimensions of Hajj services or to different types of public services. These limitations suggest that the conclusions should be interpreted with caution and highlight the need for future research that expands data sources, incorporates alternative methodological approaches, and explores a broader range of service contexts.

Despite its contributions, this study has several limitations that should be acknowledged. First, the findings of this systematic literature review are primarily applicable to large-scale public service systems, particularly those characterized by high regulatory intensity and complex governance structures. The relevance of the proposed insights is therefore strongest in highly regulated environments, where service delivery depends heavily on coordination, compliance, and standardized procedures. Moreover, the conclusions are especially pertinent to religious and public services with high-contact intensity, such as Hajj administration, in which service outcomes are strongly shaped by direct interaction, communication clarity, and user compliance. Consequently, caution is required when extending these findings to smaller-scale, low-contact, or less regulated public service contexts. Future research is encouraged to test and adapt the conceptual insights of this review across different service types and institutional settings to enhance generalizability.

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