

Review Article

Implementation of Good Governance in Improving Consular Services at the Consulate General of the Republic of Indonesia in Tawau

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Abstract: This study analyzes the implementation of Good Governance in enhancing consular services at the Consulate General of the Republic of Indonesia in Tawau, using a qualitative approach with a case study paradigm. The findings reveal several key points: First, transparency in consular services is achieved through openness about procedures, fees, and service time standards via official platforms like websites, social media, and notice boards. This transparency reduces information asymmetry, prevents maladministration, and builds trust. Second, service accountability is reflected in the timely execution of passport renewals, Emergency Travel Documents, and document legalization, following Standard Operating Procedures (SOPs). Accountability is further demonstrated through performance reports, complaint channels, and service evaluations. Third, public participation is fostered through two-way communication, complaint mechanisms, and collaboration with Indonesian citizen and migrant worker communities. The mobile consular service program also enhances accessibility. Finally, consular services are based on clear legal frameworks, ensuring the legitimacy of services and protection for Indonesian citizens and migrant workers. Overall, the study concludes that the implementation of Good Governance principles at the Consulate General of Indonesia in Tawau significantly improves the quality of consular services.

Keywords: Accountability; Consular Services; Good Governance; Public Participation; Transparency.

1. Introduction

The transformation of public administration over the past two decades has shown a paradigm shift from traditional bureaucracy toward a governance model that is more participatory, transparent, and accountable. This change is closely related to the strengthening of the concept of good governance as a global norm in the administration of government. In the context of developing countries, including Indonesia, good governance is positioned as a strategic instrument to improve the quality of public services, strengthen state legitimacy, and promote sustainable development.

Conceptually, the World Bank (1992) defines good governance as the manner in which power is exercised in managing a country's economic and social resources for development. This definition emphasizes the managerial dimension and efficiency of the public sector. Meanwhile, the United Nations Development Programme (UNDP) (1997) expands the concept by formulating the characteristics of good governance, which include participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability, and strategic vision. These two perspectives indicate that good

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governance is not merely a normative principle but also an operational framework in the administration of government.

In Indonesia, the bureaucratic reform agenda explicitly integrates the principles of good governance into governmental governance. Law Number 25 of 2009 on Public Services stipulates that every public service provider must deliver services that are high-quality, professional, transparent, and accountable. This regulation marks a shift in bureaucratic orientation from rule-driven administration toward service-driven administration. From the perspective of public administration, this transformation aligns with the New Public Service approach proposed by Denhardt and Denhardt (2015), which emphasizes that public officials must serve citizens as the holders of sovereignty rather than merely treating them as customers.

Public service, as a core function of the state, does not only take place within the national territorial boundaries but is also carried out through state representatives abroad. In the context of international relations, consular functions play a strategic role in providing administrative services and protection to citizens overseas. These duties are regulated in the 1963 Vienna Convention on Consular Relations, which serves as the international legal basis for the implementation of consular functions. In Indonesia, the implementation of consular functions is coordinated by the Ministry of Foreign Affairs of the Republic of Indonesia, which oversees Indonesian Embassies (KBRI) and the Consulates General of the Republic of Indonesia (KJRI). The Consulate General of the Republic of Indonesia has the primary mandate to provide consular administrative services such as the issuance and renewal of passports, civil registration, document legalization, visa services, as well as assistance and protection for Indonesian citizens (WNI), including Indonesian Migrant Workers (PMI).

The increasing global mobility of Indonesian citizens over the past decades has significantly impacted the demand for consular services. Data from the Indonesian Migrant Workers Protection Agency (2025) indicate that the number of Indonesian migrant workers abroad reached 5.2 million people spread across various countries. In addition to migrant workers, there are also students, professionals, members of the diaspora, and Indonesian citizens who reside permanently overseas. This situation requires Indonesian diplomatic missions to provide services that are fast, accurate, and equitable. However, in practice, consular services often face various structural and administrative challenges. First, there are limitations in human resources and budgets that are not always proportional to the number of Indonesian citizens served. Second, the complexity of regulations in the host country often affects service and protection processes. Third, there is a growing need for service digitalization to respond to demands for efficiency and transparency. Fourth, public perceptions regarding the quality of services remain diverse.

From a public administration perspective, service quality is strongly influenced by organizational governance. Public service theory proposed by Denhardt and Denhardt (2015) through the concept of New Public Service emphasizes that public officials must be oriented toward serving citizens rather than merely customers. This means that consular services must uphold democratic values, public accountability, and social justice. In the perspective of public administration theory, service quality is not only determined by the availability of resources but also by organizational governance. The service quality model developed by Parasuraman et al. (1988) through the SERVQUAL concept identifies five main dimensions of service quality: tangibles, reliability, responsiveness, assurance, and empathy. These dimensions are relevant for analyzing consular services, particularly in measuring public perceptions of the performance of Indonesian diplomatic bureaucracies.

Furthermore, the Reinventing Government theory introduced by Osborne and Gaebler (1992) encourages bureaucracy to become more results-oriented, efficient, and innovative in service delivery. In the context of consular services, technology-based innovations such as online queue systems, electronic passport services, and digital complaint systems represent part of governance transformation toward the principles of good governance. The implementation of good governance in consular services is increasingly important because such services not only affect the satisfaction of Indonesian citizens abroad but also influence the image and reputation of the state. Consular services have become an important site of state intervention in the governance of international labor migration, particularly for migrant-sending countries such as Indonesia, whose citizens rely on diplomatic missions for administrative protection and access to public services abroad (Agussalim et al., 2025). Indonesian diplomatic missions abroad represent the face of the state in international

interactions. When consular services are slow, non-transparent, or unresponsive, public trust in the state may decline.

On the other hand, demands for public accountability are increasing along with the development of information technology and the expansion of public information openness. Citizens now have broad access to express complaints, criticisms, and aspirations through social media and official government channels. This situation encourages Indonesian missions abroad to improve transparency in procedures, service standards, and performance evaluation mechanisms. In the academic context, early studies positioned good governance as a framework for bureaucratic reform aimed at improving public service quality and reducing maladministration practices (Dwiyanto, 2014). This approach was later enriched by the New Public Service paradigm developed by Denhardt and Denhardt (2015), which emphasizes a citizen-centered governance orientation. Empirical studies in Indonesia generally focus on the implementation of good governance in public services at the local government level, such as licensing services, population administration, health services, and education.

Studies conducted by Tulak et al. (2023), for example, show that the principles of accountability and transparency have been implemented in licensing services at the Investment and One-Stop Integrated Service Office, although there is still room for improvement in responsiveness and service efficiency. Further research by Anggraini et al. (2024) indicates that online-based population administration services demonstrate the implementation of good governance principles such as transparency, accessibility, and responsiveness; however, technical constraints and digital service quality remain challenges. Similarly, research by Nasution (2017) shows that the principles of transparency, participation, and efficiency have been implemented at the village administrative level, although effectiveness is still constrained by bureaucratic obstacles and low community participation.

In the context of overseas services, most research focuses on the protection of Indonesian migrant workers (PMI), protection diplomacy, and international migration policies. For instance, studies concerning the role of the Ministry of Foreign Affairs of the Republic of Indonesia in citizen protection diplomacy are generally analyzed from an international relations perspective rather than a public administration perspective. Likewise, research on the Indonesian Migrant Workers Protection Agency tends to emphasize regulatory aspects and inter-agency coordination rather than the internal governance of consular services. Internationally, studies on consular governance remain limited and are generally situated within the fields of international law or public diplomacy. Consular functions are understood as extensions of the state in providing administrative services and legal protection abroad, yet they have rarely been analyzed through the perspectives of public management and governance. Thus, the development of existing studies shows that although good governance and public service quality have been widely researched, their application in the context of consular services within diplomatic missions remains relatively underexplored in the discipline of Public Administration.

This research gap indicates the need for an in-depth analysis of how the principles of transparency, accountability, effectiveness, efficiency, and responsiveness are implemented in consular services at the Consulate General of the Republic of Indonesia. In addition, it is necessary to examine organizational factors, regulatory frameworks, and the capacity of government officials that influence the implementation of good governance in the context of cross-border service delivery. Therefore, this research has both theoretical and practical significance. Theoretically, it expands the study of public administration into the domain of public service governance within overseas diplomatic missions. Practically, the findings are expected to provide policy recommendations for improving the quality of consular services based on the principles of good governance.

Research on the implementation of good governance at the Consulate General of the Republic of Indonesia in Tawau is important for improving consular services due to the high volume of cases involving Indonesian Migrant Workers (PMI) in Sabah, including thousands of cases of unregistered marriages, non-procedural workers, and the need for document renewal in remote areas. The application of accountability and transparency principles (good governance) is essential to ensure protection, accelerate document processing, and enhance service efficiency for Indonesian citizens working in oil palm plantations. Many Indonesian citizens in Tawau require services such as passport issuance, document renewal, legal assistance, and civil registration. The high demand for these services requires an effective and transparent consular administrative system (<https://www.antaranews.com>, 2026). Based on these considerations, this research broadly aims to describe and analyze the implementation

of Good Governance in improving consular services at the Consulate General of the Republic of Indonesia in Tawau, Malaysia.

2. Literature Review

Good Governance

Good governance literally means good government. According to the United Nations Development Programme (UNDP) (1997), good governance encompasses mechanisms, processes, and institutions that are capable of directing, controlling, and managing the interests of citizens effectively, transparently, and responsibly. The main principles of good governance include transparency, accountability, participation, rule of law, responsiveness, effectiveness and efficiency, visibility, and professionalism (Wibawa, 2016).

Good governance refers to the principles of sound governance that include transparency, accountability, participation, and the rule of law. According to Nadeak et al. (2024), good governance is a form of governance that ensures government practices that are transparent, participatory, and accountable, with a focus on the needs and welfare of society. This definition indicates that good governance is not only related to state administration but also to the fulfillment of public rights, efficient resource management, and the improvement of people's quality of life.

Good governance can also be interpreted as a system of governance that is effective, efficient, transparent, and accountable. This shows that good governance is not only about managing the state properly but also about ensuring openness and responsibility in every decision taken by the government (Noviyanti et al., 2021). Good governance incorporates the principles of democracy, human rights, social justice, and clean government. It also emphasizes the importance of public participation in the decision-making process to achieve sustainable development goals (Lubis et al., 2020). Good governance is a broad concept that involves various aspects such as effectiveness, efficiency, transparency, accountability, public participation, social justice, human rights, and corruption prevention. Therefore, good governance is not only about how the government manages the state but also about how society can participate in decision-making processes and maintain the integrity of governance (Widanti, 2022).

In the context of developing countries, good governance is often associated with efforts to achieve sustainable development goals, such as reducing poverty, improving health and education, and enhancing the overall quality of life. In this regard, good governance can be seen as a condition that encourages social progress and public welfare. The implementation of good governance principles can also help increase public trust in government and public institutions. This is particularly important in addressing various challenges faced by countries, such as social conflicts, economic crises, and natural disasters (Hidayat, 2022).

The principle of transparency in good governance refers to openness in decision-making and policy implementation. The function of transparency is to prevent the abuse of power and to ensure that the public obtains adequate information regarding government policies (Maulidina et al., 2023). In the context of public services, transparency increases public trust in the government because people can directly monitor how public policies and resources are managed. Accountability, which refers to the government's responsibility for the actions it takes, is also a very important principle. This requires the government to provide clear and detailed reports on its activities and to respond to complaints or problems faced by the public. In relation to public services, accountability leads to improvements in service quality that align with public expectations.

Public participation refers to the involvement of citizens in decision-making processes that affect them. In good governance theory, participation is considered a means of linking government policies with societal needs (Handayani & Nur, 2019). Communities that are involved in the planning and implementation of policies have a greater opportunity to benefit from the services provided, as well as to contribute to improving the quality of those services. The rule of law, which is one of the main principles of good governance, refers to the fair and equal enforcement of laws. Laws that are implemented consistently and fairly ensure that all individuals have equal rights to obtain proper public services free from discrimination (Ariesmansyah et al., 2024).

Good governance also implies negotiation with all stakeholders within the domain of public policy outcomes and agreed governance principles, both of which are implemented and regularly evaluated by all stakeholders. Governance in the context of the public sector is

referred to as public governance. Public governance describes the way in which stakeholders interact with one another to influence public policy outcomes (Bovaird & Löffler, 2003)..

Public Services.

The definition of public service in Law Number 25 of 2009 (Law 25/2009), as also stated in Government Regulation of the Republic of Indonesia Number 96 of 2012 (PP 96/2012) Article 1 Paragraph 1, explains that public service refers to activities or a series of activities carried out in order to fulfill service needs in accordance with statutory regulations for every citizen and resident regarding goods, services, and/or administrative services provided by public service providers. Public service is one of the fundamental functions that must be carried out by the government at both the central and regional levels.

Public service is a very important element in the administration of government. Public service is generally understood by many parties as services organized by the government. All goods and services provided by the government are therefore referred to as public services (Dwiyanto, 2015). In simple terms, public service can be interpreted as services provided by the government to its citizens either directly or indirectly (for example, through financing service provision carried out by the private sector) (Putra, 2012).

Public service refers to all service activities carried out by public service providers as an effort to fulfill public needs and implement the provisions of laws and regulations. In this context, public service providers refer to government institutions, including:

- a. Work units or organizational units within ministries;
- b. Departments;
- c. Non-departmental government institutions;
- d. Secretariats of the highest and high state institutions, for example the parliamentary secretariat (Sekwan), the State Secretariat (Setneg), and others;
- e. State-Owned Enterprises (BUMN);
- f. State-Owned Legal Entities (BHMN);
- g. Regional-Owned Enterprises (BUMD); and
- h. Other government institutions, both central and regional, including offices and agencies (Mahmudi, 2010).

Every public service provision must have standardized service procedures. Furthermore, these public service standards need to be published so that they can be accessed and understood by the community as users of public services. Public service standards are defined as measures determined by public service providers that must be complied with by both service providers and service recipients. Public service standards, at a minimum, include the following (Surjadi, 2012):

- a. Service Procedures
Service procedures that are standardized for both service providers and recipients, including complaint procedures.
 - b. Completion Time
The time required for service completion, determined from the moment an application is submitted until the service is completed, including complaint handling.
 - c. Service Fees
Service fees or tariffs, including detailed cost structures established in the service delivery process.
 - d. Service Products
The results of services that will be received according to predetermined provisions.
 - e. Facilities and Infrastructure
The provision of adequate service facilities and infrastructure by public service providers.
 - f. Competence of Service Personnel
The competence of service personnel must be appropriately determined based on the knowledge, expertise, skills, attitudes, and behaviors required.
- In providing public services, institutions responsible for service delivery must also pay attention to the principles of public service (Dewi & Tobing, 2021), namely:
- a. Transparency, meaning that public services must be open, easily accessible to all parties who need them, adequately provided, and easy to understand;
 - b. Accountability, meaning that public services must be accountable in accordance with applicable laws and regulations;

- c. Conditionality, meaning that public service delivery must consider the conditions and capabilities of both service providers and recipients while maintaining the principles of efficiency and effectiveness;
- d. Participation, meaning encouraging community involvement in the implementation of public services by considering public aspirations, needs, and expectations;
- e. Non-discrimination (equality of rights), meaning that public services must not be discriminatory and must not differentiate based on ethnicity, race, religion, group, gender, or social and economic status; and
- f. Balance of rights and obligations, meaning that both service providers and service recipients must fulfill their respective rights and obligations.

The Concept of Good Governance in the Perspective of Public Service

According to Mardiasmo (2004), good governance is a conceptual approach oriented toward the development of the public sector through good government practices. Meanwhile, the World Bank defines good governance as a concept in the implementation of development management that is solid and responsible, aligned with democracy and an efficient market, avoiding the misallocation of scarce investments and preventing corruption both politically and administratively, implementing budget discipline, and creating a legal framework that supports the growth of entrepreneurial activities. In addition, the World Bank also describes good governance as a synergistic and constructive relationship among the state, the private sector, and society.

Good governance has long been a vision for many people in Indonesia. However, understandings of the concept of good governance vary, although many believe that its implementation will lead to better quality governance, reduced corruption practices, and a government that is increasingly concerned with the interests and needs of its citizens. Improving the performance of public services is considered important by all stakeholders, including the government, citizens as service users, and market actors. Public service is the arena in which the three elements of governance interact very intensively. If the government can improve the quality of public services, the benefits can be directly felt by society and market actors. The existence of trust between the government and non-government elements is a very important prerequisite for mobilizing broad support for the development of good governance practices in Indonesia. Good governance is often translated as sound governance or sometimes associated with the concept of civil society. It can also be defined as the administration of development management, empowerment, and services that are aligned with democratic principles government of, by, and for the people (Widanti, 2022).

The demand to realize good governance has become an important issue in Indonesia since the financial crisis that occurred in 1997–1998. The crisis later expanded into a multidimensional crisis and triggered strong demands for reform in state administration, including government governance. One of the causes of this multidimensional crisis was poor governance, which was indicated by several problems, including: (1) the dominance of power by one party over others, making oversight difficult; (2) the occurrence of corruption, collusion, and nepotism (KKN); and (3) the low performance of government officials, including in providing services to the public across various sectors (Widanti, 2022).

According to Herizal et al. (2020), governance involves three main pillars: Public governance, which refers to governmental institutions and can be interpreted as good governance within government institutions; Corporate governance, which refers to the business sector and can be interpreted as good corporate governance; and Civil society, which refers to the broader community. These three pillars cannot be separated but must be fully integrated. This is because change is the responsibility of all elements and requires good coordination and consolidation. It can therefore be concluded that good governance cannot be achieved if the three pillars government, private sector, and society are unwilling to cooperate, especially if they tend to blame one another. All aspects are interrelated and inseparable because good governance is a system that will function effectively only when its elements work harmoniously and coordinatively in accordance with established rules and mechanisms.

Consular Services

Consular services have become an important site of state intervention in the governance of international labor migration, particularly for migrant-sending countries such as Indonesia, whose citizens rely on overseas missions for administrative protection and access to public services abroad (Agussalim et al., 2026). The concept of consular services is normatively rooted in the international legal regime, particularly in the 1963 Vienna Convention on Consular Relations. This convention is an international legal instrument that regulates the

functions, rights, and obligations of a country's consular representatives within the territory of another state. Article 5 of the convention states that consular functions include:

- a. protecting the interests of the sending state and its nationals;
- b. issuing passports and travel documents;
- c. providing assistance and protection to nationals;
- d. acting as a notary and civil registrar; and
- e. performing other administrative functions that do not conflict with the laws of the receiving state.

Based on these provisions, consular services can be understood as a form of transnational public service that functions to provide legal protection and administrative services to citizens outside their national jurisdiction. In the context of Indonesia, consular services are carried out by the Republic of Indonesia's overseas missions under the coordination of the Ministry of Foreign Affairs, which include passport services, emergency travel documents (SPLP), civil registration, document legalization, legal assistance, and protection for Indonesian Migrant Workers (PMI).

From the perspective of international law, consular services are closely related to the concept of protection of nationals. According to Barker (2006), consular services constitute a state instrument for providing legal protection and administrative assistance to its citizens abroad. Consular protection includes: Legal assistance for citizens facing legal problems; Facilitation of communication with families or authorities in the home country; Limited diplomatic intervention in accordance with international law. Satow (2011) explains that consular functions differ from diplomatic functions. Diplomatic functions focus on relations between states, whereas consular functions are more administrative and technical in nature and directly address the needs of individual citizens.

3. Materials and Method

Based on the objectives to be achieved in this study namely to describe, explain, and comprehensively present the research findings in a thorough and in-depth manner the type of research used is qualitative research. The study on the Implementation of Good Governance in Improving Consular Services at the Consulate General of the Republic of Indonesia is a qualitative study using a case study approach, specifically at the Consulate General of the Republic of Indonesia in Tawau, Malaysia. According to Yin (2015), a case study is a type of research that is particularly suitable for tracing contemporary events when the relevant events cannot be manipulated by the researcher.

The data collection techniques used in this study include indirect documentation, and literature study. The data analysis technique employed in this research follows the approach developed by McNabb (2002), which includes: grouping the data according to key constructs, identifying bases for interpretation, developing generalizations from the data, testing alternative interpretations, and forming and/or refining generalizable theory from the case study..

4. Results

The Consulate of the Republic of Indonesia in Tawau (KRI Tawau) is Indonesia's consular representative office in Tawau, Malaysia. The jurisdiction of KRI Tawau covers the districts/cities of Tawau, Kalabakan, Kunak, Lahad Datu, and Semporna. A representative office named the "Immigration and Customs Representative Office" was established in Tawau in 1968 with the aim of facilitating trade between Malaysia and Indonesia, particularly with the province of East Kalimantan. In September 2004, the representative office changed its name to the "Office for the Implementation of Duties and Functions of the Consulate General of the Republic of Indonesia in Kota Kinabalu in Tawau" and became part of the Consulate General of the Republic of Indonesia (KJRI) in Kota Kinabalu. Later, on December 29, 2010, the Office for the Implementation of Duties and Functions of the Consulate General of the Republic of Indonesia in Kota Kinabalu was officially established as the Consulate of the Republic of Indonesia.

The Immigration Services of the Indonesian Consulate in Tawau handle the issuance of Indonesian passports and Emergency Travel Documents (Surat Perjalanan Laksana Paspor – SPLP), which are directly connected online to the Immigration Data Center (Pusdakim) in Jakarta. This service aims to administer the processing of immigration documents, including visa services, the issuance of affidavits (dual citizenship certificates), and other immigration services. The service activities provided by the Consulate General of the Republic of

Indonesia (KJRI) in Tawau are evaluated based on service quality and public satisfaction. The assessment provided by the community determines the performance level of public services. High-quality public services are one of the main indicators of government success in carrying out its duty to serve the public. High-quality public services not only support public satisfaction but also reflect the effectiveness and efficiency of government institutions in managing available resources.

However, to achieve optimal service quality, various factors must be considered, one of which is the implementation of the principles of good governance. In the context of public services, good governance refers to the ways in which the government implements its policies and programs with transparency, accountability, public participation, and a strong rule of law.

a. Transparency in Improving the Quality of Consular Services at the Consulate General of the Republic of Indonesia in Tawau

Transparency is one of the main principles of good governance that can significantly contribute to improving the quality of public services. Through transparency, the public can understand how policies are formulated, how public funds are used, and how decision-making processes are conducted. When these processes are open to the public, the potential for abuse of authority or corrupt practices that may damage the quality of public services can be minimized. In addition, transparency also enables the public to provide constructive input and criticism.

Transparency in the quality of consular services at the Consulate General of the Republic of Indonesia (KJRI) is a fundamental aspect in realizing accountable, responsive, and citizen-oriented public service governance, particularly for Indonesian citizens (WNI) and Indonesian Migrant Workers (PMI) abroad. From the perspective of public administration, transparency is not only interpreted as openness of information but also as a mechanism of social control that allows the public to evaluate the performance of service institutions. Transparency in public services at the Consulate General of the Republic of Indonesia in Tawau can be observed through the openness of information provided to the community. The results of the study indicate that the Consulate General of the Republic of Indonesia in Tawau has published service procedures through several channels, including the official website of the Consulate General, official social media accounts, banners and information boards in the service area, and outreach activities conducted during the mobile consular service program.

For passport renewal services, procedures and requirements are clearly stated. Applicants are required to bring identity documents, their previous passport, and other supporting documents. However, some Indonesian migrant workers obtain information from agents or third parties rather than directly from official channels. Service fees at the Consulate General of the Republic of Indonesia in Tawau follow the official government tariffs set nationally and are publicly disclosed. These tariffs are displayed in the service area and communicated through online media. There are no charges beyond the official fees. Payments are made through official mechanisms that have been established. Nevertheless, in certain cases it was found that Indonesian migrant workers who use intermediary services pay higher fees due to additional charges imposed by third parties, although this is not a policy of the Consulate General of the Republic of Indonesia.

The service time standard for passport renewal at the Consulate General of the Republic of Indonesia in Tawau has been determined according to standard operating procedures (SOP). Applications and processing for passport renewal are generally completed within the estimated time. However, during periods of high demand such as before major holidays or during Malaysian immigration operations the waiting time tends to increase. In addition, the limited number of staff compared with the volume of applications also affects the duration of service. The Consulate General of the Republic of Indonesia in Tawau provides several complaint channels, including a service hotline, official email, social media, and direct services at the complaint desk. However, the results of the study indicate that not all Indonesian migrant workers understand the formal complaint mechanisms. Most complaints are conveyed informally or through community leaders.

As an Indonesian representative office located in a region with a high concentration of Indonesian migrant workers, transparency at the Consulate General of the Republic of Indonesia in Tawau has a strategic dimension, not only administratively but also in terms of citizen protection. From a service quality perspective, transparency in procedures improves service reliability, transparency in fees strengthens assurance and reduces potential distrust, certainty in service time supports responsiveness, and

complaint mechanisms are closely related to empathy and public participation. Overall, transparency at the Consulate General of the Republic of Indonesia in Tawau demonstrates the implementation of good governance principles. However, in practice several dynamics are observed: formal transparency has been implemented well (with regulations and information publicly available), while substantive transparency particularly in terms of ease of access and public understanding still requires further strengthening.

b. Accountability in Improving the Quality of Consular Services at the Consulate General of the Republic of Indonesia in Tawau

Accountability is also an important element of good governance. An accountable government must be able to take responsibility for all its actions before the public. In the context of public services, accountability means that the government must provide clear explanations regarding the decisions taken and the results achieved. This creates a sense of responsibility and trust among the public, which in turn increases the effectiveness and efficiency of public services.

Accountability in consular services at the Consulate General of the Republic of Indonesia (KJRI) represents an institutional obligation to account for every process, decision, and service outcome to the public (Indonesian citizens and Indonesian migrant workers) as well as to the central government. From a public administration perspective, accountability is not merely administrative reporting but also a mechanism for controlling the use of authority and state resources abroad. As a representative of the Republic of Indonesia in the Sabah region of Malaysia, the Consulate General of the Republic of Indonesia in Tawau has a strategic responsibility to provide administrative services and protection to Indonesian citizens, particularly Indonesian Migrant Workers (PMI) working in plantation, construction, and domestic sectors. The high number of migrant workers and the geographical characteristics of the jurisdiction where many workers are located in remote plantation areas make the accountability of consular services a crucial aspect in maintaining state legitimacy and public trust.

This study analyzes accountability based on four indicators:

1) Compliance with Regulations and Standard Operating Procedures (SOP)

The research findings indicate that passport renewal services, Emergency Travel Documents (SPLP), and document legalization at the Consulate General of the Republic of Indonesia in Tawau have been carried out in accordance with the Standard Operating Procedures established by the Ministry of Foreign Affairs. Every document issued goes through administrative verification stages and systematic recording processes. Service procedures are also formally documented. However, in certain conditions—such as a surge in applications or emergency cases involving the protection of Indonesian citizens—technical adjustments are sometimes made to accelerate service delivery. These adjustments remain within the regulatory framework but demonstrate administrative flexibility.

2) Service Performance Accountability

The findings show that service performance is measured based on the number of services completed, timeliness of service completion, and applicant satisfaction. In general, services are relatively fast and follow established procedures. However, during certain periods—such as prior to immigration enforcement operations or major holidays—waiting times tend to increase. This is mainly due to the limited number of staff compared to the volume of service requests, which affects overall service performance.

3) Management of Public Complaints

The Consulate General of the Republic of Indonesia in Tawau provides several complaint channels, including a hotline, email, and direct service at the office. The results of the study indicate that complaints related to simple administrative cases are handled relatively quickly. However, cases involving the protection of Indonesian citizens that are more complex require coordination with multiple agencies. Documentation of complaint follow-ups has not yet been fully digitized and integrated. Although complaint mechanisms are available and functioning, the recording system and formal public participation still require further strengthening.

4) Reporting and Oversight System

Consular services at the Consulate General of the Republic of Indonesia in Tawau are reported periodically to the central government through official reporting mechanisms. There are internal evaluations and oversight from the relevant

ministries. This indicates the existence of an operational administrative control system. However, the public disclosure of performance reports to the community remains limited.

c. Public Participation in Improving the Quality of Consular Services at the Consulate General of the Republic of Indonesia in Tawau.

Public participation is another principle of good governance that greatly influences the quality of public services. Public participation is not limited to the right to vote in elections, but also includes community involvement in the planning, implementation, and evaluation of public service policies. When people are given the opportunity to participate, the decisions taken by the government will better reflect their needs and expectations. As a result, the public services provided become more relevant and well-targeted.

Public participation in consular services at the Consulate General of the Republic of Indonesia (KJRI) in Tawau is manifested through active two-way communication, public complaints mechanisms, and collaboration with communities of Indonesian citizens (WNI) and migrant workers (PMI) in Sabah, Malaysia. The Consulate General of the Republic of Indonesia in Tawau implements digital-based services, direct dialogue forums, and the involvement of community leaders to ensure that protection and document services are carried out effectively.

Research findings show that the public directly participates by utilizing the consular services provided by the Indonesian Consulate in Tawau, including: The issuance and renewal of passports, including the “sympathetic passport” service held on weekends to facilitate Indonesian citizens, especially migrant workers. The issuance of a Birth Registration Certificate (SBPK) for children of Indonesian citizens born abroad. Marriage registration, updating population data, and other administrative services that help ensure the recognition of citizens’ legal status.

Participation in this context represents the involvement of citizens in managing their own administrative documents, which is a fundamental requirement for obtaining social rights, education, and legal protection. The Consulate also provides opportunities for Indonesian citizens to provide feedback and consult regarding services, such as consular assistance and protection needed, including requests for passport services or other relevant information. This constitutes a form of public participation in which citizens interact directly with the representative office, conveying their needs or complaints so that services can be improved.

The Indonesian Consulate in Tawau also actively carries out outreach or mobile service programs that visit locations within its jurisdiction (for example, plantations where migrant workers are located far from the consulate office) to provide passport services, legalization of employment contracts, registration of Indonesian citizens’ data, and other services. Public participation here means that citizens attend and utilize the services brought directly to their areas, thereby taking part in the consular service process even without coming to the consulate office.

d. Legal Certainty in Improving the Quality of Consular Services at the Consulate General of the Republic of Indonesia in Tawau.

Legal certainty is a fundamental principle in good governance that ensures laws are applied fairly and consistently. In public services, legal certainty provides a sense of security for the public that their rights will be protected and that they will receive services in accordance with existing regulations. Legal certainty also prevents the abuse of authority, which often hinders public access to proper public services.

The results of the study indicate that consular services at the Consulate General of the Republic of Indonesia in Tawau have been carried out based on a clear and structured legal framework. All immigration services and protection for Indonesian citizens are based on the Law on Foreign Relations and the Law on the Protection of Indonesian Migrant Workers (PMI). These regulations serve as the main guidelines in every service action. Empirically, these regulatory documents serve as references for: Issuing passports and Emergency Travel Documents (SPLP). Handling cases involving migrant workers. Facilitating repatriation. Providing legal assistance

The research findings show that the Consulate General of the Republic of Indonesia in Tawau already has written Standard Operating Procedures (SOPs) for: Passport renewal, Issuance of SPLP, Document legalization, Case reporting. Information on these procedures is available through announcement boards, official social media, and direct explanations from officers. However, obstacles were found among migrant workers who

work on remote plantations in Sabah. Limited access to information causes them to understand the procedures only when they participate in outreach programs or mobile consular services. Analytically, this indicates that procedural certainty at the representative office level is already good, but the distribution of information has not yet been geographically equitable.

In cases involving migrant workers experiencing problems (such as overstay, wage disputes, or workplace violence), the Consulate General of the Republic of Indonesia in Tawau provides: Access to communication with family members. Coordination with Malaysian authorities. Assistance during legal processes. Facilitation of repatriation. The Consulate ensures that every detained Indonesian migrant worker continues to receive communication rights and legal assistance in accordance with applicable regulations.

5. Discussion

The research findings indicate that transparency in public services at the Consulate General of the Republic of Indonesia in Tawau can be observed through the openness of information provided to the public. The results show that the Consulate General of the Republic of Indonesia in Tawau has published service procedures through several channels, including: the official website of the Consulate General of the Republic of Indonesia, official social media platforms, banners and announcement boards in service areas, and socialization activities during mobile consular service programs.

Service fees at the Consulate General of the Republic of Indonesia in Tawau refer to official government tariffs determined nationally and published openly. The standard processing time for passport renewal services at the Consulate General of the Republic of Indonesia in Tawau has also been established in accordance with the Standard Operating Procedures (SOP). This indicates that the Consulate General of the Republic of Indonesia in Tawau fulfills the transparency dimension in the principles of good governance, namely openness of information that enables the public to easily access procedures, fees, and service processing times. Such transparency:

- a. Reduces information asymmetry between service providers and service users.
- b. Prevents maladministration practices, such as illegal levies or discriminatory services.
- c. Increases public trust in the institution representing the state abroad.
- d. Provides procedural certainty for Indonesian migrant workers (PMI) in processing immigration documents, particularly passport renewals.

These findings are consistent with the principle of transparency in Good Corporate Governance (GCG) as proposed by Shleifer et al. (1997), which emphasizes that transparency is a key mechanism to ensure that organizational management operates openly and can be monitored by stakeholders. In the context of the public sector, the principle of transparency is also emphasized by Mardiasmo (2009), who states that transparency refers to the openness of government in providing relevant information honestly and in a manner accessible to the public as a form of public accountability. Furthermore, the United Nations Development Programme (UNDP, 1997) identifies transparency as one of the main pillars of good governance, referring to the availability of adequate and easily accessible information for the public regarding decision-making processes and the implementation of public policies.

Thus, both theoretically and empirically, transparency in services at the Consulate General of the Republic of Indonesia in Tawau has implemented the principles of good governance and Good Corporate Governance (GCG) in the practice of consular services. This transparency is not merely administrative but also contributes to improving service quality and strengthening public trust in state institutions operating beyond domestic jurisdiction.

The research results also show that accountability in consular services at the Consulate General of the Republic of Indonesia (KJRI) constitutes an institutional obligation to account for every process, decision, and service outcome to the public (Indonesian citizens/WNI and Indonesian migrant workers/PMI) as well as to the central government. The findings indicate that passport renewal services, the issuance of Emergency Travel Documents (SPLP), and document legalization at the Consulate General of the Republic of Indonesia in Tawau have been implemented in accordance with the Standard Operating Procedures established by the Ministry of Foreign Affairs. Indicators include the number of services completed and the timeliness of service completion.

Regarding public complaint management, the Consulate General of the Republic of Indonesia in Tawau provides several complaint channels, such as hotlines, email services, and direct service counters. Consular services at the Consulate are also reported periodically to the central government through official reporting mechanisms. This means that accountability in consular services at the Consulate General of the Republic of Indonesia in Tawau has been implemented as both vertical and horizontal accountability. Vertically, accountability is demonstrated through periodic reporting to the Ministry of Foreign Affairs of the Republic of Indonesia as the supervising authority of Indonesian missions abroad. Horizontally, accountability is reflected in the transparency of service processes (passport renewal, SPLP issuance, and document legalization), compliance with SOPs, timely service completion, and the availability of complaint channels for Indonesian citizens and migrant workers as service users.

These findings are consistent with the principles of Good Governance and Good Corporate Governance (GCG), particularly the principle of accountability. According to Mardiasmo (2009), public accountability is the obligation of the trustee (agent) to provide responsibility, present, report, and disclose all activities to the principal who has the authority to demand such accountability. In the context of the Consulate General of the Republic of Indonesia in Tawau, the principals consist of the central government and the public (WNI/PMI). Meanwhile, Sedarmayanti (2012) explains that accountability is the requirement for public institutions to account for the success or failure of organizational missions in achieving predetermined goals through periodic accountability systems.

The research findings further indicate that public participation in consular services at the Consulate General of the Republic of Indonesia in Tawau is manifested through active two-way communication, public complaints, and collaboration with communities of Indonesian citizens and migrant workers (PMI). The findings show that the public directly participates by utilizing consular services provided by the Indonesian Consulate in Tawau. This means that public participation in consular services at the Consulate is not passive but rather interactive and collaborative. The public (WNI/PMI) acts not only as service recipients but also as active actors who: Access and utilize services actively (passport renewal, sympathetic passport services, birth registration certificates, marriage registration, and updating population data). Provide feedback through complaint mechanisms and two-way communication. Participate in community collaboration with Indonesian representatives in Sabah to reach vulnerable groups, particularly migrant workers.

These findings align with Good Governance and Good Corporate Governance principles, which place participation as one of the main pillars of good governance. According to UNDP (1997), participation refers to the involvement of all citizens in decision-making processes, either directly or through legitimate representative institutions. In the context of consular services, participation is manifested through the active involvement of Indonesian citizens in accessing services, providing input, and maintaining communication with state institutions. Sedarmayanti (2012) states that good governance requires community involvement in governance processes so that policies and public services are responsive to the real needs of society. Furthermore, Mardiasmo (2009) emphasizes that public participation is an essential element of public accountability because community involvement enables oversight of public sector organizational performance.

The research findings also indicate that, based on the Good Corporate Governance principle of legal certainty, consular services at the Consulate General of the Republic of Indonesia in Tawau have been implemented within a clear and structured legal framework. All immigration services and protection of Indonesian citizens are based on the Law on Foreign Relations and the Law on the Protection of Indonesian Migrant Workers, which serve as the main guidelines for every service action. This means that the implementation of consular services at the Consulate General of the Republic of Indonesia in Tawau fulfills the rule of law principle within the framework of Good Corporate Governance (GCG). In other words, every administrative action—whether immigration services or protection of Indonesian citizens and migrant workers—is not based solely on personal discretion but rather on clear, written, and structured legal norms.

Consular services at the Consulate General of the Republic of Indonesia in Tawau are implemented with reference to:

Law Number 37 of 1999 concerning Foreign Relations, and Law Number 18 of 2017 concerning the Protection of Indonesian Migrant Workers. Both regulations serve as the normative foundation for the implementation of Indonesia's overseas missions, including

immigration document services, legal protection, and civil registration for Indonesian citizens.

These findings are consistent with the Good Corporate Governance principle that legal certainty (rule of law) is fundamental. According to UNDP (1997), the rule of law requires a fair legal framework that is enforced consistently, including the protection of human rights. The research findings show that consular services at the Consulate General of the Republic of Indonesia in Tawau have been implemented within a clear and consistent legal framework. Sedarmayanti (2012) emphasizes that legal certainty in governance means that every government policy and action must be based on applicable laws and regulations in order to create stability and public trust. Meanwhile, Mardiasmo (2009) states that accountability and legal certainty are key prerequisites for good public sector governance, as law functions as a control instrument over the use of authority.

Thus, the findings of this study align with Good Corporate Governance theory by demonstrating that: Consular services are implemented based on legitimate formal regulations. Actions of consular officials have a clear legal basis. There is normative protection for the rights of Indonesian citizens and migrant workers. Service governance is not arbitrary but based on the national legal system.

6. Conclusion

Based on the results of the research on the implementation of Good Governance principles in improving consular services at the Consulate General of the Republic of Indonesia in Tawau, the following conclusions can be drawn:

Consular services at the Consulate General of the Republic of Indonesia in Tawau have fulfilled the transparency dimension within the principles of Good Governance. Openness of information is manifested through the publication of service procedures, official government fees, and service time standards via the official website, social media, announcement boards, and socialization activities during mobile consular service programs. This transparency aims to: reduce information asymmetry between service providers and service users; prevent maladministration practices such as illegal levies; provide procedural certainty for Indonesian citizens and migrant workers (WNI/PMI); and increase public trust in Indonesian representative institutions abroad. Thus, the principle of information openness has directly contributed to improving the quality of consular services.

Accountability of services at the Consulate General of the Republic of Indonesia in Tawau is reflected in the implementation of passport renewal services, Emergency Travel Documents (SPLP), and document legalization in accordance with the Standard Operating Procedures (SOP) established by the Ministry of Foreign Affairs. The indicators of accountability identified include: timeliness in completing services; periodic performance reporting to the central government; provision of complaint channels (hotline, email, and direct services); and documentation and evaluation of the number of services completed. This demonstrates both administrative and institutional accountability, both vertically and horizontally.

Public participation is manifested through two-way communication between the Consulate General of the Republic of Indonesia and the community, the utilization of complaint mechanisms, and active collaboration with Indonesian citizen and migrant worker communities (WNI/PMI) within the jurisdiction. Mobile consular service programs also serve as a strategic instrument for bringing services closer to the community. These findings indicate that consular services are not one-directional but instead involve the public as active subjects in the public service process.

Consular services are implemented based on a clear and structured legal framework, including the Law on Foreign Relations, regulations on the protection of Indonesian migrant workers, and technical SOPs issued by the Ministry of Foreign Affairs. This legal certainty includes: ensuring the legality of every service action; providing administrative protection for Indonesian citizens and migrant workers; and strengthening the legitimacy of Indonesian representative institutions abroad. Overall, this study concludes that the implementation of Good Governance principles at the Consulate General of the Republic of Indonesia in Tawau has been carried out systematically and has significantly contributed to improving the quality of consular services.

This research expands the study of Good Governance into the context of transnational public administration, particularly consular services at Indonesian representative offices abroad. The findings confirm that transparency and accountability are key factors in building

public trust. This study also fills a gap in the literature regarding the implementation of good governance within diplomatic institutions, which has previously been studied more extensively at the level of local governments. The findings may serve as an empirical model for the application of Good Governance principles in consular services based on the protection of Indonesian citizens and migrant workers.

However, this research has several limitations. The study was conducted at only one Indonesian representative office abroad, so the results cannot yet be generalized broadly. In addition, the research uses a qualitative approach and therefore does not quantitatively measure the level of satisfaction or public perception. The research variables are also limited to four main principles of Good Governance without deeply examining other dimensions such as effectiveness, efficiency, and responsiveness.

For future research, it is recommended to examine the strengthening of an integrated digital consular service system based on a national single data system. It is also important to develop a transparent online complaint system that can be monitored in real time, formulate measurable minimum consular service standards (SPM) based on performance indicators, and improve the capacity of consular service personnel through governance and service excellence training. From an academic perspective, future research should conduct comparative studies among several Indonesian representative offices abroad, apply mixed methods approaches by incorporating quantitative surveys, and expand research variables to include dimensions such as effectiveness, efficiency, digital innovation, and service quality. Future studies may also employ alternative theoretical perspectives such as New Public Service, Public Value Theory, or Collaborative Governance to enrich conceptual analysis.

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