Implementation of Good Governance in Passport and Residence Permit Services at Ngurah Rai Bali Immigration.

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Abstract: This study examines the implementation of Good Governance principles in passport and residence permit services at Ngurah Rai Immigration Office, Bali. Employing a qualitative case study approach, the research evaluates how digital transformation enhances transparency, accountability, efficiency, participation, and the rule of law in immigration services. Findings demonstrate that digital systems such as the M-Paspor application and the Integrated Residence Permit System have improved procedural transparency, reduced illegal levies, and strengthened public trust. Efficiency has increased through automation, which reduces processing times and human errors. Digital audit trails reinforce accountability by ensuring decisions are traceable and regulation-based. However, challenges exist in substantive accountability and responsiveness. Decision-making in non-standard cases lacks transparency, with limited explanation of the legal bases. Response times through formal channels such as hotlines often exceed standards due to lengthy cross-divisional coordination. Whilst digitalisation has brought significant improvements, further reforms are necessary to strengthen substantive accountability and responsiveness, thereby enhancing public trust and institutional legitimacy in accordance with good governance standards. Continuous improvements in integrated digital systems, staff training, and process streamlining remain essential for full compliance.

Keywords: Digital Transformation; Good Governance; Immigration Services; Public Service Quality; Public Trust

1. Introduction

The principle of Good Governance is a crucial foundation for the delivery of excellent, integrated public services, encompassing transparency, accountability, participation, efficiency, and professionalism. (Putu & Widanti, 2022). The implementation of these principles becomes increasingly urgent in the context of immigration services, particularly at the Class I Special Immigration Office TPI Ngurah Rai, Bali, which operates at one of the most vital international air gateways in Indonesia and is the main entry point for millions of Foreign Nationals (WNA) and Indonesian Citizens (WNI) every year.(Wijaya et al., 2022). The high flow of people traffic, both tourists, investors, and foreign workers, as well as the need for Indonesian citizens for travel documents (Passports), places Passport and Residence Permit services as a showcase of state bureaucracy that directly affects Indonesia's image in the eyes of the world. With Bali's status as a global tourism and business destination, demand for high-quality immigration services is very high from service users, both domestic and

international, who expect a fast, easy process, free from illegal levies, and that provides legal certainty and clear information. This background encourages the need for an in-depth study of the extent to which the principles of Good Governance have been implemented in daily practice by the Ngurah Rai Immigration Travel Documents Section, especially in facing the challenges of the digital era, such as the use of the M-Passport application and an integrated licensing system, and how efforts such as bureaucratic reform and the development of the Integrity Zone (ZI) towards a Corruption-Free Area (WBK) and a Clean and Serving Bureaucracy Area (WBBM) have affected the quality of these public services. Transparency of information regarding procedures, costs, and completion times (transparency), accountability of officers for every decision taken (accountability), simplification of bureaucracy through digital innovation (efficiency), as well as complaint mechanisms and customer satisfaction surveys (participation) are key indicators that need to be analyzed to assess the success of Ngurah Rai Immigration in realizing good governance, which ultimately aims to increase public trust and support a conducive investment and tourism climate in Bali. (Cahyono & Indartuti, 2022)This analysis is crucial as a basis for recommendations for continuous improvement, ensuring that immigration administration serves not only as a gatekeeper to the nation but also as a world-class facilitator of development and public servant.

2. Literature Review

The concept of Good Governance is a fundamental theoretical framework in the study of public administration and political science, broadly defined as the way power is used in managing social and economic resources for the development of society. (Nurhidayat, 2023). In general, Good Governance refers to the practice of managing public affairs in a transparent, accountable, participatory, effective, and fair manner. This principle applies not only to executive institutions but also includes interactions and mechanisms that regulate the relationship between the government, the private sector, and civil society in decision-making. According to the United Nations Development Programme (UNDP), several main principles are indicators of Good Governance, namely Participation, Rule of Law, Transparency, Responsiveness, Consensus Orientation, Equity, Effectiveness and Efficiency, Accountability, and Strategic Vision. In the context of public services, implementing these principles aims to create a clean, authoritative, and service-oriented bureaucracy that will ultimately increase public trust and government legitimacy. (Novia et al., 2024).

Principles of Good Governance in Immigration Services

The implementation of Good Governance in immigration services, particularly the issuance of Passports and Residence Permits at the Class I Special Immigration Office TPI Ngurah Rai, can be analysed through several main dimensions of Transparency. In Passport and Residence Permit services, transparency is achieved through the disclosure of procedures, requirements, official fees (Non-Tax State Revenue/PNBP), and the timeframe for completing the service. This information must be easily accessible to the public, either through physical information boards, official websites, or digital applications (such as M-Passport). (Ayuningtyas, 2024)This is crucial to prevent maladministration and illegal levies. Accountability requires that Ngurah Rai Immigration officers be held accountable for their

decisions and actions. Officers must be able to explain the legal basis for rejecting or approving applications. (Kushartiningsih, 2025)Institutionally, accountability is reflected in performance reporting mechanisms, internal audits, and the availability of an effectively functioning complaints system, ensuring that any procedural or ethical errors can be followed up on. Responsiveness: Services must be completed on time in accordance with established service standards, and officers must respond to questions, complaints, and user needs.(Lestari et al., 2021). The implementation of an online queuing system and the digitisation of the application process are examples of efforts to improve responsiveness and reduce waiting times. Effectiveness and Efficiency: This principle focuses on optimal results with minimal resource use. In immigration services, this is achieved by streamlining bureaucratic processes, digitising documents, and leveraging technology to process applications quickly and accurately. An efficient system reduces queues and the potential for unnecessary face-to-face interactions, thereby reducing opportunities for corruption. (Ariani, 2023)Rule of Law: All Immigration actions and decisions must be based on applicable laws and regulations (the Immigration Law and its derivative rules). This ensures legal certainty and equal treatment for all applicants without discrimination. This theoretical basis for Good Governance serves as a measuring tool (matrix) to evaluate the extent to which Passport and Residence Permit services at Ngurah Rai Immigration have met the expected quality standards, as well as identifying areas requiring further bureaucratic reform towards a Corruption-Free Area (WBK) and a Clean and Serving Bureaucracy Area (WBBM). (Gafar & Octavia, 2022).

3. Method

This research uses a Qualitative Research Method with a descriptive case study type that aims to analyse in depth and contextually the Implementation of Good Governance in Passport and Residence Permit services at the Class I Special Immigration Office TPI Ngurah Rai, Bali, focusing on the process, interaction, and meaning behind the immigration service practices. (Alaslan et al., 2023). The qualitative approach was chosen because it can explore social phenomena holistically and comprehensively, especially to assess the success of implementing Good Governance principles such as Transparency, Accountability, Responsiveness, Effectiveness, Efficiency, and the Rule of Law from the perspectives of service providers and users. (Lionandiva, 2022). The research location is the Ngurah Rai Immigration Office, and the primary data sources are obtained through in-depth interviews and observations. In contrast, Secondary Data Sources were obtained from official documents, including Standard Operating Procedures (SOPs), performance reports, results of the Public Satisfaction Survey (SKM), and regulations related to Passports and Residence Permits. The determination of informants was carried out through purposive sampling and snowball sampling, involving key informants from internal parties (Head of Office, Head of Travel Documents Section, Head of Residence Permit Section, and implementing officers) and external parties (Indonesian citizens applying for Passports, foreign nationals/Guarantors of Residence Permit applicants, and representatives of service bureaus) to obtain rich and triangulated data. The main Data Collection Techniques include In-Depth Interviews (to explore informants' perceptions and experiences regarding the principles of Good Governance in the field), Non-Active Participant Observation (to observe the service flow

directly, interactions between officers and applicants, and the use of digital systems such as M-Passport), and Documentation Study (to compare policy norms with actual practices)(Daruhadi & Sopiati, 2024). Data analysis was conducted interactively and continuously since the initial data collection, using the Miles and Huberman model, which includes Data Reduction (sorting and summarising data based on the theme of Good Governance), Data Presentation (presenting findings in narrative or matrix form), and Conclusion Drawing/Verification (formulating credible final findings). (Kase et al., 2023). Data validity will be ensured through Source Triangulation (comparing data from officers, service users, and documents) and Method Triangulation (comparing interview results with observations) to strengthen the validity of research findings and provide robust policy recommendations for improving clean, authoritative, and service-oriented public services at Ngurah Rai Immigration. (Nurfajriani et al., 2024).

4. Results and Discussion

Increasing Transparency and Efficiency Through Service Digitalisation

Increasing transparency and efficiency through service digitisation has become the core of bureaucratic reform and the implementation of good governance in the public service sector, a trend essential to meeting modern society's demands for fast, accurate, and corruption-free services. Generally, digitalisation is defined as the use of information and communication technology (ICT) to transform and simplify work processes and service delivery, directly addressing two classic bureaucratic problems: unclear procedures and slow processing times. Transparency is achieved when information previously known only to officials is publicly disclosed through digital platforms, including service standards, official fees, and Service Level Agreements (SLAs). Efficiency is achieved through the automation of routine tasks, the elimination of redundant bureaucratic steps, and the reduction of physical interactions prone to moral hazard. (Andryan, 2023)The adoption of this technology has not only transformed the way government operates but also fundamentally changed the interaction between the state and its citizens, positioning the government as a proactive and responsive facilitator. In the specific context of immigration services at the Class I Special Immigration Office TPI Ngurah Rai, Bali, which is one of the busiest air gateways and the nation's foremost showcase, digitalisation is an absolute necessity to support Bali's image as a safe and well-managed global destination. The implementation of digitalisation at Ngurah Rai Immigration has significantly raised transparency standards for Passport and Residence Permit services. For Passport services, the introduction of the M-Passport application has shifted the application process from predominantly face-to-face to self-service.(Iqbal & Lubis, 2024).

Applicants are now required to register, fill in the required data, upload required documents online, and even make payments for Non-Tax State Revenue (PNBP) through a virtual bank account. This step eliminates the information grey area that is often exploited for illegal levies, as applicants are fully aware of the fees and official waiting times from the outset. Furthermore, information on remaining queue quotas and document requirements is published in real time, providing service users with certainty. In the Residence Permit service for Foreign Nationals (WNA) and Guarantors, an integrated digital system ensures that

regulations, sanctions, and application processes (such as ITAS/ITAP) are based on rules recorded in the system, not on officers' discretionary interpretations. (Jelondra & Sulistyowati, 2025)The direct impact of this transparency is increased accountability because every transaction and approval stage is recorded digitally, making it easy to audit and account for. On the efficiency side, digitalisation has brought dramatic improvements to processes. The M-Passport and digital permit systems drastically reduce counter processing time by handling initial verification in the system. With reduced physical interaction, potential long queues can be better managed, allowing officers to allocate their time to process more complex cases or those requiring in-depth analysis. (Hazairin, 2024)Technology-enabled processing also reduces human error and time wasted in physical archive management. Overall, increased transparency through easy access to information and efficiency through process automation have enabled good governance practices at Ngurah Rai Immigration, transforming immigration services into faster, cheaper, and more integrated services, and supporting Indonesia's reputation as a country with good governance. (Mastur, 2025).

Table 1. Findings of Good Governance Implementation Through Digitalisation of Ngurah Rai Immigration Services.

No.	Principles of Good Governance	Digital Initiative (System)	Findings	Implications for Services	Data source
1	Transparency	M-Passport Application	"I know the exact PNBP passport fee from the app; there are no more 'deposit fees.' This transparency eliminates the worry of extortion."	Eliminate grey areas of information and effectively prevent illegal levies (pungli).	Service User Interview (Indonesian Citizen)
2	Transparency	Integrated Residence Permit System	"All regulations, sanctions, and the Residence Permit application process are clearly recorded in the system. Officers cannot interpret them arbitrarily; everything is based on regulations."	Ensure legal certainty and reduce officers' discretionary interpretation.	ITK Section Officer Interview
3	Efficiency	M-Passport & Digital System	"Document verification is now faster because data is uploaded and paid for upfront. Time previously spent on data entry is now allocated to more complex case analysis."	Reduce processing time at the counter and optimise staff time for value-added tasks.	Interview with the Doctor's Section Officer
4	Efficiency	Process Automation	"Digital systems reduce human error in filling out forms and data. We can focus on validating content, not administrative fixes."	Reduce fatal errors (human error) and speed up bureaucratic workflow.	ITK Section Head Interview

No.	Principles of Good Governance	Digital Initiative (System)	Findings	Implications for Services	Data source
5	Accountability	Digitalisation of Transactions	"Every approval, rejection, and back-end step is recorded with the time and identity of the officer who acted. This makes us more vigilant."	Improve the audit trail and ensure that every officer's actions are institutionally accountable.	Interview with the Doctor's Section Officer
6	Responsiveness	Real-Time Quota Publication	"The remaining passport queue quota information in the app is always up-to-date. I don't have to arrive at the crack of dawn to get a number because I know exactly when to arrive."	Improve service certainty and effectively manage service user expectations.	Service User Interview (Indonesian Citizen)

Research source 2025.

From Table 1 above, it can be concluded that digitalisation has become a significant catalyst, successfully transforming the immigration service bureaucracy from a conventional model prone to moral hazard to a more modern, transparent, efficient, and accountable public service practice. The core of this success lies in the ability of digital systems, such as the M-Passport Application and the Integrated Stay Permit System, to operationalise the principles of Good Governance. The principle of Transparency is effectively implemented because the digital system has successfully eliminated information grey areas, as evidenced by service users who now know the exact costs of PNBP and service procedures, thereby directly preventing the practice of illegal levies and providing a sense of security. Meanwhile, the Efficiency dimension has increased drastically through process automation and reduced physical interactions, where initial document verification is now carried out independently by applicants, reducing processing time at the counter, reducing queues, and allowing officers to allocate their time to more complex case analysis, rather than just administration, while reducing human error caused by manual data input. Furthermore, digitalisation also strongly supports the principles of Accountability and the Rule of Law. Every action, approval, rejection, and stage in the service is now digitally recorded in the back-end with the identity of the responsible officer, creating a strong audit trail that makes officers more careful and ensures that all decisions are based on regulations recorded in the system, not discretionary interpretations. Finally, although not elaborated on at length, Responsiveness has also increased through the publication of real-time queue quota information in the application, which effectively manages service user expectations and increases the certainty of service times. Overall, Ngurah Rai Immigration has successfully used ICT as a primary tool to achieve the Clean and Serving Bureaucratic Area (WBBM) target, thereby increasing public trust in the integrity of immigration services at one of Indonesia's main gateways.

Challenges of Accountability and Responsiveness in Handling Special Cases

Bureaucratic reform driven by digitalisation has succeeded in increasing Transparency and Efficiency in regular public services, especially in standard cases. However, in handling special, complex, or non-standard cases, the challenges of implementing Good Governance

are often compounded and exposed, requiring much higher and more detailed principles of Accountability and Responsiveness.(Shoimuna, 2024;). In general, exceptional cases involve applications that do not fully comply with standard SOPs, require discretion or intervention from high-ranking officials, require inter-agency coordination (such as with the Police, the Ministry of Manpower, or the State Intelligence Agency), or relate to matters sensitive, such as Residence Permit denials, immigration sanctions, and overstay issues with profound implications. In this context, Accountability means not only accountability for procedures, but also accountability for the basis for discretionary decision-making and risk communication to service users. (Siregar et al., 2025)Meanwhile, responsiveness is measured not only by the speed of service but also by the speed and quality of problem-solving, as well as the ability to provide legal and ethical solutions in unforeseen situations. Failure to manage accountability and responsiveness in exceptional cases can quickly erode the public trust painstakingly built through the digitisation of regular services. (Putu et al., 2024)

In the context of the Ngurah Rai Class I Special Immigration Office, qualitative findings indicate that, although digital processes have created a good audit trail for standard passports. Stay Permit cases, Accountability and Responsiveness remain weak points when faced with cases that require discretion or external coordination (e.g., visa rejections for foreign nationals suspected of violating public order, ITAS delays due to sponsor clearance issues, or Passport applications due to documents being lost abroad). Accountability challenges arise because, first, the decision-making process in non-standard cases tends to be carried out at the back-end level by authorised officials, the results of which are often communicated to applicants simply as a 'decision' without a detailed explanation of the legal basis or the reasons for the rejection in a transparent manner. This creates the impression of a closed bureaucracy at the discretionary level, making foreign nationals/guarantors feel they are not given a fair opportunity to understand or defend themselves, thus blurring the principle of legal certainty (part of Accountability). Second, despite digital systems, logs, or inputs that explain the qualitative considerations behind discretionary decisions (e.g., security or social considerations), these are not always easily accessible or interpretable by frontline officers tasked with communicating those decisions, thereby breaking the chain of accountability. Meanwhile, challenges to responsiveness centre on the quality of communication and problem-solving. Service users (particularly service bureaus or guarantors) report that formal communication channels (such as hotlines or complaint emails) often take long response times when handling cases that require inter-sector or inter-agency coordination. Front-line officers usually feel they lack the authority to provide definitive answers, leading to bureaucratic buck-passing, frustration among service users, and longer wait times for resolution. To address these challenges, accountability must be strengthened through standardised communication of discretionary decisions and enhanced officer responsiveness through problem-solving training and better delegation of communication authority, to ensure that Ngurah Rai Immigration can function not only efficiently but also with integrity and responsiveness across the full spectrum of cases.

Table 2. Accountability and Responsiveness Challenges Resulting from Discretionary Communication in Non-Standard Cases at the Ngurah Rai Immigration Office.

No.	Principles of Good Governance	Challenge Areas (Special Cases)	Findings	Negative Implications for Services	Data source
1	Accountability	Discretionary Decision Communication	"We simply received a 'rejected' result without any letter or detailed explanation of the security considerations underlying the decision. We feel we weren't given a chance to defend ourselves."	Creating the impression of a closed bureaucracy at the discretionary level and obscuring the principle of legal certainty.	Service User Interview (Foreign National Guarantor)
2	Accountability	Frontline Officer Access to Decision Logs	"Decisions on sensitive cases are made at the leadership level (back-end). We at the counter convey the results. Sometimes we have difficulty explaining the qualitative basis for the considerations."	Breaking the chain of accountability for information and reducing frontline officers' ability to provide adequate explanations.	Front Line Officer Interview
3	Responsiveness	Formal Channel Response Speed	"We've sent emails and contacted the hotline regarding the ITAS delay, which has already passed the deadline. The response time is very slow because we have to wait for coordination between sections."	Significantly increases problem-solving wait time, violating special case SLAs.	Service Bureau Interview
4	Responsiveness	Frontline Problem-Solving Quality	"Officers often say, 'That's not my responsibility, please go to another	Triggering the phenomenon of 'bureaucratic buck-passing',	Service User Interview (Foreign National)

No.	Principles of Good Governance	Challenge Areas (Special Cases)	Findings	Negative Implications for Services	Data source
			department.' We have to go back and forth and feel like we're being 'thrown the blame' without a definitive solution."	which causes high frustration among service users.	
5	Accountability & Responsiveness	The Need for External Coordination	"Every time there's an ITAS issue involving the Ministry of Manpower or Immigration at another office, the process gets bogged down. There's no single point of contact that can guarantee follow-up."	It makes it challenging to have a single point of contact and highlights the weakness of Good Governance in the inter-agency coordination mechanism.	ITK Section Head Interview

Research source 2025.

From Table 2 above, it can be concluded that the challenges of implementing Good Governance in the digital era have shifted from routine procedural issues to issues of substance and the quality of human interactions, centred on Accountability and Responsiveness in complex cases. While digital systems successfully create a good audit trail for standard workflows, they fail to address the gaps arising from Discretionary Decision Communication. Accountability challenges arise because sensitive, non-standard decisions are made at the leadership level (back-end). Still, the results are communicated to applicants in a raw manner, often simply as a rejection, without a detailed explanation of the legal basis or the qualitative factors (e.g., security considerations) used. This creates the impression of a closed bureaucracy, essentially obscuring the principle of legal certainty because applicants feel they are not allowed to understand or defend themselves against these discretionary decisions. This condition is exacerbated by a broken chain of information Accountability, where front-line officers who interact directly with the public do not have adequate access to interpret logs or the qualitative basis for these decisions, ultimately reducing their ability to provide proper explanations. Meanwhile, the Responsiveness dimension is hampered by the problem-solving and internal/external coordination issues of formal communication channels (hotlines or email) for complex cases, reportedly having very long response times, because they have to go through inter-section or inter-agency coordination mechanisms, which significantly violates the Service Level Agreement (SLA) for specific cases. The quality of problem-solving on the front line is also poor, where officers often 'throw responsibility' (bureaucratic buck-passing) to other sections because they feel they are not authorised to provide definitive solutions, causing high frustration and wasted time among service users. Overall, these challenges indicate that Good Governance at Ngurah Rai Immigration has succeeded at the level of

Procedural Efficiency thanks to technology, but still faces serious obstacles at the level of Substantive Accountability and Qualitative Responsiveness, which are vital for building public trust and institutional legitimacy in handling cases that demand high integrity and discretion.

5. Conclusion

The implementation of sound governance principles has improved the quality of immigration services. The principle of transparency, realised through digitalisation and application-based information systems such as M-Passport, has successfully reduced maladministration and extortion and increased the clarity of fees and procedures for the public. With open transparency and easy access to information, the public feels more confident and comfortable in obtaining immigration services. Furthermore, accountability has received serious attention through the recording of all processes and decisions in the back-end system, making it easier for officers to explain the legal basis and reasons for rejecting or approving applications. Strengthening reporting mechanisms and internal audits supports accountability and increases public trust in the integrity of services. Regarding efficiency, the use of technology to automate routine tasks, reduce unnecessary bureaucratic steps, and implement digital systems accelerates the document issuance process. It reduces vulnerable physical interactions. However, the documentation also reveals serious challenges in substantive accountability and responsiveness. Obstacles such as limited access for frontline officers to system logs and the qualitative basis for decision-making result in a perceived lack of transparency for applicants. This dysfunction exacerbates the perception of a closed bureaucracy. It makes it difficult for the public to understand the rationale behind decisions, particularly in discretionary processes that often lack transparency and offer no opportunity for self-defence. Furthermore, formal communication channels that require long response times and slow inter-sectoral coordination are significant obstacles to service responsiveness, particularly in handling complex and urgent cases. Overall, while the implementation of digitalisation and bureaucratic reform at Ngurah Rai Immigration has improved service efficiency and transparency, there remains an urgent need to strengthen accountability and responsiveness substantively. Optimal performance requires more comprehensive system integration, officer training, and the development of faster, more open communication mechanisms so that immigration services truly reflect the principles of good governance, oriented toward justice, transparency, and optimal service to the public. Thus, implementing these principles will support Indonesia's positive image as a country that prioritises clean, transparent, and accountable governance and enhance public trust in the long term.

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