



Inclusive Public Services in Elderly-Friendly City Governance in Yogyakarta

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ABSTRACT

The increase in the number of elderly people in urban areas requires a more inclusive, responsive, and integrated public service policy. The city of Yogyakarta is one of the cities with a high proportion of the elderly so that it requires urban governance that is able to ensure accessibility, social protection, participation, and quality of life for the elderly. This article aims to analyze inclusive public services as an elderly-friendly city governance strategy in Yogyakarta City. This study uses a descriptive-qualitative approach based on conceptual analysis to the dissertation research design, with reference to Edwards III's policy implementation theory, Dunn's public policy concept, Ansell and Gash's collaborative governance, Pierre and Peters' urban governance, Riggs' administrative ecology, and the WHO's age-friendly city framework. The results of the study show that although the city of Yogyakarta already has various elderly service programs, such as Posyandu for the Elderly, social services, and communication forums, their implementation still faces challenges in the form of policy fragmentation, weak coordination between actors, limited participation of the elderly, and the lack of optimal integration of local socio-cultural values in service governance. Therefore, an elderly-friendly city needs to be realized through a collaborative governance model involving local governments, senior communities, families, civil society organizations, academia, and the private sector. This article recommends strengthening the roadmap of an elderly-friendly city, an elderly participation forum, the integration of cross-sector services, and digital public service assistance so that the development of Yogyakarta City is more inclusive for the elderly.

INTRODUCTION

The phenomenon of population aging is one of the important issues in contemporary urban development. The increase in the number of elderly people not only has an impact on the health sector, but also affects public services, spatial planning, transportation, social protection, citizen participation, and local governance. In this context, the city is no longer enough to be understood as a physical space, but rather as a social and administrative space that must be able to guarantee access, security, comfort, and dignity for all groups of citizens, including the elderly. Therefore, the issue of an elderly-friendly city needs to be placed as part of the agenda of inclusive public services and urban governance.

Globally, the World Health Organization explains that population aging and urbanization are two major trends of the 21st century that are interrelated. An elderly-friendly city is a city that is able to adjust its structure, services, and environment to support the health, participation, and safety of the elderly population (WHO, 2007). The WHO's age-friendly city framework places eight important domains, namely open spaces and buildings, transport, housing, social participation, social respect and inclusion, civic participation and employment, communication and information, and community support and health services. The eight domains show that services for the elderly cannot be viewed as sectoral, but must be managed in an integrated manner.

Indonesia is also moving towards an ageing society structure. Increasing the proportion of the elderly requires central and regional governments to strengthen policies that are responsive to the needs of the elderly group. The city of Yogyakarta is one of the relevant areas to be studied because it has a fairly high proportion of the elderly, a strong socio-cultural character, and initiatives towards an elderly-friendly city. Based on data in the draft proposal, the number of elderly people in Yogyakarta City in 2024 will reach 64,267 people or around 15.46% of the total population. This condition shows that the elderly is no longer a small group in the demographic structure of the city, but an important part of the city's citizens that must be considered in public service policies.

However, the existence of an elderly program does not necessarily mean that city governance is elderly-friendly. Several programs such as the Elderly Posyandu, the Elderly Social Service Center, communication forums, and health services do show the attention of the local government. However, the main challenges lie in policy integration, coordination between regional apparatus, elderly participation in planning, and the sustainability of service models. Inclusive public services require that the elderly is not only the object of service recipients, but also the subjects involved in the identification of needs, policy formulation, program implementation, and service evaluation.

The problems of the elderly in Yogyakarta City are also multidimensional. The elderly face health, economic, social, psychological, and digital vulnerabilities. The digital divide is important because urban public services are increasingly directed through digital systems, while not all elderly people have adequate capabilities, access, or assistance. If public service governance does not pay attention to this gap, then digitalization can actually create new exclusions for the elderly group. Therefore, elderly-friendly city policies need to integrate

direct service approaches, community support, digital literacy, and accessible service design.

Based on these issues, this article aims to analyze inclusive public services as an elderly-friendly city governance strategy in Yogyakarta City. The main focus of this article is to explain the relationship between public service policy, urban governance, the role of actors, and socio-cultural factors in supporting the realization of an elderly-friendly city. The article also offers the argument that elderly-friendly cities are not enough to be built through sectoral programs, but require a collaborative governance model that connects local governments, communities, senior communities, the private sector, academia, and families.

LITERATURE REVIEW

The concept of inclusive public services departs from the view that the state and local governments have a responsibility to provide services that are fair, accessible, responsive, and non-discriminatory. From a public policy perspective, public service is not just an administrative activity, but part of a policy process that includes setting the agenda, formulation, adoption, implementation, and evaluating policies (Dunn, 2018). Thus, public services for the elderly need to be seen as a series of policy processes that must begin with the recognition of the needs of the elderly, followed by program formulation, service implementation, and evaluations based on the experience of elderly residents.

Edwards III's policy implementation theory is relevant to analyze the effectiveness of elderly-friendly public services. Edwards III (1980) explained that policy implementation is influenced by four main variables, namely communication, resources, executive disposition, and bureaucratic structure. In the context of an elderly-friendly city, communication is related to the clarity of service information for the elderly; resources related to budget, support staff, facilities, and infrastructure; disposition related to the commitment of the apparatus to vulnerable groups; Meanwhile, the bureaucratic structure is related to coordination between institutions. If these four elements do not go well, then the policy of the elderly tends to stop as a normative document and does not produce real changes in services.

In addition to policy implementation, urban governance is also an important concept in this article. Pierre and Peters (2000) explained that governance is related to mechanisms, processes, and relationships between actors in directing development and public services. Urban governance is not only run by the government, but also involves the community, communities, the private sector, academics, and civic organizations. In the context of an elderly-friendly city, urban governance requires cross-sectoral coordination, as the needs of the elderly include health, transportation, public space, housing, communication, social protection, and community participation.

The concept of collaborative governance from Ansell and Gash (2008) reinforces the understanding that complex public services require collaboration between actors. Ansell and Gash explain that collaboration is influenced by initial conditions, institutional design, facilitative leadership, and collaborative processes. In the issue of elderly-friendly cities, collaboration is needed because

local governments cannot work alone. The elderly community, families, Posyandu cadres, social institutions, academics, and the private sector have a role in strengthening access to services, providing information, assisting the elderly, and providing input on policies. Thus, an elderly-friendly city is the result of collective work, not just a product of bureaucracy.

The WHO's age-friendly city framework is an important foundation for assessing the extent to which a city supports the lives of the elderly. WHO (2007) emphasizes that elderly-friendly cities must pay attention to the physical, social, economic, and health service environment? WHO's eight domains show that the needs of the elderly are very broad, ranging from safe transportation, comfortable sidewalks, easily accessible public spaces, close health services, to easy-to-understand information communication. This framework is relevant for the city of Yogyakarta because the city has a dense urban character, high mobility of residents, and increasingly complex public service needs.

Riggs' theory of administrative ecology is also relevant to read the socio-cultural context of Yogyakarta City. Riggs (1964) explained that administration in developing countries is often in the character of a prismatic society, which is a society that combines modern and traditional values. In the context of Yogyakarta, modern governance such as service digitization, data-based planning, and formal bureaucracy coexist with local values such as mutual cooperation, family support, respect for parents, and community solidarity. Therefore, the elderly-friendly city model in Yogyakarta cannot only imitate the technocratic model of developed countries, but must include local socio-cultural factors as a strength of governance.

Based on the study, it can be concluded that inclusive public services for the elderly require integration between public policies, bureaucratic implementation, collaborative governance, an elderly-friendly city framework, and socio-cultural contexts. Previous literature tends to discuss the issue of the elderly partially, for example in terms of health, transportation, green open spaces, or access to health facilities. This article offers an integrative perspective by placing inclusive public services as the main strategy in elderly-friendly city governance.

METHODOLOGY

This article was prepared with a descriptive-qualitative approach based on conceptual analysis to the draft dissertation proposal on service policies and urban governance to realize an elderly-friendly city in the city of Yogyakarta. The focus of the analysis is directed at the linkages between inclusive public services, policy implementation, urban governance, inter-stakeholder collaboration, and age-friendly city frameworks. Because this article was developed from a draft proposal, the results presented are the results of preliminary studies and conceptual synthesis, not the final results of field research.

In terms of research design, the methodological framework used in the proposal is a mixed method with a sequential explanatory model. The first stage is quantitative to map the perception of the elderly and test the relationship between public service policies, urban governance, socio-cultural factors, and the realization of an elderly-friendly city. The second stage is qualitative to explain

the quantitative results in more depth, especially related to policy dynamics, inter-stakeholder relations, and public service practices at the local level.

The research population includes the elderly aged 60 years and above who live in Yogyakarta City, local government officials, as well as elderly organizations or communities such as the Posyandu Lansia, Karang Wredha, social institutions, academics, and NGOs. The quantitative sample design in the proposal is 200 elderly respondents using multistage random sampling or stratified sampling techniques. Meanwhile, a qualitative sample was designed using purposive sampling techniques on around 20 key informants from Bappeda, the Social Service, the Health Service, the Transportation Office, the elderly community, academics, and civil society organizations.

The data collection techniques designed included a structured questionnaire on a Likert scale of 1–5, in-depth interviews, policy documentation, and observations. The main variables in the research design included public service policy as X1, urban governance as X2, socio-cultural factors as X3, and elderly-friendly cities as Y. Quantitative analysis was designed using SEM-PLS to test the relationship between variables, while qualitative analysis was carried out through interview transcription, coding, theme categorization, and thematic analysis.

In addition, the draft proposal also includes the use of a dynamic system to see the projection of the elderly population in the coming period. This approach is important because public service policies must not only respond to current needs, but also anticipate future demographic changes. Thus, the methodology used allows for policy analysis that is not only descriptive, but also strategic and prospective.

RESULT AND DISCUSSION

The results of the initial study show that the issue of an elderly-friendly city in Yogyakarta City has a strong basis of urgency because the proportion of the elderly continues to increase. The increase in the number of elderly people requires city governments to place the elderly group as an important part of public service planning. The elderly need easily accessible health services, safe transportation, comfortable public spaces, simple information, and responsive social protection. Thus, inclusive public services are the main prerequisite in building an elderly-friendly city.

The City of Yogyakarta already has several initiatives related to elderly services, such as the Elderly Posyandu, the Elderly Social Service Center, and the elderly-friendly city communication forum. The existence of the program shows that there is policy attention to the elderly. However, the available programs still face integration challenges. Services for the elderly tend to run in sectoral logic, so they are not fully connected between the health, social, transportation, public space, and administrative services sectors.

Elderly-friendly city governance in Yogyakarta requires strengthening coordination between actors. Local governments have a central role in policymaking, but service implementation requires the involvement of the elderly community, families, social cadres, academics, civil society organizations,

and the private sector. Coordination fragmentation can cause elderly programs to run independently, are not based on integrated data, and do not respond to the needs of the elderly as a whole. Therefore, a collaborative governance design is needed that has a clear division of roles, coordination forums, and evaluation mechanisms.

The next conceptual findings suggest that elderly participation still needs to be strengthened. In inclusive public services, the elderly are not enough to be positioned as beneficiaries, but must be involved as city residents who have experience, aspirations, and the capacity to provide input. Elderly participation is important in determining service priorities, evaluating the accessibility of public facilities, and identifying barriers that policymakers don't always see. Without direct participation, elderly-friendly policies risk being top-down and less in line with real needs.

The results of the study also show that the socio-cultural factors of Yogyakarta can be an important capital in realizing an elderly-friendly city. The value of mutual cooperation, family support, respect for the elderly, and community solidarity can strengthen formal public services. However, this social capital needs to be linked to a modern governance system so that it does not depend only on informal initiatives. In other words, an elderly-friendly city needs to be built through a combination of formal public policy, institutional collaboration, and local socio-cultural forces.

The results show that inclusive public services have a strategic position in elderly-friendly city governance. This is in line with Dunn's (2018) view that public policy is an interrelated process from agenda to evaluation. In the context of Yogyakarta, the issue of the elderly must be placed from the agenda setting stage, not just as an additional program in the health or social sector. When the aging population has become a demographic reality, then the needs of the elderly must be a major part of urban development planning.

From the perspective of Edwards III (1980), the main challenges of elderly-friendly public services can be read through four implementation factors. First, policy communication needs to be clarified so that service information is easy to understand for the elderly. Second, resources must be strengthened through budgets, implementing personnel, elderly-friendly facilities, and digital mentoring. Third, the disposition of the implementer is important because elderly services require empathy, patience, and orientation to vulnerable groups. Fourth, the bureaucratic structure must be able to avoid sectoral egos so that elderly services are not divided between agencies.

The findings regarding program fragmentation are also related to the urban governance theory of Pierre and Peters (2000). City governance is not only a matter of government administration, but also the relationship between actors that shape the direction of city development. In the issue of the elderly, transportation policies, health, public space, digital communication, and social protection are interconnected. Therefore, an integrated urban governance approach is important so that services for the elderly do not stop at sectoral programs, but become a city service system.

Within the framework of Ansell and Gash (2008), the need for collaboration became increasingly clear. An elderly-friendly city requires initial conditions in the form of inter-stakeholder trust, open institutional design, facilitative leadership, and a sustainable dialogue process. The Yogyakarta City Government can play a key role as a facilitator who connects the regional apparatus with the elderly community, Posyandu cadres, social institutions, academics, and the private sector. This collaboration is important so that services are not only designed from a bureaucratic point of view, but also based on the experience of elderly residents.

If associated with the WHO framework (2007), inclusive public services should include eight domains of elderly-friendly cities. This means that elderly services are not enough limited to health services. Public transportation must be safe and accessible, sidewalks must be friendly to the mobility of the elderly, service information must be simple, public facilities must provide rest rooms, and social activities must prevent isolation and loneliness. Thus, an elderly-friendly city is a cross-sectoral agenda that demands policy integration and implementation coordination.

Riggs' (1964) theory of administrative ecology helps explain why the socio-cultural context of Yogyakarta is important in the policy of an elderly-friendly city. Yogyakarta has a strong social character, such as mutual cooperation, family ties, village communities, and respect for parents. These values can strengthen formal policies if managed appropriately. However, if it is not integrated into policy design, such social capital becomes just an informal practice that is immeasurable and unsustainable. Therefore, an elderly-friendly city governance model in Yogyakarta needs to combine a modern bureaucratic approach with local socio-cultural strengths.

Thus, this discussion emphasized that inclusive public services are the main strategy in realizing an elderly-friendly city. Inclusivity not only means providing services for the elderly, but also ensuring that the elderly can access, understand, use, and participate in evaluating these services. An elderly-friendly city is not only a city that has an elderly program, but a city whose governance is able to place the elderly as citizens who have rights, voices, and roles in development.

CONCLUSIONS AND RECOMMENDATIONS

This article concludes that inclusive public services are an important foundation in the governance of an elderly-friendly city in Yogyakarta. The increase in the proportion of the elderly requires city governments to strengthen policies that are not only sectoral, but integrated across fields. An elderly-friendly city is not enough to be realized through health programs or social assistance alone, but requires governance that connects transportation, public space, housing, information communication, social participation, health services, and social protection.

This study also shows that the main challenges in realizing an elderly-friendly city are policy fragmentation, weak coordination between actors, limited participation of the elderly, and the lack of optimal integration of socio-cultural

factors in the design of public services. Therefore, a collaborative governance model involving local governments, elderly communities, families, civil society organizations, academia, and the private sector is needed. The model must place the elderly not only as recipients of services, but also as active subjects in the policy process.

The first recommendation is that the Yogyakarta City Government needs to prepare an elderly-friendly city roadmap that is integrated across regional apparatus. The roadmap needs to contain targets, indicators, role sharing, coordination mechanisms, and evaluation systems based on the needs of the elderly. Second, city governments need to strengthen the elderly participation forum at the city, sub-district, and sub-district levels so that the aspirations of the elderly can be included in the development planning process. Third, digital public services must be accompanied by mentoring, alternative non-digital channels, and information design that is easy for the elderly to understand.

The fourth recommendation is that the government needs to strengthen collaboration with local communities, cadres of the Elderly Posyandu, Karang Wredha, NGOs, universities, and the private sector. This collaboration can be directed to support health assistance, digital literacy, social activities, elderly-friendly transportation, and region-based mapping of elderly needs. Fifth, socio-cultural values such as mutual cooperation, family support, and community solidarity need to be institutionalized into policy, not just left as an informal practice.

With these recommendations, the city of Yogyakarta has a great opportunity to develop an elderly-friendly city governance model that is typical of Indonesia. The model is not only based on WHO global standards, but also adapted to the local socio-cultural character. Inclusive public services are key so that urban development not only pursues physical modernization and digitalization, but also ensures justice, dignity, and quality of life for elderly citizens.

FURTHER STUDY

This study has several limitations that should be acknowledged. First, this research is limited to a conceptual and descriptive analysis of inclusive public service governance in realizing an age-friendly city in Yogyakarta, so it has not yet measured the direct effectiveness of existing policies and programs in actual administrative and community practices. Second, the study focuses on policy implementation, urban governance, collaborative governance, public service inclusiveness, inter-actor coordination, elderly participation, and socio-cultural factors, but it has not deeply examined technical and sectoral aspects such as the detailed performance of health services, elderly-friendly transportation systems, public space accessibility, housing adaptation, digital service literacy, and long-term financing for elderly-oriented urban programs. Therefore, further research is recommended to use an empirical approach through interviews, surveys, field observations, and policy document analysis involving local government agencies, elderly communities, social organizations, health service providers, urban planners, academics, private actors, and family caregivers. Future studies

may also develop and test an integrated age-friendly city governance model to evaluate its effectiveness in improving public service accessibility, responsiveness, social inclusion, intergenerational justice, policy coordination, elderly participation, and the overall quality of life of older persons in Yogyakarta.

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