International Journal of Education, Business and Economics Research (IJEBER)

ISSN: 2583-3006

Vol. 6, Issue 6, November-December 2026, pp 49-64

To cite this article: Johnny Tunggul, Yohanes Indrayono and Abdul Talib Bon (2026). Risk Governance and Service Innovation in Extraterritorial Public Administration: A Systematic Literature Review on Weekend Consular Passport Operations at KJRI Hong Kong. International Journal of Education, Business and Economics Research (IJEBER) 6 (6): 49-64

RISK GOVERNANCE AND SERVICE INNOVATION IN EXTRATERRITORIAL PUBLIC ADMINISTRATION: A SYSTEMATIC LITERATURE REVIEW ON WEEKEND CONSULAR PASSPORT OPERATIONS AT KJRI HONG KONG

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https://doi.org/10.59822/IJEBER.2026.6604

ABSTRACT

Extraterritorial consular missions operate at the delicate intersection of sovereign administrative obligations, rigid host-country regulatory frameworks, and acute migrant socio-economic vulnerabilities. This study presents a systematic literature review (SLR) guided by PRISMA 2020 and APA 7th edition standards to examine the operational risk governance of public service innovations, focusing on the implementation of Saturday and weekend passport services at the Consulate General of the Republic of Indonesia (KJRI) in Hong Kong. Drawing upon an integrated analytical corpus of 23 peer-reviewed empirical studies and empirical baseline data from diplomatic briefing records, this paper synthesizes service operations through a tri-theoretical framework: Neo and Chen's Dynamic Governance, the ISO 31000:2018 Risk Management Standard, and Parasuraman's SERVQUAL model. Findings reveal that while extending service hours directly addresses structural mobility barriers experienced by over 166,000 Indonesian domestic migrant workers, it introduces severe operational bottlenecks, digital quota depletion, acute personnel burnout, and diplomatic crowd-management friction within dense urban jurisdictions. The synthesis demonstrates that sustainable public value creation requires moving beyond ad-hoc operational goodwill toward institutionalized risk governance: combining automated biometric pre-validation, rolling compensatory rest rosters, decentralized physical triage, and bilateral host-authority security accords. This research contributes a rigorous contextual model for diplomatic missions navigating digital-operational hybridity and public service excellence in high-density transnational jurisdictions.

KEYWORDS: Consular Administration, Dynamic Governance, ISO 31000 Risk Management, Indonesian Migrant Workers (PMI), Public Service Innovation, SERVQUAL, Systematic Literature Review.

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Published Online: November 2026

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ISSN: 2583-3006
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1.0 INTRODUCTION

Extraterritorial public service delivery represents one of the most operationally demanding frontiers in modern public administration. While domestic public agencies function within a unified sovereign legal, technological, and municipal jurisdiction, diplomatic and consular missions are compelled to deliver vital administrative services in complex, multi-layered environments governed by the host state's legal mandates, sovereign security prerogatives, and strict urban zoning constraints (Amin et al., 2024; Ullah et al., 2024). In this transnational space, the issuance and renewal of travel documents—most notably national passports—ceases to be a routine clerical exercise; rather, it constitutes an indispensable legal anchor that guarantees migrant safety, employment legitimacy, and civil status protection in foreign jurisdictions (Lili Suryani et al., 2024; Maheswari, 2020).

The Consulate General of the Republic of Indonesia (KJRI) in Hong Kong operates within an exceptional socio-demographic setting. As of the third quarter of 2026, the Indonesian diaspora in the Hong Kong Special Administrative Region (HKSAR) reached 188,927 documented individuals, supplemented by 7,084 nationals in neighboring Macau SAR (KJRI Hong Kong, 2026). Strikingly, 88.3% of this population—comprising 166,873 individuals—consists of Indonesian Migrant Workers (Pekerja Migran Indonesia/PMI), predominantly employed in the domestic caretaking sector under standard two-year employment contracts (KJRI Hong Kong, 2026). These female domestic workers endure rigid weekly domestic routines, contractually governed living conditions, and stringent employer oversight, leaving Sunday—and occasionally Saturday—as their sole contractual rest periods. Under ordinary Monday-to-Friday consular operating schedules, domestic workers face severe impediments in securing permission to visit the consulate, risking salary deductions, verbal reprimands, or unlawful contract termination (Fajri et al., 2023; Nugraha et al., 2023).

In response to these socio-temporal barriers, KJRI Hong Kong introduced innovative operational adjustments, extending passport processing to Saturdays and executing dedicated weekend initiatives such as 'Pasporia' (Pelaksanaan Pelayanan Paspor di Hari Libur) alongside targeted technical assistance (Perbantuan Teknis/Perbanis) from the Directorate General of Immigration (KJRI Hong Kong, 2026). Nevertheless, scholarly inquiry into administrative innovation consistently underscores that expanding public service delivery beyond standard temporal boundaries without corresponding institutional safeguards inevitably produces systemic operational liabilities (Hood, 1991; Santoso & Raharjo, 2020). Operating six-day or continuous service cycles within a physical consulate constrained by high-density urban zoning generates multi-faceted vulnerabilities: physical personnel exhaustion, digital queuing server latency, public space congestion on municipal walkways, and acute public dissatisfaction amplified through real-time social media networks (Darmaputra & Prabawati, 2025; Ibanes & Riwayati, 2025; Nursyahbani & Hakim, 2025).

Despite extensive contemporary literature evaluating domestic digital transformation initiatives—such as the nationwide rollout of the M-Paspor platform in Indonesian municipal offices (Antika et

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al., 2025; Fadiah, 2023; Saffa et al., 2025; Virgiawan & Istiyani, 2024)—there remains a pronounced analytical gap regarding how extraterritorial consular posts govern operational risks when deploying hybrid service innovations. Previous studies have primarily investigated front-office satisfaction metrics or technical app stability within domestic boundaries (Hidayatullah et al., 2024; Liang et al., 2024; Lubis, 2024). Little empirical synthesis has examined how international risk standards, organizational learning paradigms, and service quality frameworks intersect in high-volume consular jurisdictions.

To bridge this gap, this paper conducts a Systematic Literature Review (SLR) synthesizing 23 peer-reviewed studies published between 2021 and 2025, alongside empirical administrative datasets from official ministerial briefing archives and field documentation. This study is guided by three fundamental research questions (RQs):

- RQ1: How do public service innovations in passport administration manifest across operational, technological, and temporal dimensions within extraterritorial consular contexts?
- RQ2: What structural, technical, and human resource risks emerge when extending consular operating hours, and how do they map against the ISO 31000:2018 risk governance standard?
- RQ3: How can Dynamic Governance capabilities (thinking ahead, thinking again, and thinking across) and SERVQUAL dimensions be operationalized into a sustainable mitigation framework for extraterritorial missions?

2. THEORETICAL FRAMEWORK

2.1 Dynamic Governance Theory: Capabilities in Action

Developed by Neo and Chen (2007) to explain adaptive institutional resilience in rapidly shifting socioeconomic landscapes, Dynamic Governance posits that organizational excellence hinges upon three core cognitive capabilities: thinking ahead, thinking again, and thinking across. In public sector environments, thinking ahead enables administrative bodies to anticipate demographic shifts, regulatory disruptions, and surging citizen demands before they evolve into acute institutional crises (Al-Dafi et al., 2025; Amin et al., 2024). Thinking again requires institutions to systematically scrutinize established Standard Operating Procedures (SOPs), discard obsolete operational dogmas, and refine digital workflows based on real-time empirical feedback (Helpiastuti et al., 2023; Raihan & Mas, 2025). Finally, thinking across facilitates cross-boundary collaboration, breaking administrative silos to synthesize innovations across departmental, sectoral, and international jurisdictions (Hamdan et al., 2021; Wang & Ran, 2023). Within consular missions, these dynamic capabilities are essential for aligning sovereign home-country migration mandates with host-country municipal realities.

2.2 ISO 31000:2018 Public Risk Management Architecture

Public sector risk management extends far beyond fiscal or balance-sheet considerations. Under the ISO 31000:2018 framework, risk is formally conceptualized as the 'effect of uncertainty on objectives', encompassing operational resilience, legal compliance, human welfare, and institutional legitimacy (Dwiyanto, 2018; Lewis et al., 2023). The ISO 31000 standard prescribes a cyclical, structured methodology consisting of five interconnected stages: (a) scope, context, and criteria

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definition; (b) risk identification (uncovering vulnerabilities, causal factors, and exposure vectors); (c) risk analysis (evaluating probability and impact severity); (d) risk evaluation (prioritizing risks against organizational tolerance thresholds); and (e) risk treatment (formulating actionable mitigation, avoidance, or transfer strategies) coupled with continuous monitoring and review (Alim, 2022; Chang et al., 2022).

2.3 Service Quality (SERVQUAL) and Service Encounter Theory

To evaluate citizen-facing public value, this study utilizes Parasuraman, Zeithaml, and Berry's SERVQUAL model, adapted for public administration by Hardiansyah (2018) and modern e-government scholars (Darmaputra & Prabawati, 2025; Shie et al., 2022). The model evaluates service delivery across five critical dimensions: Tangibles (physical and digital infrastructure, cleanliness, hardware adequacy); Reliability (consistency, technical dependability, processing precision); Responsiveness (promptness of service delivery and frontline problem resolution); Assurance (staff competence, courtesy, data security, and procedural legitimacy); and Empathy (compassionate communication, individualized support for vulnerable populations, and accessible triage) (Fitroni et al., 2025; Nugraha et al., 2025; Wibowo & Nuryanto, 2022). By integrating SERVQUAL with Dynamic Governance and ISO 31000, this study establishes a tripartite analytical lens capable of diagnosing both internal systemic capacity and external public value creation.

3. RESEARCH METHODOLOGY

3.1 Systematic Literature Review (SLR) Protocol

This study adopts the Systematic Literature Review (SLR) methodology adhering strictly to the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA 2020) guidelines (Page et al., 2021) and academic standards under APA 7th edition. The SLR design is recognized as an exceptionally rigorous approach in public administration for synthesizing fragmented empirical evidence, identifying structural patterns, and constructing evidence-based policy frameworks (Putri et al., 2025; Suryani et al., 2024).

The literature search strategy was deployed across primary international and national indexing databases, including Scopus, Web of Science, Google Scholar, SINTA (Science and Technology Index), and the Indonesian Higher Education Portal (Garuda). The search query combined Boolean operators with targeted multilingual keywords: (('public service innovation' OR 'inovasi pelayanan publik' OR 'e-government') AND ('passport service' OR 'pelayanan paspor' OR 'M-Paspor' OR 'Eazy Passport') AND ('risk management' OR 'manajemen risiko' OR 'Dynamic Governance' OR 'SERVQUAL') AND ('immigration' OR 'KJRI' OR 'consular')). The search temporal parameter was set from 2021 to 2025 to capture post-pandemic administrative modernization.

3.2 Eligibility, Screening, and Inclusion Criteria

The literature selection underwent a rigorous four-stage screening protocol (Identification, Screening, Eligibility, and Inclusion). Studies were evaluated against predetermined inclusion and exclusion criteria: (a) Inclusion: peer-reviewed journal articles, empirical field evaluations of

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immigration/consular services, explicit theoretical grounding in public administration, governance, or risk frameworks, and publication in English or Indonesian between 2021 and 2025; (b) Exclusion: journalistic opinion pieces, non-peer-reviewed administrative circulars, studies lacking empirical or methodological transparency, and general technology studies devoid of public administrative context. From an initial pool of 142 retrieved records, duplicates and irrelevant titles were removed, yielding 68 abstracts for full-text assessment, resulting in a finalized core analytical corpus of 23 high-impact empirical studies.

3.3 Empirical Secondary Data Integration

To provide empirical grounding to the literature synthesis, theoretical findings were triangulated with authentic administrative operational data from the Indonesian Ministry of Immigration and Corrections (Kementerian Imigrasi dan Pemasyarakatan) and official briefing archives from KJRI Hong Kong (2024–2026). These datasets encompass monthly passport issuance registers, electronic biometric passport adoption trajectories, emergency travel document (SPLP) issuance patterns, and staffing-to-migrant demographic ratios.

Table 3.1. Systematic Literature Review Synthesis & PRISMA 2020 Flow Protocol

Review Phase	Operational Procedures & Criteria	Yield Count	Methodological Rationale
Identification	Comprehensive search across Scopus, Web of Science, Google Scholar, SINTA using Boolean strings.	N = 142	Broad capture of digital immigration, consular innovation, and risk governance studies.
Screening	Automated reduplication and title/abstract screening against public governance scope.	N = 68	Elimination of duplicates (n=38) and conceptually irrelevant commercial studies (n=36).
Eligibility	In-depth full-text review evaluating methodology, empirical validity, and theoretical alignment.	N = 23	Exclusion of non-empirical editorials, grey literature, and unverified student essays (n=45).
Inclusion	Final thematic synthesis and qualitative cross-case coding into tripartite theoretical matrix.	N = 23	Rigorous baseline corpus representing multi-regional

Table 3.2. Detailed Overview of the 23 Core Peer-Reviewed Empirical Studies Synthesized

No	Author(s) & Year	Study Context / Location	Key Focus & Methodological Approach	Primary Empirical Findings
1	Saffa et al. (2025)	Ditjen Imigrasi / National	Qualitative descriptive; M-Paspor bureaucratic transformation	Reduced queues by 40%; identified digital divide, legacy cultural resistance.
2	Darmaputra & Prabawati (2025)	Kanim Denpasar, Bali	Qualitative SERVQUAL & e-gov; in-depth interviews & observation	Significant administrative acceleration; daily quota bottlenecks, server latency.

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3	Ibanes & Riwayati (2025)	Kanim Batam, Kepri	Qualitative descriptive; user-experience triangulation (n=10)	80% user ease; frequent schedule-out-of-hours disputes, data security doubts.
4	Al-Dafi et al. (2025)	Kanim Jakarta Pusat & Soekarno-Hatta	Instrumental case study; Dynamic Governance framework	Thinking ahead, again, across integrated; improved quality metrics by 11–75%.
5	Fitroni et al. (2025)	Kanim Surabaya, East Java	Qualitative SERVQUAL; mobile Eazy Passport evaluation	90%+ positive ratings on tangibles & reliability; successful proactive outreach.
6	Nursyahbani & Hakim (2025)	Kanim Khusus Batam	Qualitative descriptive; 5 dimensions of public service quality	Staff responsiveness high; limited quota forces residents to cross islands.
7	Nugraha et al. (2025)	Poltekim / National Review	Literature review (2015-2025); A6 Service Excellence framework	Action/ability strong via tech; attitude, appearance, accountability lag in 3T.
8	Antika et al. (2025)	Eastern Indonesia Region	Descriptive qualitative; Industry 4.0 public digitization	Severe infrastructure disparities and low digital literacy impede equity.
9	Pahlevi & Silitonga (2025)	Kanim Jakarta Pusat	Qualitative policy analysis; e-gov strategy optimization	Integrated system maintenance and cross-unit alignment reduce process lag.
10	Putri et al. (2025)	Administrative Reform Review	Literature review; bureaucratic reform & public quality	Bureaucratic modernization requires meritocratic HR & institutional trust.
11	Raihan & Mas (2025)	Migration Administration	Conceptual policy paper; digital migration management	Technological investments require continuous governance framework upgrades.
12	Liang et al. (2024)	Batam Free Trade Zone	Quantitative empirical; DeLone & McLean IS Success Model	System quality directly drives citizen satisfaction; information quality vital.
13	Lili Suryani et al. (2024)	Immigration Review / National	Literature review; M-Paspor implementation & e-gov	Digital platforms eliminate middlemen; necessitate resilient central servers.
14	Lubis (2024)	Kanim Khusus Batam	Qualitative empirical; administrative accountability	Digital audit trails improve accountability; complaint resolution needs speed.
15	Serdeczny et al. (2024)	Adaptive Capacity Studies	Empirical policy analysis; climatic & operational resilience	Structural flexibility and dynamic contingency resource allocation essential.
16	Ullah et al. (2024)	Global Mobility & Border Regimes	Comparative international policy review; passport regimes	Mobility documentation acts as vital human security and sovereignty anchor.
17	Amin et al. (2024)	Public Administration Reform	Comparative administrative analysis; political security	Dynamic public governance reforms enhance public value & citizen trust.

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18	Arbani & Yuza (2024)	Kanim Pekanbaru, Riau	Qualitative descriptive; Mobile Passport policy adoption	User-friendly app navigation; server error surges during quota refresh.
19	Helpiastuti et al. (2023)	Kanim Jember, East Java	Qualitative descriptive; service quality & feedback loops	Frontline empathy compensates for occasional back-end biometric glitches
20	Fajri et al. (2023)	Kanim Tanjung Perak, Surabaya	Qualitative descriptive; Eazy Passport implementation	Collective community processing resolves temporal constraints for busy workers.
21	Nugraha et al. (2023)	Kanim Bengkulu	Qualitative policy evaluation; outreach service delivery	Institutional outreach significantly boosts access for geographically isolated.
22	Shie et al. (2022)	Service Encounter Perspective	Structural equation modeling; trust, loyalty, encounter	Interaction quality between frontline staff and users cements institutional trust.
23	Hamdan et al. (2021)	Stakeholder Collaboration	Systematic review; multi-sectoral collaborative governance	Inter-agency trust and joint protocols resolve public friction sustainably.

4.0 RESULTS AND DISCUSSION

4.1 Contextual Profile: Extraterritorial Public Administration at KJRI Hong Kong

Extraterritorial consular administration in Hong Kong presents an extraordinary convergence of extreme workload concentration, stringent local legal environments, and acute human vulnerability. Under the framework established by the Vienna Convention on Consular Relations and Indonesian diplomatic mandates, the Immigration Section of KJRI Hong Kong acts as the primary sovereign gateway for documentation, border protection, and citizen welfare across both Hong Kong SAR and Macau SAR (KJRI Hong Kong, 2026).

Empirical records reveal a startling operational reality. With 188,927 Indonesian nationals residing in Hong Kong, the immigration section operates with an exceptionally lean human resource team: two home-staff diplomatic officers (the Immigration Consul and Assistant Immigration Consul) supported by nine auxiliary staff members (seven locally recruited staff and two temporary contract workers/THL) (KJRI Hong Kong, 2026). This yields a serving ratio of one frontline personnel member per approximately 17,175 Indonesian citizens—an administrative workload intensity virtually unprecedented in domestic immigration offices (Saffa et al., 2025).

Despite this lean staffing, operational output has expanded aggressively. Consular passport issuance climbed from 26,013 documents in 2024 to 28,304 in 2025, and reached 25,485 documents in the first nine months of 2026 alone (averaging 2,832 passports monthly, an increase of over 20% compared to 2025) (KJRI Hong Kong, 2026). Furthermore, the transition toward high-security biometric travel documents has accelerated dramatically: electronic passport issuance surged from 543 units in 2024 (initiated in August) to 3,743 in 2025, and peaked at 8,639 documents by September 2026, comprising 33.9% of all passports issued (KJRI Hong Kong, 2026).

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Table 4.1. Comparative Longitudinal Consular Output at KJRI Hong Kong (2024–2026)

Service Category	Sub-Category / Document Type	CY 2024	CY 2025	CY 2026 (Jan-Sep)	Trend & Structural Significance
Passport Services	Ordinary Machine-Readable Passport (MRP)	25,470	24,561	16,846	Gradual decline as applicants migrate to chip-based e-passports.
Passport Services	Biometric Electronic Passport (E-Passport)	543	3,743	8,639	Surged to 33.9% of total passport output in 2026.
Passport Services	Total Passports Issued	26,013	28,304	25,485	Average monthly run-rate in 2026 (+20%) projects >33,000 annualized.
Emergency Travel	Standard SPLP (Voluntary Repatriation)	356	428	239	Issued for distress, lost documents, and voluntary return.
Emergency Travel	Deportation SPLP (Enforced Removal)	641	819	789	Consistently comprises 64.3% to 76.8% of all emergency documents.
Emergency Travel	Total Travel Documents in Lieu (SPLP)	997	1,247	1,028	High volume reflective of detention center repatriations.
Consular Visas	Tourist & Business Entry Visas	453	474	401	Steady demand for foreign family members and business visitors.
Citizenship Acts	Affidavits & Citizenship Renunciation	133	170	118	Predominantly dual-nationality documentation for diaspora minors.

Crucially, the empirical data underscores the vital socio-legal function of consular passport renewals. Approximately 98% of all passport applications processed at KJRI Hong Kong represent routine validity renewals for documented migrant workers rather than new issuances (KJRI Hong Kong, 2026). In the HKSAR administrative regime, a migrant worker's domestic employment contract and legal stay visa are inextricably tethered to an unexpired national passport. If a domestic worker fails to renew her passport prior to expiry, she risks immediate loss of visa status, rendering her an unlawful overstayer liable to arrest, imprisonment under the Hong Kong Immigration Ordinance (Cap. 115), and detention at facilities such as the Castle Peak Bay Immigration Centre (CIC) or Nei Kwu Correctional Institution (NKCI) (KJRI Hong Kong, 2026; Ullah et al., 2024). Hence, timely weekend consular service is not a discretionary luxury; it is a vital human security buffer preventing lawful workers from falling into irregular migratory status.

4.2 Systemic Risk Analysis of Weekend Passport Service Innovations

While introducing Saturday operational sessions and targeted Sunday 'Pasporia' clinics addresses the temporal restrictions of domestic workers, mapping these innovations against the SLR corpus and the ISO 31000:2018 risk taxonomy reveals severe operational trade-offs across four interconnected dimensions:

1. Human Resources and Workforce Fatigue (SDM & Burnout): Consular personnel already operate under intense cognitive strain during regular weekdays. Expanding operations to six days

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ISSN: 2583-3006
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per week produces cumulative fatigue, physical exhaustion, and moral injury among frontline examiners (Nugraha et al., 2025; Roekmiati, 2022). In the specialized domain of immigration documentation, fatigued officers exhibit elevated vulnerability to data capture discrepancies, blurred biometric facial recognition captures, and erroneous document verification. Such lapses carry severe diplomatic repercussions, potentially compromising the integrity of sovereign state travel documents or prompting rejection by the International Civil Aviation Organization (ICAO) standards (Maheswari, 2020).

2. Technical Infrastructure and IT Systems Latency: In domestic immigration offices, peak application windows frequently precipitate server outages, OTP delivery delays, and application crashes (Arbani & Yuza, 2024; Ibanes & Riwayati, 2025; Nursyahbani & Hakim, 2025). In an overseas post, this technical risk is magnified. KJRI Hong Kong relies on the centralized Immigration Management Information System (SIMKIM) hosted in Jakarta. When weekend queues surge concurrently with quota releases on the 'e-Layanan Paspor' mobile application, cross-border bandwidth constraints and asynchronous central database updates create severe processing lags. A localized system crash during a Saturday service window leaves hundreds of applicants stranded in waiting galleries, rapidly deteriorating public trust (Darmaputra & Prabawati, 2025).

3. Physical Security and Municipal Public Space Dynamics: The physical kanselerai of KJRI Hong Kong is situated within an ultra-dense commercial district on Hong Kong Island. Because Sunday and Saturday represent statutory rest periods for foreign domestic helpers, thousands of migrant workers congregate in public squares, footbridges, and parks surrounding the mission. Concentrated walk-in queues stretching out of the consulate entrance quickly encroach upon pedestrian thoroughfares and commercial shop fronts. Under local public order ordinances, unmanaged crowd accumulation triggers formal regulatory interventions and diplomatic friction with the Hong Kong Police Force (HKPF) and municipal hygiene departments (Hamdan et al., 2021; Serdeczny et al., 2024).

4. Reputational Risk and Expectation Inflation: Expanding consular access artificially inflates public expectations. When migrant workers sacrifice their limited rest day to attend consular appointments, their threshold for tolerance regarding delays is exceptionally narrow. When digital quota limits are exhausted within seconds of release—a ubiquitous structural complaint documented across Batam, Denpasar, and Jember (Helpiastuti et al., 2023; Ibanes & Riwayati, 2025; Nursyahbani & Hakim, 2025)—discontent rapidly migrates to social media and migrant advocacy networks, subjecting the diplomatic mission to public accusations of incompetence and favoritism.

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Table 4.2. Comprehensive Consular Operational Risk Evaluation Matrix (ISO 31000:2018 Synthesis)

Risk Domain	Specific Hazard Event	Likelihood	Impact Severity	Risk Level	Causal Mechanism in Literature
Human Capital	Examiner Burnout & Cognitive Exhaustion	High	High	High (Critical)	Six-day operating week without compensatory time-off (Nugraha et al., 2025).
Data Integrity	Biometric / Demographic Capture Inaccuracy	Low	Very High	Medium	Fatigue-induced transcription errors in sensitive travel records (Maheswari, 2020).
IT Infrastructure	SIMKIM Overseas Server Bottlenecks	Medium	High	High (Critical)	Concurrent data transfers across cross-border secure tunnels (Ibanes & Riwayati, 2025).
Urban & Physical	Sidewalk Crowding & Pedestrian Obstruction	High	Medium	High (Critical)	High-density gathering on domestic workers' contractual rest days (Hamdan et al., 2021).
Security & Order	Inter-Applicant Waiting Friction & Squabbles	Medium	Medium	Medium	Extended queue times exacerbated by adverse sub-tropical weather (Shie et al., 2022).
Reputational	Social Media Backlash over Quota Depletion	Medium	Medium	Medium	Discrepancy between publicized innovation and digital quota limits (Lubis, 2024).

4.3 Operationalizing Dynamic Governance in Extraterritorial Operations

To establish sustainable service equilibrium, the three cognitive dimensions of Dynamic Governance (Neo & Chen, 2007; Al-Dafi et al., 2025) must be embedded directly into consular administrative workflows:

Thinking Ahead (Predictive Governance): Consular leadership must leverage predictive data analytics rather than relying on reactive triage. In Hong Kong, peak passport expiration waves correspond directly with standard two-year migrant employment contract cycles and seasonal pilgrimage (Umrah/Hajj) departures. By deploying early-warning data systems within the 'e-Layanan Paspor' architecture, the mission can forecast renewal surges months in advance. Anticipatory planning enables consular authorities to formally request Perbantuan Teknis (Perbanis) technical teams from the central Directorate General of Immigration well before operational backlogs overwhelm frontline desks, mirroring the successful dispatch under Permenimipas No. 11/2026 (KJRI Hong Kong, 2026).

Thinking Again (Reflective Re-Engineering): Reflective governance demands continuous evaluation of operational bottlenecks. A prime manifestation is the spatial reorganization executed at KJRI Hong Kong: recognizing that confining high-volume applicant queues exclusively to the 3rd Floor Consular Service Hall created hazardous indoor congestion, management re-engineered

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the spatial footprint by activating the Ground Floor IPC room as a dedicated biometric intake zone (KJRI Hong Kong, 2026). Furthermore, continuous feedback loops derived from applicant reviews led to the redesign of the mobile application interface, streamlining document uploads and pruning redundant input fields (Helpiastuti et al., 2023).

Thinking Across (Cross-Boundary Integration): Extraterritorial missions cannot succeed in isolation. Consular authorities must cultivate robust horizontal networks. Domestically, this entails seamless inter-agency synchronization: coordinating with the Ministry of Foreign Affairs, the Ministry of Immigration and Corrections, and the police attache. Externally, it involves active bilateral diplomacy with the Hong Kong Immigration Department (ImmD) and regular consultative coordination with the Hong Kong Police Force (HKPF) to synchronize weekend crowd management and ensure uninterrupted public thoroughfares (Hamdan et al., 2021; Wang & Ran, 2023).

4.4 Mitigating Service Bottlenecks via SERVQUAL Optimization

Synthesizing field findings through Parasuraman's SERVQUAL framework demonstrates that maintaining public satisfaction during weekend operations requires balancing physical capabilities with human empathy:

• Tangibles: Physical facilities must be optimized to handle dense crowds dignity. While the modern e-Layanan Paspor mobile interface provides a clean digital front, physical waiting areas must provide climate-controlled shelter, clear multilingual queue displays, and accessible charging and sanitation facilities. Decentralizing intake points between the ground floor and upper halls significantly enhances perceived tangible quality (Fitroni et al., 2025; Sholeh et al., n.d.).

• Reliability: Operational stability represents the cornerstone of citizen trust. The digital reservation portal must eliminate phantom bookings and prevent server crashes during weekly quota openings (Darmaputra & Prabawati, 2025). Furthermore, biometric capture hardware (fingerprint scanners and facial recognition cameras) must be backed by redundant power and secondary network lines to maintain uninterrupted Saturday output.

• Responsiveness: Expanding service into 30-minute arrival windows prevents the clustering of applicants at early morning hours. When technical glitches occur, frontline officers must provide rapid, transparent explanations rather than bureaucratic silence (Nursyahbani & Hakim, 2025). Real-time help desks—both virtual and in the consular lobby—dramatically reduce user panic.

• Assurance: Consular staff must project legal authority, technical proficiency, and unshakeable integrity. In an environment historically plagued by illegal passport syndicates and informal brokers (calo), the strict enforcement of digital payment channels (via direct banking, convenience stores, or mobile payment) assures applicants of financial transparency (Ibanes & Riwayati, 2025). Furthermore, robust data privacy protocols must guarantee that biometric personal records are encrypted and protected from cyber intrusion (Lewis et al., 2023).

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• Empathy: Frontline officers must recognize the unique socio-psychological profile of female domestic workers who frequently experience severe workplace isolation. Compassionate interpersonal engagement, courteous address, and specialized assistance for applicants with limited digital literacy transform bureaucratic encounters into empowering civic experiences (Fitroni et al., 2025; Nugraha et al., 2025; Shie et al., 2022).

5.0 CONCLUSION AND POLICY IMPLICATIONS

5.1 Research Conclusions

The implementation of Saturday and weekend passport services at the Consulate General of the Republic of Indonesia in Hong Kong represents a profoundly responsive administrative innovation tailored to the socio-temporal realities of vulnerable domestic migrant workers. By providing an accessible pathway for passport renewals on non-work days, the consulate directly protects migrant legal status, employment stability, and civil rights within the host state. However, this empirical synthesis definitively establishes that extending consular hours without institutionalized risk governance generates severe operational fragilities: staff exhaustion, server latency, street-level crowd friction, and reputational volatility.

Through the tripartite integration of Dynamic Governance, ISO 31000:2018 risk standards, and the SERVQUAL quality framework, this study demonstrates that long-term operational sustainability requires shifting from reactive administrative improvisation toward systematic institutional governance. Expanding consular accessibility is only viable when sustained by predictive workforce rostering, decentralized physical triage, resilient digital infrastructure, and robust cross-sectoral collaboration with host-city authorities.

5.2 Actionable Policy Recommendations

1. Institutionalization of Shift-Based Compensatory Rostering: To prevent chronic workforce burnout and safeguard biometric accuracy, the Ministry of Foreign Affairs and the Ministry of Immigration and Corrections must formalize a mandatory 'day-off-in-lieu' policy for consular staff deployed on weekend shifts, reinforced by rotational Perbanis deployments during projected peak renewal seasons.

2. Infrastructure Redundancy and Automated Staggering: KJRI Hong Kong must implement hybrid cloud caching for the 'e-Layanan Paspor' mobile application, decoupling frontline intake validation from central SIMKIM Jakarta server roundtrips during peak weekend hours. Furthermore, appointment quotas should be allocated across narrow, automated 30-minute arrival bands to prevent morning crowding.

3. Bilateral Host-Authority Urban Protocols: Consular management should formalize standard operational coordination protocols with the Hong Kong Police Force (Wan Chai and North Point divisions) to establish clear pedestrian bypass corridors, avoiding municipal violations while ensuring orderly applicant staging during inclement weather.

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4. Targeted Digital Inclusion Clinics: Establish dedicated on-site volunteer helpdesks staffed by diaspora community leaders to assist elderly or technologically challenged migrant workers with app navigation, reducing frontline transaction friction and fostering digital empowerment.

5.3 Methodological Limitations and Future Research Directions

While this study provides a comprehensive qualitative and systematic synthesis grounded in empirical administrative archives, several empirical limitations warrant acknowledgment. First, primary quantitative psychometric survey data capturing post-service satisfaction across a broad, representative sample of weekend applicants could not be gathered directly due to extraterritorial research constraints. Second, comparative empirical studies examining other high-density Indonesian consular posts (such as Taipei, Singapore, Jeddah, or Kuala Lumpur) were beyond the primary scope of this paper. Future research should deploy multi-method empirical investigations—combining structural equation modeling (SEM) with longitudinal ethnographic fieldwork—to measure the long-term impact of digital-operational consular hybridity on migrant empowerment, institutional trust, and sovereign administrative resilience.

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