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Optimizing Local Potential through Co-Production: A Case Study of PUTIKSARI Innovation in Malang, Indonesia

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ABSTRACT

PUTIKSARI is one such community-based collaborative innovation in Indonesia. In recent years it has attracted national attention through several awards and its adoption as a replication model in other regions. This study examines how the program is implemented by looking specifically at how local government actors understand and carry out co-production within the initiative. Using a qualitative interpretive approach, data were collected through semi-structured interviews with five officials from the subdistrict and village levels, supported by a review of relevant documents. The findings show that PUTIKSARI has gradually shifted the role of citizens from passive recipients of services to active contributors involved in planning, developing, and evaluating thematic village activities. The government notes several positive outcomes from this process, including stronger social legitimacy and better use of local village potential. However, implementation is not without challenges, particularly regarding the uneven participation of community groups and the limited involvement of private actors in program support and evaluation. Based on these findings, the study suggests that local governments need to strengthen facilitation strategies to build community capacity and ensure broader and more consistent participation.

Keyword:

Co-Production, Local Potential Development, Public Service Innovation, Citizen Participation, PUTIKSARI.

INTRODUCTION

Public services are the most visible example of the state's presence in the lives of its citizens. Over time, the paradigm of public services has shifted from a rigid bureaucratic

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approach to a more participatory and collaborative one (Krogh & Triantafillou, 2024). This shift has become a global trend. Currently, the international framework focuses on the Open Government Partnership (OGP) system, which emphasizes inclusive and citizen-centered governance (Romero, 2025; Respitawulan, 2019; Bartoli & Blatrix, 2018). This shift emerges as a response to the complexities of public governance, faced with limited state resources, diverse community needs, and globalization pressures that demand rapid and innovative adaptation (Adekamwa et al., 2024). This requires a new approach that emphasizes not only bureaucratic efficiency but also strengthens government legitimacy and empowers citizens as key actors in service delivery (Abdillah, 2024). Through this view, citizens are no longer positioned as passive recipients, but as active partners in designing, managing, and evaluating public services (Romero, 2025; Katsonis, 2019).

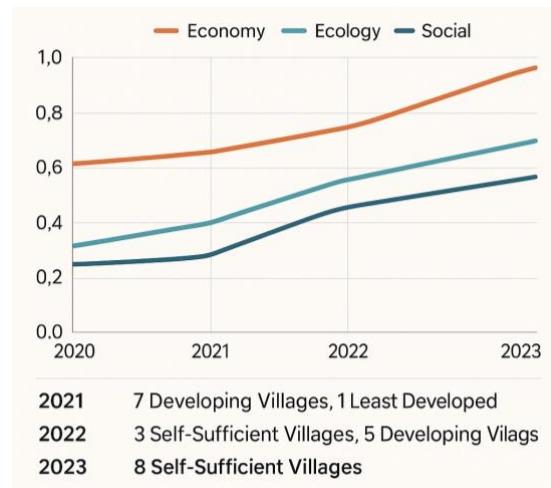
Since the 1970s, a new paradigm has emerged that sees citizens as collaborators in public service delivery. This paradigm is called New Public Governance (NPG). NPG is a paradigm that highlights the importance of actor networks. In the context of public administration, this paradigm offers solutions to address the increasingly complex challenges of contemporary governance. NPG facilitates a personalized service delivery process, with citizens actively contributing to ensure that the services received are tailored to their specific needs (Bao et al., 2013). One of the central concepts in NPG is co-production. Bovaird & Loeffler (2022) specifically define it as the process of active collaboration between citizens and government actors from the design to evaluation of public services. This concept demonstrates a shift from traditional top-down relationships to a collaborative model that positions citizens as the subjects of development. This concept is widely used because of its potential to increase service effectiveness and foster citizen ownership of the resulting policies (Loeffler & Bovaird, 2021; Rosen & Painter, 2019).

In Indonesia, the co-production approach is gaining traction with the rise of community-based public service initiatives, particularly at the local and village levels (Susanti et al., 2023; Wikantiyoso et al., 2021). One such collaborative community-based innovation that has demonstrated significant success in Indonesia is PUTIKSARI, an acronym for Kampung Tematik Wonosari Berseri (Wonosari Thematic Villages). This innovation was developed by the Wonosari Subdistrict Government with a core program of establishing 'thematic villages', such as Kampung Kopi (Coffee Village), Kampung Tari Topeng (Mask Dance Village), or Kampung Ikan (Fish Village). Thematic villages refer to the development of the unique local potential of villages in Wonosari, with the aim of accelerating poverty alleviation, strengthening social cohesion, and maintaining environmental sustainability. Furthermore, the approach used in this innovation also aims to strengthen cultural identity and local wisdom, as is typical of village development and empowerment models (Dewi & Suharto, 2020; Ahdiyana & Ramadani, 2022).

In its implementation, the subdistrict government actively facilitates the development of village flagship products through strategic partnerships with a diverse range of stakeholders. For example, the Wonosari subdistrict government has collaborated with academic institutions such as Brawijaya University and Ma Chung University, as well as various media outlets. Beyond mere stakeholder collaboration, PUTIKSARI's innovation is oriented towards co-production principles, with the full involvement of villagers through community organizations such as the Village Community Empowerment Agency (Lembaga Pemberdayaan Masyarakat Desa/LPMD), the Village Consultative Body (Badan Permusyawaratan Desa/BPD), community leaders, the Family Welfare Empowerment organization (Pemberdayaan Kesejahteraan Keluarga/PKK), and the local youth group (karang taruna) through local forums such as the Village Deliberation Meetings (*Musyawarah Desa* or *Musdes*) and Hamlet Deliberation Meetings (*Musyawarah Dusun* or *Mudus*). This collaboration aligns with the collaborative governance model, while reflecting the deliberate application of co-production principles to build a sustainable development

ecosystem (see Lee et al., 2024; Mardiatmi et al., 2023; Trinh et al., 2014).

PUTIKSARI's innovation has received numerous national awards and has become a model for replication in various other regions. PUTIKSARI was selected as one of the 30 Best Innovations in the Public Service Competition in East Java Province (2022), and was also selected as one of the 45 Best Innovations in the Public Service Competition in 2023 by the Ministry of Administration and Bureaucratic Reform Indonesia. Several villages and cooperatives in Wonosari have also received awards in regional and national innovation competitions, making Wonosari District a reference model for replication by other local governments throughout Indonesia (iNews.id, 2023). In addition to awards and replication, Figure 1 shows the development of the Village Development Index in Wonosari District from 2020 to 2023. The index is measured based on three dimensions: economic, ecological, and social. Overall, all dimensions showed year-on-year improvement. Significant growth was seen in the social dimension, while the economic and ecological dimensions showed moderate improvement. This achievement is closely related to the success of PUTIKSARI's innovation as highlighted by iNews.id (2023). The report based on the Sub-district Performance Synergy (SKK) assessment team in December 2023, which showed that eight villages in Wonosari District had successfully achieved 'Self-Sufficient' status under the Village Development Index.



Source: Wonosari Subdistrict Government Data (2023), adapted by the author.

Figure 1. Development of the Village Development Index in Wonosari Subdistrict, 2020–2023

Through the various achievements of the PUTIKSARI innovation, it can be seen that this program not only functions as a thematic innovation but also serves as a pilot program for effective collaboration schemes in community development. However, these empirical achievements have not yet demonstrated in detail how the co-production process occurs gradually, and how this process creates constructive implications for the government and community at the local level. Previous studies on co-production have essentially been widely discussed in various sectoral and regional contexts. Various studies have shown that co-production contributes to improving service quality, strengthening democratic legitimacy, and expanding the space for citizen participation (see Iman et al., 2025; Wang et al., 2025; Wang & Ran, 2025; Campanale et al., 2021; Ling & Fahmi, 2020; Brandsen et al., 2018). However, the literature also warns of the risks of unequal participation (Eriksson, 2022; Williams et al., 2020), co-optation (Waheduzzaman et al., 2018), and weak long-term sustainability of citizen engagement (Beresford et al., 2020; Williams et al., 2020). This suggests that the success of co-production is heavily influenced by institutional design, power relations, and the local context of public service implementation.

In the Indonesian context, several studies confirm that active citizen involvement can

improve service effectiveness and strengthen government accountability (see Yadisar, 2024), as well as open up space for technology-based innovation to empower rural communities (Sutikno et al., 2022). Studies on thematic villages also highlight the importance of cross-sector synergy in ensuring program sustainability (Rosyidie et al., 2022). However, previous studies have focused on analyzing the aspects of participation and collaboration separately and have not explicitly positioned co-production as a comprehensive process from the planning stage to service evaluation, particularly in the PUTIKSARI innovation. Therefore, this study aims to analyze the implementation of co-production in the PUTIKSARI innovation step by step, from planning, design, implementation, to evaluation, and examine how this process creates constructive implications for the government and local communities.

CONCEPTUAL FRAMEWORK

Co-Production

Co-production is a fundamental component of the NPG paradigm, which emphasizes public participation in service delivery (Ansell & Torfing, 2022). Referring to its development, the NPG framework essentially emerged as a paradigm that responded to the limitations of the rigid and hierarchical Weberian bureaucratic paradigm and the market-based logic of New Public Management (NPM) in addressing complex cross-sectoral problems (Krogh & Triantafillou, 2024). By prioritizing administrative flexibility, trust, citizen engagement, and public-private partnerships, NPG provides a more adaptive framework for contemporary governance challenges (Nielsen & Andersen, 2024; Hilmer Pedersen & Johannsen, 2018; Wiesel & Modell, 2014). In this context, co-production becomes a core mechanism of NPG, shifting the view that public services are products provided by the state to the outcome of interactions between service providers and recipients.

The conceptual roots of co-production stem from Elinor Ostrom's seminar work, with its emphasis on interactive patterns in public services (Ansell & Torfing, 2022; Osborne et al., 2021; Sorrentino et al., 2018). Bovaird & Loeffler (2022) developed this concept specifically within the context of public administration, defining co-production as citizens' contributions to an organization's work to create added value for both the organization and the wider community. In other academic developments, such as those by Marshall et al., (2019), co-production is not a sporadic form of participation. Co-production is positioned as a concept with a core of genuine partnership from the beginning of service delivery, not merely the superficial involvement of citizens at the final stage of public service delivery. Over time, co-production has evolved into a concept of shared public value creation through the design of holistic solutions. Farr (2018) refers to this as the process of institutionalizing co-production.

The institutionalization of co-production is closely linked to the practical actions undertaken in public service delivery. The emphasis is on identifying value-based policy objectives, with contributions from all stakeholders contributing substantial resources (Osborne et al., 2021). In co-production practices, multiple dimensions of power operate simultaneously, adhering to principles such as trust, equality, and reciprocity as key to service effectiveness (Farr, 2018; Pettican et al., 2023). This means that co-production practices involve shared goal-setting. Therefore, the skills, experience, and knowledge of all stakeholders are mutually respected and utilized in the development of public services (Pettican et al., 2023). This condition refers to the belief in the concept of co-production, that those affected by a policy or public service are the ones who best understand its needs and are best positioned to assist in its formulation (Turnhout et al., 2020).

Accordingly, the co-production approach proposes that citizens can provide valuable contributions at four primary stages of the policy cycle (Bovaird & Loeffler, 2022; McMullin,

2021). These stages or often referred to as the 'four co's', include co-commissioning, co-design, co-delivery, and co-assessment in public service provision. As illustrated in Figure 2, these stages form a continuous cycle. Each stage can be described as follows:

1. Co-commissioning

In this stage, citizens participate in decision-making processes regarding policies or public services and desired outcomes. This entails involvement in setting priorities and making key decisions about which services should be provided and how resources should be allocated (Ongaro et al., 2021).

2. Co-design

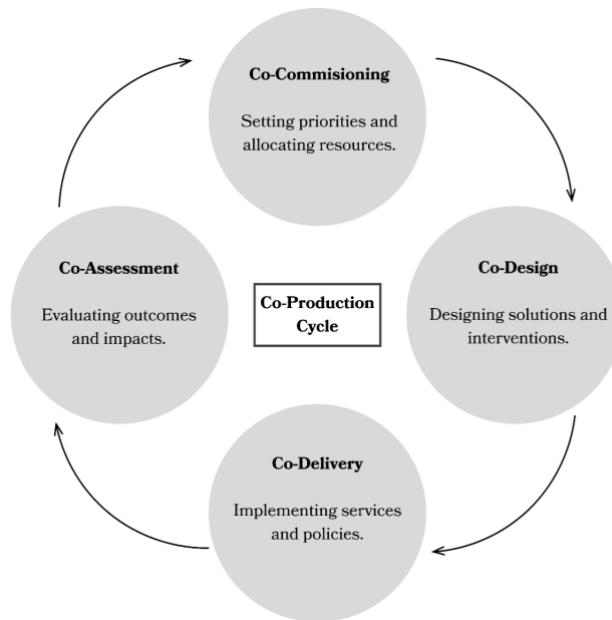
Citizens collaborate with policymakers and service providers in designing services. This collaborative design process ensures that services align with community needs and preferences, thereby producing more effective and user-friendly solutions (Farr, 2018).

3. Co-delivery

At this stage, citizens are actively involved in the actual implementation and delivery of public services. This may include a range of activities from volunteering to more formal roles in policy execution or service provision (Leonardi & Not, 2022).

4. Co-assessment

Citizens participate in evaluating public services. Co-assessment facilitates a more comprehensive and accurate understanding of service performance and outcomes by integrating the perspectives and experiences of policy subjects or service users (Leonardi & Not, 2022).



Source: Developed by the author, based on Bovaird & Loeffler (2022)

Figure 2. The Four Stages of the Co-Production Cycle

Referring to the four stages of co-production, Bovaird & Loeffler (2022) show that this collaborative process can contain strong political elements alongside detailed technical elements. For example, in this case, citizens can be involved in making important political decisions such as determining procurement priorities, not just managerial choices about how services should be delivered. Co-production also provides several other benefits, including increasing public value by ensuring services better meet citizens' needs and preferences, producing cost-effective public services, and fostering a sense of ownership and responsibility among citizens to strengthen the resilience of the public service system (Loeffler & Bovaird, 2021). Finally, co-production can also increase legitimacy and maintain

democratic values in public decision-making (Crompton, 2019; Brandsen et al., 2018).

METHODS

This study uses an interpretive qualitative research design to explore co-production practices within the PUTIKSARI innovation program. Interpretive qualitative research is an appropriate approach because it focuses on understanding the meanings and interpretations constructed by actors regarding their experiences and the social worlds they navigate. This approach emphasizes the subjective nature of experience and seeks to uncover a rich, contextual understanding of the co-production phenomenon from the perspective of innovation actors (Bhattacharya, 2017). In keeping with the research focus, this study specifically examines these collaborative dynamics from the perspective of government actors who designed and facilitated the program.

In this study, data collection was conducted through semi-structured online interviews via the Zoom video conferencing platform and the WhatsApp communication app. Although the PUTIKSARI innovation was designed and implemented within a collaborative framework involving multiple stakeholders, data collection in this study deliberately focused on government actors. This methodological choice was made because the government plays a key role as the initiator, coordinator, and institutionalizing actor of the PUTIKSARI innovation. From the government's perspective, co-production is understood not only as a participation mechanism but also as a governance strategy in managing multi-actor collaboration. Therefore, this study involved a total of five government key informants (see Table 1), selected based on their in-depth understanding, roles, and direct responsibilities in implementing the PUTIKSARI innovation.

Table 1. Informant Profiles

Informant	Status	Position
Informant 1	Stakeholder	Head of Wonosari Sub-District, Malang Regency
Informant 2	Stakeholder	Head of Development and Community Empowerment Section, Wonosari Sub-District
Informant 3	Stakeholder	Head of Sumberdem Village, Wonosari Sub-District, Malang Regency
Informant 4	Stakeholder	Head of Bangelan Village, Wonosari Sub-District, Malang Regency
Informant 5	Stakeholder	Head of Wonosari Village, Wonosari Sub-District, Malang Regency

Source(s): Developed by the author, 2025

In addition to data collection through interviews, this study also employed document study techniques. This process involved identifying and analyzing various credible sources, including academic journals, books, policy reports, and media articles relevant to the research focus. This data collection technique serves to position the object of analysis within the broader scientific discourse and facilitates the interpretation and triangulation of findings obtained through interviews.

The data analysis process in this study employed a thematic analysis approach with three main stages: data familiarization, coding and theme formation, and interpretation and reporting of themes (Braun & Clarke, 2006). In the first stage, we repeatedly read all interview transcripts with informants to understand the context of the PUTIKSARI innovation implementation. In the second stage, we systematically coded the data to identify recurring patterns and significant statements related to co-production practices. In the third stage, we interpreted the themes formed in the second stage using a co-production framework to explain the stages involved in the PUTIKSARI innovation. To ensure the trustworthiness of

the findings, we employed source triangulation, which involved cross-referencing insights from the interviews with information gathered from the literature review and official documents. This process helped to validate and enrich our interpretations, ensuring a credible and robust analysis.

RESULT AND DISCUSSIONS

Co-Production in the Development of Local Potential

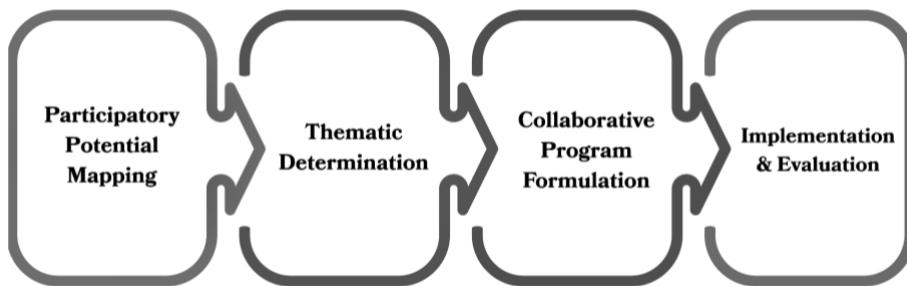
As a community-based innovation with the formation of thematic villages in Wonosari District, the PUTIKSARI innovation demonstrates how the concept of co-production is not only adopted as a participatory principle, but also translated into a practical strategy for optimizing collective potential. Referring to the perspective of the Wonosari District Government as the main policy actor, village development cannot be separated from the active involvement of the community, especially in facing the common challenge of poverty in rural areas. In practice, the implementation of PUTIKSARI takes place in interrelated stages: planning, implementation, and evaluation, with each stage involving the community through community organizations in the area. These organizations include the Village Community Empowerment Agency (Lembaga Pemberdayaan Masyarakat Desa/LPMD), the Village Consultative Body (Badan Permusyawaratan Desa/BPD), community leaders, the Family Welfare Empowerment organization (Pemberdayaan Kesejahteraan Keluarga/PKK), and the local youth group (*karang taruna*). This deep community involvement is rooted in the belief held by the Wonosari Subdistrict Government that village potential cannot be developed without the community's role as co-producers, as reflected in the following interview quote:

"This PUTIKSARI innovation stems from the issue of untapped village potential. In addition, PUTIKSARI also emerged because the development of village potential has so far been carried out individually. From that, we realised that developing potential requires good cooperation from all parties. Prior to this innovation, there was no consensus among residents regarding the optimal utilisation of village potential, resulting in the absence of a well-conceived plan for establishing an empowered area. For this reason, we stress the importance of the involvement of all community components as key actors." (Informant 1, 23 May 2025)

Referring to the "PUTIKSARI Handbook" published by the Wonosari Subdistrict Government, the stages of establishing thematic villages begin with participatory potential exploration. At this stage, informant 2 stated that the community collectively maps the various potentials in each village by holding local forums, namely the Village Deliberation (Musyawarah Desa/Musdes) and the Hamlet Deliberation Meeting (Musyawarah Dusun/Mudus). These deliberations cover a variety of issues ranging from social, economic, environmental, cultural, human resources, to infrastructure. In discussing PUTIKSARI innovations in these forums, a mapping process is carried out using a priority scale assessment method, allowing residents to identify village strengths and specific needs in a structured manner. The results of this process then serve as the basis for determining the concept of thematic villages. Generally, the chosen concept not only reflects local characteristics but is also expected to be able to address the community's socio-economic problems. Referring to the concept of co-production, this initial process illustrates a form of co-commissioning, as described by Ongaro et al., (2021), which is a decision-making stage involving citizen participation in setting priorities and making key decision in public service.

Furthermore, to ensure the program's sustainability, the Wonosari District Government has also developed a more structured scheme. This scheme is designed to guide the process from the initial idea to evacuation. This scheme is designed to ensure that each stage is responsive to local needs. In documents held by the Wonosari District Government, this scheme has several stages: (1) Participatory Potential Mapping, where the community

identifies local strengths; (2) Theme Determination, where specific themes are selected through deliberation; (3) Collaborative Program Formulation, where activities and objectives are designed together; and (4) Implementation and Evaluation, where the program is implemented and its impact is assessed. This entire process, visualized in Figure 3, is documented in official records to ensure the collaborative method is consistently followed. Through this scheme, the PUTIKSARI innovation demonstrates the program's function as a tool to strengthen the community's collective capacity to manage change independently. The approach taken in this innovation aligns with Turnhout et al. (2020), who emphasize that citizens are the most relevant actors in formulating service solutions.



Source: Developed by the author, based on Wonosari Subdistrict Government documents.

Figure 3. Thematic Village Development Scheme in PUTIKSARI

After the previous stages were completed, the PUTIKSARI innovation moved into the collaborative design phase. In this phase, thematic village themes were not determined in a top-down manner but were decided through processes involving residents and community organisations. According to government informants, the involvement of these actors shows that the thematic decisions were based on consensus. The themes were chosen not only based on the village's superior potential but also on a joint analysis of the community's social and economic problems. Through this approach, the selection of a thematic village theme became a strategy to build local identity while also serving as a vehicle for economic empowerment, as indicated in the following interview quote.

"The agreed theme of the village must respond to the real challenges faced by the community, not merely ceremonial matters. For example, from the potential exploration, it was found that the village or hamlet has many fish ponds, so the agreed theme becomes the formation of a Kampung Ikan. But we also look at the impact of developing the Kampung Ikan, whether it will affect the community's economy or not. Another example is the Kampung Tari Topeng, which is based on joint analysis by the community and the village government regarding the village's tourism conditions, which we hope will have a positive economic impact on the community." (Informant 2, 23 May 2025)

Once the theme is agreed upon, the co-design phase in the PUTIKSARI service innovation proceeds with the formulation of thematic village programmes or activities. Informant 2 stated that this stage begins with describing the ideal conditions to be achieved. The theme design becomes a kind of visioning process that is collectively agreed upon to imagine the future state of the thematic village. Based on this vision, various activities and programmes are collaboratively arranged to realise the envisioned conditions. The programme formulation in PUTIKSARI is carried out by considering several strategic criteria such as social, economic, environmental, and infrastructure. These strategic criteria makes each intervention has a measurable direction. For the Kampung Kopi theme, Informant 3 explained that the community had begun exploring simple digital marketing activities, along with basic training on product packaging. In Kampung Ikan, Informant 4 told us that both villagers and the village government jointly planned several activities, such as fish farming

training and shared pond management. Informant 2 also mentioned that the Fisheries Agency supported this work by providing fingerlings, feed, and even heavy equipment. As for Kampung Tari Topeng, Informant 5 described programmes focused on cultural preservation, including efforts to introduce the Mask Dance into early childhood and primary school curricula, as well as the development of cultural tourism packages.

Meanwhile, to articulate a collaborative model, the PUTIKSARI innovation implements a cross-sector actor network engagement scheme. As reported by Jatimtimes.id (2023), the PUTIKSARI innovation involves the roles of the government, local communities, academics, businesses, and the mass media. In the academic sector, for example, the Wonosari District Government and the local community have established a partnership with Brawijaya University to apply technology to improve local products, as well as with Ma Chung University in a collaborative scheme for developing sustainable village tourism. To increase popularity and reach a wider range of tourists, the PUTIKSARI innovation scheme has also established collaborations with local media such as Radar Jatim and Malang Post, which actively promote thematic village tourism packages. In contrast to the business sector, informant 2 stated that collaboration has been carried out, although it is still limited. The collaboration that has occurred so far is often informant-led, but still plays an important role. This is as expressed in the following statement:

"With business actors, we actually do collaborate. For example, with the Malang Raya jeep rental community. We work together to connect tourism between thematic villages. It's still informal and limited for now, nothing has been written down yet, but we already operate together to bring visitors using jeeps." (Informant 2, 23 May 2025).

Through these collaborative arrangements, PUTIKSARI has adopted a cross-sectoral service approach that strengthens its support networks and signals a new direction in public service governance (Lee & Kim, 2024). This collaboration marks a tangible departure from merely symbolic or formalistic participation. For instance, unlike tokenistic models where community input is sought late in the process, PUTIKSARI involves citizens from the very beginning in foundational decisions, such as mapping local potential and determining the village's theme through deliberative forums (Musdes and Mudus). This practice fosters a more equal relationship between the state and citizens. This perspective aligns with the principles of New Public Governance, which emphasize the importance of 'genuine partnerships' over partial involvement (Marshall et al., 2019).

The convergence of the PUTIKSARI innovation with the NPG framework is further evidenced by the actual engagement of citizens in co-delivery roles. In practice, the Wonosari Subdistrict Government has established several formal bodies to ensure the innovation's sustainability. These include citizen-led Working Groups (Kelompok Kerja/Pokja), which operate at the village level but are formally legitimized through a Decree of the Subdistrict Head. This working group consists of representatives from the local community. Its functions and roles include formulating schedules, developing strategies, and establishing operational procedures for each thematic village within its area of responsibility. In addition to these administrative duties, the working group also coordinates meetings with the wider community to map existing potential and act as a product marketing facilitator.

Finally, in the co-production scheme, namely co-evaluation, the PUTIKSARI innovation again involves residents. As is commonly understood in the concept of co-production, this stage is carried out by integrating the perspectives and life experiences of citizen as implementers and recipients of services to create broader public value. Quesada et al., (2019), stated that this stage is able to facilitate a more comprehensive understanding. In practice in the PUTIKSARI innovation, informant 2 stated that the evaluation phase involves an "Interactive Discussion" model that brings together community members, Working Groups, village organizations, and sub-district officials to conduct an analysis of the implementation

and evaluation of village programs. During these discussions, citizens can provide direct feedback on the economic benefits they have experienced, suggest improvements to tourism management, or raise concerns about operational challenges. These discussions are held annually in August in each thematic village. The culmination of the evaluation and all stages of the PUTIKSARI innovation is the Thematic Village Competition held to award the most successful thematic village.

Overall, the orientation towards co-production embedded in the PUTIKSARI innovation reflects a shift towards a more holistic and collaborative governance framework for sustainable public services. The substantive implementation of PUTIKSARI positions the government not as a dominant provider, but as a steering actor, monitor, and facilitator of an enabling ecosystem for multi-actor engagement. This facilitative role is evident in the capacity of the Wonosari Subdistrict Government to coordinate policy directions, develop village flagship products, and serve as a bridge between village governments and external actors, including academia, financial institutions, and the media. The subdistrict's support is also manifested in the promotion of village potentials through both digital and conventional channels (RadarJatim.id, 2023). Citizen participation in PUTIKSARI is therefore not passive, but realized through direct engagement in deliberative decision-making processes.

However, upon closer examination, particularly from the perspective of initiative ownership, the PUTIKSARI program demonstrates a hybrid form of innovation. This is evident in the fact that the initial idea was driven by a state actor (the sub-district government), but actively developed through active interaction with non-state actors. Collaboration occurred through several specific mechanisms, such as the Village and Village Consultative Assembly (Musdes) as deliberative forums, formal partnerships with universities, and informal agreements with local businesses. However, the most prominent aspect of all these mechanisms was the presence of the community as co-producers. This scheme underscores that PUTIKSARI did not emerge as a unilateral initiative, but rather a coalition of ideas from various stakeholders. Through this process, the Wonosari community has transitioned from a target group to a group of actors. This demonstrates a paradigm shift from residents as clients to residents as co-producers, empowered to shape the services they receive (Wiesel & Modell, 2024).

Implications of Co-Production for Local Potential Development

The co-production practice in PUTIKSARI innovation has at least produced various impacts on village development in Wonosari District. These impacts include three things: (1) the development of villages into new economic centers that provide alternative sources of income for local residents; (2) contributing to strengthening local identity and cultural practices in villages that base themes on traditional arts; and (3) providing specific impacts to support improvements in public health, such as improving nutrition and preventing stunting.

In the first impact, beyond its role as a branding effort, thematic villages have created new economic activity spaces. In practice, the concentration of community efforts on developing a specific local potential, whether coffee, fish, or traditional arts, encourages the growth of related small businesses. These activities have evolved from producing derivative products and organizing simple tour packages to opening small cafes or souvenir stalls. Over time, this development has helped several villages emerge as new hubs of economic activity in Wonosari. A clear example can be seen in the Kampung Tari Topeng, where cultural performances attract regular visitors year after year. This is as conveyed by an informant as follows:

“Kampung Tari Topeng has now become one of the favourite destinations in Wonosari Sub-district, frequently visited by tourists, not only from nearby regions but also internationally. We regularly hold tari topeng (mask dance) performances as part of our annual Bersih Desa rituals or to welcome visiting guests, enabling visitors to enjoy an

aesthetic cultural experience. These visits are a blessing for us, particularly in boosting the local economy through the sale of various souvenirs." (Informant 5, 26 May 2025)

Through the Wayang Topeng performances and supporting activities, these efforts generate additional economic value for villagers while simultaneously introducing local culture to visitors. Beyond the direct economic impacts, the development of the Kampung Tari Topeng has also fostered greater awareness of cultural and environmental preservation. Informant 5 highlighted that because the Wayang Topeng performances are traditionally held at Punden Sumber Kali Topeng, a significant local spring, the site's cultural importance is directly linked to its ecological health. This connection motivates tangible community actions in sustainable water resource management, such as organizing routine clean-ups of the spring and enforcing informal rules against littering or pollution in the surrounding area. These culturally driven activities, therefore, encourage direct community participation in protecting and maintaining their natural and ancestral heritage.

Another implication can also be seen from the development of the Kampung Kopi. This village is the result of a collaboration with local coffee farmers. Kampung Kopi aims to provide residents with an understanding of coffee cultivation and processing, from planting to post-harvest. According to Informant 3, before the Kampung Kopi was initiated, most farmers were only able to sell coffee as raw beans. After the initiative developed, local coffee farmers finally received guidance on how to process coffee beans into products with higher value. Through support from the sub-district government, villagers learned practical skills such as drying, milling, and packaging coffee. These skills enabled them to sell their products at a better price and reach a wider market. Informant 3 also noted that the program emphasized community involvement, as members participated in all stages of production and shared profits fairly. Currently, the Kampung Kopi also serves as a learning center for visitors who want to learn about coffee cultivation and processing, making it one of the educational tourist attractions in Wonosari.

Drawing on his experience as a native of a village that developed into a Kampung Kopi, informant 3 revealed that through the PUTIKSARI innovation, Kampung Kopi has succeeded in attracting visitors from various regions who want to learn about coffee cultivation and processing. The presence of these tourists from various regions has been able to stimulate the growth of local micro, small, and medium enterprises (MSMEs) around the thematic village. Although the limitations of this qualitative study did not collect quantitative data on the exact number of MSMEs or analyze their specific economic performance, the informants' perspectives indicate positive implications of this PUTIKSARI innovation. Thus, Kampung Kopi is seen not only as an alternative source of income but also as a medium for community empowerment and economic independence. However, Informant 3 also highlighted the importance of careful management so that this positive impact can be sustainable and provide an equitable impact for the entire village community.

Turning to other impacts of the Thematic Village development process through a co-production approach, the development of thematic villages in Wonosari District has also contributed to stunting prevention and mitigation efforts. This is exemplified by the establishment of Kampung Ikan in Bagelan Village. Spanning an area of 5,000 m², Kampung Ikan produces approximately 12 tonnes of fish per harvest, with harvests occurring every six months. Informant 4 stated that Kampung Ikan not only generates economic benefits for local residents but also supports efforts to improve family nutrition, especially among children as highlighted in the following interview excerpt:

"Alhamdulillah. Through this programme, we are able to provide access to nutritious food, protein-rich fish that is vital in preventing stunting among toddlers. Moreover, Kampung Ikan also conducts educational activities to teach children the importance of eating fish to meet balanced nutritional intake." (Informant 4, 26 May 2025)

In addition to the Kampung Tari Topeng, Kampung Kopi, and Kampung Ikan mentioned above, the development of various other thematic villages has also shown positive results. for example Kampung Wisata Air Terjun Tanaka. According to informant 1, this tourism village attracts up to 6,000 visitors per month and generates approximately IDR 1.2 billion in tourism revenue annually. Meanwhile, Kampung Bunga, located in Sumberdem Village, has successfully encouraged community-based economic growth through horticulture. Specifically, Kampung Bunga collaborates with Bank Rakyat Indonesia (BRI), a third party. This collaboration involves the regular supply of fresh flowers to its 14 branch offices every two weeks. In addition, the Kampung Ternak (Livestock Village) developed in Sumberdem and Bangelan Villages has recorded a notable achievement, with a total of 3,200 livestock transactions in 2023. Equally significant, other thematic villages such as the Kampung Toga (Herbal Village), Kampung Lemon (Lemon Village), and Kampung Rosella (Rosella Village) have succeeded in producing herbal medicines and beverages with economic value.

Referring to the success of previous thematic village developments, the Wonosari Subdistrict Government, together with village administrations and local communities, continues to strive for expansion by creating new thematic villages. This is achieved through the structured scheme previously described. As of 2025, Informant 2 stated that at least eight new thematic villages have been developed, namely: Kampung Lele, Kampung Sekarsari, Kampung Cengkeh, Kampung Pandanwangi, Kampung Pepaya, Kampung Darmon, Kampung Melon, and Kampung Ngaso. These villages are expected to generate a comparable impact to the earlier thematic villages such as Kampung Kopi, Kampung Wisata Air Terjun Tanaka, Kampung Tari Topeng, Kampung Ternak, Kampung Ikan, Kampung Bunga, Kampung Toga, Kampung Lemon, Kampung Magati, KRPL (Kawasan Rumah Pangan Lestari), Kampung Rosella, and Kampung Purwaceng. However, the development process is not without challenges, ranging from natural conditions to the level of community engagement, as illustrated by the following interview excerpt:

"Indeed, we are continuously striving to develop additional thematic villages, there are eight currently, with the hope that the impact of the PUTIKSARI innovation can be extended to benefit the broader community. Nevertheless, greater efforts are needed for such development. We do encounter challenges. For example, in Kampung Kates, we had already developed a program with the residents and received seedling assistance. However, when the dry season arrived, many of the seedlings died. Since then, there haven't been many activities, partly due to the lack of community support. However, we don't believe this is a major obstacle, it's just that the timing wasn't right." (Informant 2, 23 May 2025)."

Despite several challenges, especially in maintaining the continuity of thematic village initiatives, PUTIKSARI still shows clear results on the ground. New thematic villages continue to emerge, tourism visits have increased, and more residents in the creative and informal sectors are benefiting from these activities. Collaboration with various actors, including local businesses and institutions such as Bank BRI, also shows that the pentahelix model in PUTIKSARI is actually working in practice. These developments have helped improve community welfare and contributed to the growth of Village Original Revenue (Pendapatan Asli Desa/PADesa), strengthening the programme's legitimacy and prospects for long-term sustainability. Furthermore, PUTIKSARI has also become a reference model for other regions conducting comparative study visits. Informant 1 confirmed that several delegations from other regional governments have conducted study visits to learn from the success of this innovation. Although no formal awards were explicitly awarded to PUTIKSARI, these visits demonstrated the excellence and success of PUTIKSARI's innovation, with its potential as a model for replication. This recognition aligns with the various awards it has received, including the Paralegal Justice Award from the Ministry of Law and Human Rights (2023), the Clean and Sustainable Village (Desa Bersih dan Lestari/BERSERI) in 2021 and 2022, the

Best Resilient Village in Malang Regency in 2022, and First Place in the Gotong Royong Village Implementation Award in 2023.

Although PUTIKSARI has achieved many positive outcomes, its progress relies on a broad support system. Informant 1 noted that financial assistance comes from several levels of government, including Village Funds from the central government and technical support from provincial and regency agencies. Villages also use income from their own business units to keep activities running. Administratively, the Wonosari Subdistrict Government plays an important role by issuing formal decrees that give legitimacy to the thematic villages and their working groups. Community self-help efforts and contributions from private partners also form part of this support network. Together, these different sources of assistance create the foundation that allows the innovation to continue and helps strengthen local resilience.

Overall, the co-production practices within PUTIKSARI have produced a number of concrete benefits. These include a stronger sense of shared responsibility among residents, the growth of small local enterprises, and improvements in social cohesion. Innovations that are developed through genuine partnerships tend to have a better chance of lasting because people feel more emotionally invested in them. This is in line with Loeffler and Bovaird's (2021) argument that co-production can make public service systems more adaptable and responsive to citizens' needs. It also echoes Bovaird and Loeffler's (2022) view that co-production adds value by expanding social networks and strengthening collective efforts to generate public value.

CONCLUSION

This study explores the PUTIKSARI innovation from the perspective of government actors who initiated and coordinated the program. The findings suggest that the success of the PUTIKSARI innovation lies in its ability to organize citizen involvement from initial initiation to program evaluation through a clear and formal structure. This thematic village model empowers citizens to determine the direction of their social, economic, and environmental development. Through the various arrangements within this innovation, village communities gradually shift from being passive recipients of services to becoming actors who help shape development processes and outcomes. Based on these findings, several recommendations can be made to optimize and replicate such co-production models. First, while government facilitation is crucial, over-reliance on informal partnerships, particularly with the business sector, creates sustainability risks. Therefore, a key step is to formalize multi-stakeholder engagement through clear, written agreements. Second, the case of the struggling Kampung Kates highlights that a one-size-fits-all approach is insufficient. Governments should develop targeted capacity-building programs for communities with lower engagement levels to ensure participatory equity. Finally, the "Interactive Discussion" model for co-assessment should be institutionalized as a formal feedback loop, ensuring that citizen evaluations directly inform the next cycle of planning and resource allocation. This study has two primary limitations. It focuses on a single case, which means that caution is needed when drawing conclusions beyond the Wonosari context. More importantly, the research relies on the perspectives of government actors. As a result, it does not fully capture how residents themselves interpret their involvement or how they experience the outcomes of the programme. Future studies that centre on community voices would provide a more balanced picture of how co-production unfolds in practice.

ABBREVIATION

PUTIKSARI : Kampung Tematik Wonosari Berseri
NPG : New Public Governance

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DECLARATION OF AI ASSISTANCE

The authors used generative AI tools (Google Gemini) solely for language polishing, grammar checking, and improving the clarity and readability of the manuscript. The use of AI did not involve data generation, data analysis, interpretation of results, or the formulation of scientific conclusions. All ideas, data, analysis, and interpretations presented in this manuscript are entirely the original work of the authors, and the final version was carefully reviewed and validated by the authors.

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