

COLLABORATIVE PROCESS IN THE IMMIGRATION BUILT VILLAGE PROGRAM: An Analysis of Collaborative Governance in Citeko Village, Purwakarta

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Abstract

The problem of non-procedural Indonesian migrant workers (PMI) in rural areas due to a lack of immigration literacy increases their vulnerability to human trafficking. Responding to this governance challenge, the Directorate General of Immigration launched the Immigration Assisted Village (DBI) Program as a collaborative preventive measure. This study aims to analyze the collaborative governance process in the implementation of the DBI program in Citeko Village, Purwakarta Regency, using the Ansell and Gash (2007) framework, which focuses on five main dimensions: face-to-face dialogue, building trust, commitment to the process, shared understanding, and intermediate outcomes. This study employed a qualitative descriptive approach. Data were collected through non-participant observation, document analysis, and in-depth interviews with six informants representing immigration authorities, village officials, and community members. The data analysis technique used the interactive model of Miles, Huberman, and Saldaña (2014). The findings indicate that all five elements of the collaborative process have been consistently implemented throughout the program's implementation. Intensive face-to-face interactions have successfully built trust among stakeholders; institutional commitment is realized through formal and informal coordination; and and fostered a strong shared understanding of the essence of preventing unsafe migration. This synchronized process has produced measurable intermediate impacts, particularly in improving residents' immigration literacy and strengthening the role of village governments in immigration oversight activities. However, the overall effectiveness of this program remains limited due to minimal private sector participation and uneven information dissemination to the grassroots level. This study contributes to the growing literature on collaborative governance of rural immigration, while also highlighting the importance of metagovernance and sustained local engagement.

Keywords: Collaborative Governance; Immigration Governance; Immigration Fostered Village Program; Collaborative Process; Indonesian Migrant Workers.

INTRODUCTION

The departure of Indonesian Migrant Workers (PMI) through non-procedural channels remains a persistent governance challenge in Indonesia. In 2024, the official placement of Indonesian migrant workers reached 297,343 individuals. However, this figure does not adequately capture the volume of non-procedural departures, which are difficult to verify through official records. Behind these formal placement statistics, the

risks of Human Trafficking (TPPO) and Migrant Smuggling (TPPM) continue to persist due to limited immigration literacy at the village level. This condition is further aggravated by geographical barriers that restrict access to immigration services and information. In Purwakarta Regency, for instance, reaching the Karawang Class I Non-Border Control Immigration Office requires approximately 1.5 to 2 hours of travel, making immigration-related information relatively inaccessible for many prospective migrant workers (IMI-01, interview, 2025). Consequently, information asymmetry emerges and is frequently exploited by brokers and non-procedural labor recruitment networks.

In response to these challenges, the Directorate General of Immigration introduced the Immigration Fostered Village Program (Program Desa Binaan Imigrasi/DBI), a preventive policy initiative designed to improve immigration literacy at the village level. The program positions village officials as active partners in disseminating official immigration information and promoting safe migration practices. More than a conventional administrative outreach mechanism, the program reflects a paradigm shift from a state-centric approach concentrated at Immigration Checkpoints (Tempat Pemeriksaan Imigrasi/TPI) toward a community-based approach that places villages at the forefront of efforts to prevent human trafficking. Following the formal establishment of Village Immigration Development Officers (Petugas Imigrasi Pembina Desa/PIMPASA) in November 2024, the program entered a more structured phase of implementation and expansion across various provinces in Indonesia.

Collaborative governance provides an appropriate theoretical lens for examining the implementation of this program. Ansell and Gash (2007) define collaborative governance as a governing arrangement in which one or more public agencies directly engage non-state stakeholders in a formal, consensus-oriented, and deliberative process of collective decision-making related to public policy. Emerson, Nabatchi, and Balogh (2012) further expand this concept by emphasizing that collaborative governance encompasses the processes and structures of public decision-making that facilitate cross-boundary engagement among diverse actors. In the Indonesian context, where immigration governance involves complex social, administrative, and geographical challenges, collaborative approaches have become a necessity rather than a policy alternative.

This study contributes to the literature in three ways. First, from an empirical perspective, it provides evidence regarding the dynamics of collaboration between a vertical government agency, namely the immigration authority, and village governments in implementing a preventive anti-human trafficking program. Such a context remains underexplored within the Indonesian collaborative governance literature. Second, from a theoretical perspective, the study examines the applicability of Ansell and Gash's (2007) Collaborative Governance framework by identifying the conditions under which the model effectively explains collaborative processes as well as its contextual limitations. Third, from a policy perspective, the study identifies factors that influence the sustainability of village-level collaboration, including the role of metagovernance and the potential risk of burnout among field officers.

Citeko Village, located in Plered District, Purwakarta Regency, was selected as the research site based on three considerations. First, statistical data from the Purwakarta Department of Manpower and Transmigration indicate that Citeko Village is among the largest sources of Indonesian migrant workers in Purwakarta Regency, particularly within Plered District. Second, its considerable distance from the nearest immigration office places the village in a vulnerable position regarding access to immigration information. Third, the strong commitment demonstrated by both district and village authorities created favorable initial conditions for the development of effective and authentic collaborative processes.

RESEARCH METHOD

This study employed a qualitative approach with a descriptive research design. The research was conducted in Citeko Village, Plered District, Purwakarta Regency, which was purposively selected based on the criteria outlined in the introduction. The study involved six informants selected through purposive sampling according to their relevance and level of involvement in the Immigration Fostered Village Program. These informants consisted of: (1) the Head of the Karawang Class I Non-Border Control Immigration Office (IMI-01); (2) a Junior Immigration Analyst (IMI-02); (3) the Head of Citeko Village (DSC-01); (4) the Village Secretary of Citeko (DSC-02); (5) the Head of Neighborhood Unit (RT) 01 in Citeko Village (MDS-01); and (6) a resident of Citeko Village (MDS-02).

Data were collected through semi-structured in-depth interviews, non-participant observation, and document analysis of program records and activity reports. Data analysis followed the interactive model developed by Miles, Huberman, and Saldaña (2014), which consists of three stages: data condensation, data display, and conclusion drawing and verification. During the data condensation stage, findings were categorized according to the five elements of the collaborative process proposed by Ansell and Gash (2007): face-to-face dialogue, trust building, commitment to process, shared understanding, and intermediate outcomes. The categorized data were subsequently presented in a narrative format supported by interview excerpts and observational findings. Conclusions were then drawn through continuous comparison and verification of evidence across data sources.

To ensure data credibility, source triangulation was employed by comparing information obtained from all six informants with findings derived from observations and documentary evidence. Data collection and analysis continued until sufficient saturation was achieved and no substantially new information emerged from the field.

HASIL DAN PEMBAHASAN

Face-to-Face Dialogue

Face-to-face dialogue constitutes the starting point of the collaborative process and serves as the foundation for building productive relationships among stakeholders. Ansell and Gash (2007) argue that direct interaction is the most effective mechanism for fostering trust and identifying shared interests because it creates opportunities for negotiation and mutual understanding that cannot be achieved through indirect communication. In the

context of the Immigration Fostered Village Program (DBI) in Citeko Village, this element was manifested not only through formal socialization activities but also through informal communication channels that sustained collaboration over time.

Formally, immigration officers conducted structured face-to-face meetings with village officials approximately two to three times each semester. These meetings focused on program evaluation, dissemination of updated immigration information, and identification of field-level challenges. According to informant IMI-02, the communication strategy was intentionally designed to be inclusive and non-bureaucratic “so that community members would feel comfortable asking questions and expressing their concerns” (IMI-02, interview, 2025). This participatory communication approach reflects the argument of Sørensen and Torfing (2017), who emphasize that collaborative innovation emerges from open interaction among actors and is facilitated when communication is free from rigid hierarchical barriers.

Informal interaction complemented these formal meetings. Communication continued through an active WhatsApp group that enabled continuous coordination among stakeholders. The Head of Citeko Village explained that coordination “does not stop at formal meetings but is maintained through an active WhatsApp group used on a daily basis” (DSC-01, interview, 2025). The use of digital communication as an extension of face-to-face dialogue represents an important contextual adaptation. In situations where geographical distance limits physical meetings, digital platforms become effective instruments for maintaining collaborative relationships and facilitating information exchange (Hardiyansyah, 2018). Emerson et al. (2012) argue that the coexistence of formal and informal participation mechanisms is a natural feature of collaborative governance and often reflects a higher degree of inclusiveness.

From the community perspective, the quality of dialogue was also perceived positively. Informant MDS-02 reported that public meetings provided opportunities for open discussion, where residents could ask questions regarding passport application procedures and receive clear explanations from immigration officers (MDS-02, interview, 2025). Similarly, informant MDS-01 noted that the friendly and approachable attitude of immigration officers encouraged continued participation from the socialization stage through the formal inauguration of the program (MDS-01, interview, 2025). These formal and informal interactions collectively created a collaborative space that extended beyond technical information exchange and gradually fostered meaningful relationships among stakeholders.

Trust Building

Trust represents one of the most important yet fragile resources within collaborative governance. Klijn and Koppenjan (2016) describe trust as a relational asset that develops through repeated interactions characterized by consistency, reliability, and the absence of opportunistic behavior. Trust-building is rarely linear and can be undermined whenever actors perceive actions as inconsistent with previously established commitments.

In Citeko Village, the early stages of collaboration were characterized by a history of mistrust. Ansell and Gash (2007) identify such conditions as one of the most common barriers to successful collaborative initiatives. The Head of the Karawang Immigration Office acknowledged that the primary challenge during the initial phase was aligning perceptions because many residents initially viewed the presence of immigration officers as a form of surveillance or administrative enforcement rather than community assistance (IMI-01, interview, 2025). Over time, however, stakeholders increasingly recognized that they shared a common objective: protecting residents from various forms of migrant labor exploitation. As this understanding developed, relationships gradually evolved from suspicion toward genuine collaboration supported by actors at multiple levels of government.

This transformation was facilitated by a deliberate and consistent communication strategy. Informant IMI-02 explained that trust was maintained “not only through formal meetings but also through routine greetings and information updates in the WhatsApp group, even when there were no urgent issues to discuss” (IMI-02, interview, 2025). Such practices reflect the principles of network management emphasized by Klijn and Koppenjan (2016), who argue that long-term trust depends on continuous relational maintenance. Sørensen and Torfing (2017) describe actors performing this role as metagovernors individuals who actively sustain collaborative networks from within to ensure their effectiveness and continuity.

The Head of Citeko Village further emphasized that trust between the village government and the immigration authority “has now become very strong on both sides, and this trust served as the essential foundation for the establishment of the DBI Program in Citeko Village” (DSC-01, interview, 2025). This finding reinforces the argument of Ansell and Gash (2007) that trust functions both as an outcome of collaboration and as a prerequisite for sustaining collaborative engagement over time.

Commitment to Process

Commitment to the collaborative process determines whether stakeholders remain engaged despite the uncertainties and challenges encountered during implementation. Torfing (2016) argues that collaborative innovation requires more than verbal support; it must be reflected in the allocation of time, resources, and sustained effort. Without operational commitment, collaborative arrangements risk becoming symbolic rather than substantive.

From the immigration authority’s perspective, institutional commitment was demonstrated through both formal and informal mechanisms. Formally, program implementation was supported by official assignment letters issued by the Head of the Immigration Office. Informally, communication channels remained active twenty-four hours a day through the WhatsApp group, reflecting a form of intergovernmental management that extended beyond conventional bureaucratic boundaries (Agranoff, 2017). This practice illustrates not only organizational commitment but also the personal dedication of field officers who remained accessible outside official working hours.

The village government also demonstrated a significant level of commitment. According to informant DSC-02, village officials were involved in approximately fifty percent of program planning activities, including passport application socialization, lost-passport assistance, immigration education, and local monitoring efforts (DSC-02, interview, 2025). Nugroho (2017) argues that the active involvement of local actors in planning processes is one of the strongest predictors of successful policy implementation because participation generates a sense of ownership that strengthens long-term commitment.

At the community level, commitment appeared more varied. Informant MDS-02 observed that public enthusiasm for socialization activities was relatively high. However, the informant also acknowledged that some residents had only attended a single meeting and therefore had not fully understood the program. Consequently, the informant expressed the expectation that future activities would be conducted more regularly and expanded to the neighborhood-unit (RT) level (MDS-02, interview, 2025). Furthermore, informant IMI-02 highlighted the potential risk of burnout among field officers if their contributions are not supported by adequate appreciation and regeneration mechanisms. This observation is consistent with Nabatchi et al. (2017), who argue that sustained participation in collaborative public services requires both material and non-material incentives to maintain long-term motivation among stakeholders.

Shared Understanding

Shared understanding determines whether collaboration generates substantive synergy or merely procedural coordination. Sørensen and Torfing (2017) argue that shared understanding encompasses three interrelated dimensions: a common understanding of the problem, shared values underlying the program, and a clear understanding of each actor's role within the collaborative arrangement. Without these dimensions, collaboration is likely to deteriorate into conflicts of interest or role ambiguity.

In Citeko Village, the development of shared understanding was gradual and required repeated cycles of interaction before genuine cognitive alignment was achieved. During the initial stages of the program, community perceptions of immigration officers were characterized by suspicion and uncertainty. However, through intensive dialogue and empathetic engagement, stakeholders eventually reached a common understanding that "the program is intended solely to protect community members rather than to monitor or punish them" (IMI-01, interview, 2025). Ansell and Gash (2007) describe this form of cognitive convergence as a condition in which shared understanding transcends technical consensus and becomes a driving force that advances collaboration to a more productive level.

At the village-government level, this shared understanding was reflected in data provided by informant DSC-02, who stated that approximately 50 percent of Citeko Village residents now understand the distinction between procedural and non-procedural migration, are capable of identifying legitimate travel documents, and possess a basic understanding of visa functions and immigration procedures at airports and seaports (DSC-

02, interview, 2025). This achievement was facilitated by communication strategies that were adapted to local cultural norms and linguistic contexts, thereby increasing the effectiveness of information dissemination (Hardiyansyah, 2018).

At the individual level, informant MDS-01 illustrated the transformation from a state of complete unfamiliarity with immigration procedures to a functional understanding of the migration process. The informant explained, “Before participating in this program, I had no knowledge of how to apply for a passport. Now I understand the procedures and even feel proud that our village has a program that many other villages do not have” (MDS-01, interview, 2025). Nugroho (2017) argues that the internalization of policy knowledge at the individual level represents one of the most meaningful indicators of successful public outreach because it signifies a genuine change in the mindset of target beneficiaries.

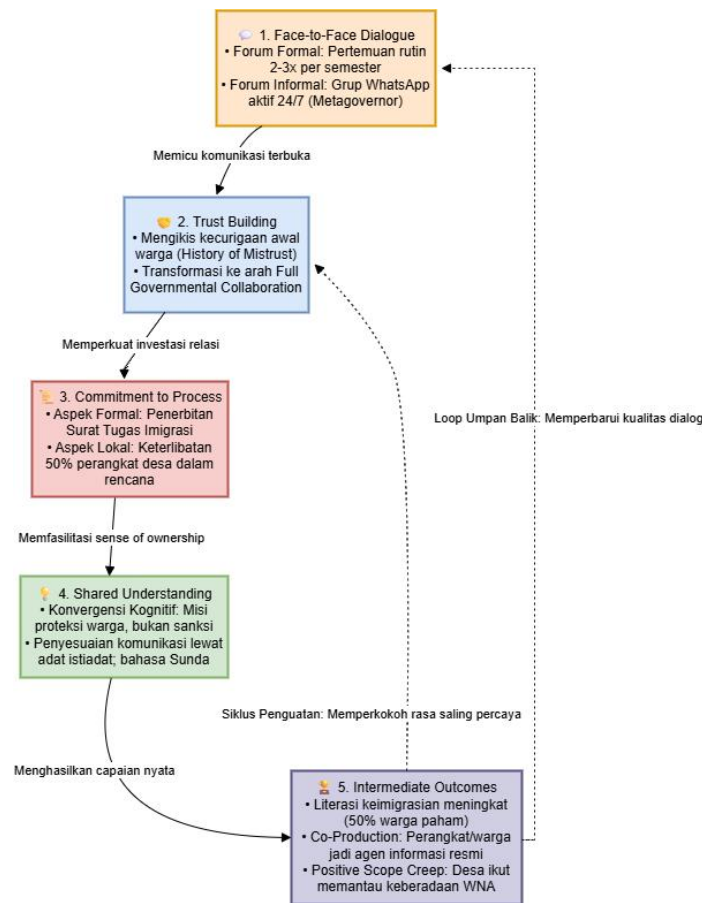
Intermediate Outcomes

Within the collaborative governance framework, intermediate outcomes serve a dual function. They provide empirical evidence that collaboration is progressing in the desired direction while simultaneously motivating stakeholders to maintain their engagement in the collaborative process (Ansell & Gash, 2007). Torfing (2016) further argues that tangible early successes experienced directly by beneficiaries are critical for sustaining participation in collaborative public-sector initiatives.

The findings identified several significant intermediate outcomes. First, the program has contributed to a substantial increase in community immigration literacy. According to the Head of Citeko Village, local residents are now “better informed, better prepared, and better protected when deciding to work abroad” (DSC-01, interview, 2025). Piper (2017) emphasizes that improving migration-related literacy and access to reliable information among prospective migrant workers constitutes one of the most effective strategies for preventing human trafficking because it empowers individuals to make safer and more informed migration decisions.

Second, the program has generated behavioral changes among community intermediaries. Informant MDS-02 reported actively assisting residents who intend to work overseas by directing them toward official migration procedures and relevant government institutions (MDS-02, interview, 2025). Nabatchi et al. (2017) describe this transformation from passive service recipients to active contributors as one of the most significant manifestations of co-production within community-based public services.

Third, and perhaps most notably, the role of Citeko Village has expanded beyond its original objectives. According to informant IMI-02, village authorities now actively participate in monitoring and reporting the presence of foreign nationals within the village area. As the informant explained, “Citeko Village is no longer limited to immigration issues concerning Indonesian citizens but has expanded to include monitoring activities related to foreign nationals residing in the village” (IMI-02, interview, 2025). Agranoff (2017) refers to this phenomenon as positive scope creep, whereby collaborative capacity



and responsibilities evolve organically beyond the program's original design in response to emerging local needs.

Bagan 1 Bagan Alir Proses Kolaborasi (Collaboration Process)

Analysis of Relationships Among Collaborative Governance Elements and Supporting and Inhibiting Factors

The five elements of the collaborative process did not operate independently; rather, they formed an interconnected and mutually reinforcing cycle. Face-to-face dialogue created opportunities for interaction that facilitated trust building. As trust developed, stakeholders became more willing to maintain their commitment to the collaborative process, even when confronted with challenges and uncertainties. Sustained commitment subsequently strengthened shared understanding by creating repeated opportunities for negotiation, learning, and mutual adjustment. This shared understanding then generated concrete intermediate outcomes, which in turn reinforced both trust and dialogue by demonstrating the value of continued collaboration. This cyclical pattern supports Ansell and Gash's (2007) characterization of collaborative governance as an iterative and non-linear process.

Three key factors contributed to the success of collaboration in Citeko Village. First, facilitative leadership played a crucial role, particularly through the active involvement of the Head of the Karawang Immigration Office and Village Immigration

Development Officers (PIMPASA). These actors functioned as metagovernors who continuously maintained the rhythm and quality of collaborative interactions. Sørensen and Torfing (2017) argue that effective metagovernance requires leaders who can build trust, manage differences among stakeholders, and maintain a collective focus on shared objectives. Second, strong political commitment from village authorities was reflected in their willingness to facilitate broad community participation throughout the program. Third, community leaders served as important information brokers who bridged communication between immigration authorities and residents, thereby accelerating program acceptance at the grassroots level.

Despite these strengths, several challenges constrained the effectiveness of collaboration. First, the absence of private-sector participation, particularly from licensed labor recruitment agencies and travel service providers, resulted in a collaborative arrangement dominated by government and community actors. Within the collaborative governance framework, the involvement of multiple sectors is generally considered an important prerequisite for inclusiveness, suggesting a limitation in the current implementation of the program. Second, resistance from informal brokers whose economic interests were threatened by increased transparency represented a significant external challenge. Piper (2017) notes that profit-oriented actors operating within migration networks cannot be addressed solely through educational interventions but require a combination of regulation, monitoring, and community empowerment. Third, the program's limited reach at the grassroots level meant that many residents, especially those who did not attend socialization activities, remained vulnerable to misinformation and the risks associated with non-procedural migration.

CONCLUSION

This study demonstrates that the collaborative process within the Immigration Fostered Village Program in Citeko Village, Purwakarta Regency, has been consistently reflected across the five collaborative process elements proposed by Ansell and Gash (2007): face-to-face dialogue, trust building, commitment to process, shared understanding, and intermediate outcomes. Collaboration among the Karawang Class I Non-Border Control Immigration Office, village authorities, and community members developed through a mutually reinforcing cycle characterized by regular dialogue, increasing trust, documented institutional commitments, and shared perceptions regarding program objectives. These dynamics contributed to tangible outcomes, particularly enhanced immigration literacy among residents and the expansion of the village's role as a partner in monitoring foreign nationals.

Nevertheless, two major limitations constrain the optimization of collaboration. First, the near absence of private-sector participation means that the collaborative arrangement does not fully satisfy the multi-stakeholder principle emphasized in Ansell and Gash's (2007) framework. This finding suggests that the model may require contextual adaptation when applied to government programs that intentionally exclude private actors during the initial stages of implementation. Second, the program's limited penetration at

the grassroots level creates information gaps that may continue to be exploited by informal migration brokers.

Theoretically, this study confirms that Ansell and Gash's collaborative governance framework remains relevant for explaining cross-sector collaboration in the field of immigration governance at the village level in Indonesia. However, limited private-sector involvement should be understood as a contextual variable rather than as evidence of collaborative failure. To strengthen the program in the future, three policy recommendations are proposed. First, the Karawang Immigration Office should integrate licensed labor recruitment agencies into the DBI ecosystem through structured compliance-based incentive mechanisms. Second, the Citeko Village Government should expand immigration outreach activities to the neighborhood-unit (RT) level by optimizing the role of RT leaders as first responders in immigration information dissemination. Third, the Directorate General of Immigration should establish appreciation and regeneration mechanisms for Village Immigration Development Officers (PIMPASA) to mitigate burnout risks and ensure the long-term sustainability of the program.

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