Available online at http://e-journal.upstegal.ac.id/index.php/IGJ

Indonesian Governance Journal
(Kajian Politik – Pemerintahan)
ISSN: 2721-1991
https://doi.org/10.24905/igj.v8i1.144
Volume: 08 No: 01

ELDERLY FRIENDLY GREEN OPEN SPACE IN YOGYAKARTA: POLICY EVALUATION & WELFARE IMPACT

Ayu Fitri Khasanah[1]
Muhammad Eko Atmojo[1]

[1]*Government Science, Faculty of Social and Political Sciences, Universitas Muhammadiyah Yogyakarta, Daerah Istimewa Yogyakarta, Indonesia*

Corresponding Author: fitrikhasanah401@gmail.com

Article Info

Keyword:
Keyword 1;
Green open space
Keyword 2;
Elderly
Keyword 3;
Policy evaluation

Kata Kunci:
Kata kunci 1;
Ruang Terbuka Hijau
Kata kunci 2;
Lansia
Kata kunci 3;
Evaluasi Kebijakan

Abstract: Along with the increasing number of elderly population, Yogyakarta City faces challenges in fulfilling green open space (RTH) that is friendly for elderly welfare. This study aims to evaluate the Yogyakarta City Government's policy in providing and managing RTH to enchance the quality of life of the elderly. Using a qualitative descriptive approach, this study examines the effectiveness, efficiency, adequacy, equity, responsiveness, and relevance of the policy using William N. Dunn's policy evaluation theory as a framework. Data were gathered through interviews with the Environmental Service of Yogyakarta City. The findings of the study show that although the RTH policy has been regulated in regional and national regulations, its implementation still faces various challenges. Some of them are limited land, unequal distribution of RTH between regions, lack of elderly-friendly facilities, and minimal community participation in planning. In addition, constraints in budget management also hinder the optimization of RTH utilization. Therefore, a strategy is needed to increase accessibility, strengthen regulations, and actively involve the elderly in the planning process. With these steps, it is hoped that RTH in Yogyakarta City can be more inclusive and contribute to the welfare of the elderly.

Abstrak: *Lonjakan populasi lansia membuat Kota Yogyakarta kesulitan menyediakan ruang terbuka hijau (RTH) yang ramah bagi mereka. Penelitian ini bertujuan untuk mengevaluasi kebijakan Pemerintah Kota Yogyakarta dalam menyediakan dan mengelola RTH guna meningkatkan kualitas hidup lansia. Dengan menggunakan pendekatan deskriptif kualitatif, penelitian ini menganalisis efektivitas, efisiensi, kecukupan, pemerataan, responsivitas, dan ketepatan kebijakan berdasarkan teori evaluasi kebijakan William N. Dunn. Data dikumpulkan melalui wawancara dengan 1 orang responden dari Dinas Lingkungan Hidup Kota Yogyakarta dan observasi lapangan. Hasil penelitian menunjukkan bahwa meskipun kebijakan RTH telah diatur dalam regulasi daerah dan nasional, implementasinya masih menghadapi berbagai tantangan. Beberapa di antaranya adalah keterbatasan lahan, ketimpangan distribusi RTH antar wilayah, kurangnya fasilitas ramah lansia, serta minimnya partisipasi masyarakat dalam perencanaan. Selain itu, kendala dalam pengelolaan anggaran juga menghambat optimalisasi pemanfaatan RTH. Oleh karena*

itu, diperlukan strategi peningkatan aksesibilitas, penguatan regulasi, serta keterlibatan aktif lansia dalam proses perencanaan. Dengan langkah-langkah tersebut, diharapkan RTH di Kota Yogyakarta dapat lebih inklusif dan berkontribusi terhadap kesejahteraan lansia.

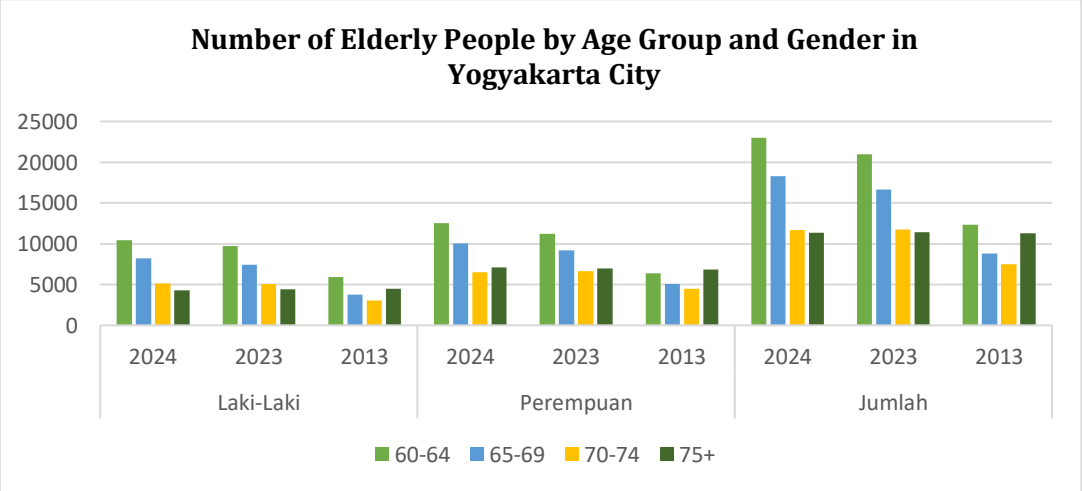
Article History: Received 16-March-2025, Revised 25-June-2025, Accepted: 07-July-2025

INTRODUCTION

As the increasement of the number of elderly people in Yogyakarta, the city faces a serious demographic problem. The Central Bureau of Statistics reports that the elderly population in Yogyakarta is expected to reach 12% of the city's overall population by 2023, up from 10% in 2021 and 11% in 2022, Badan Pusat Statistik Yogyakarta (2023).One of the impacts of the increasement life expectancy in the city is expected to be an increase in the number of elderly people every year. The government must pay more attention to the growing number of elderly people by creating infrastructure that supports their welfare.

The explanation for this increase in the number of elderly is even more relevant when it is related to the availability and quality of Green Open Space (RTH). The elderly need safe, comfortable and accessible open spaces as part of their living environment. Green spaces function not only as physical spaces, but also as social spaces that support the physical and mental health of the elderly. Therefore, the link between the growth in the number of elderly people and the need for elderly-friendly green spaces needs to be a major concern in urban planning.

Figure 1. Number of Elderly in Yogyakarta City by Age Group and Gender



Source: Central Bureau of Statistics of Yogyakarta City, 2025. Data processed by the author

The figure above shows that the number of elderly people continues to increase, and the distribution includes various age groups, both male and female. The surge in the number of elderly people in the age category of 60 years and above demands adjustments in spatial policies, especially regarding the provision of public facilities such as green spaces that can be accessed and utilized by this age group. For senior citizens, green open spaces are very important. Apart from being a place to relax, green spaces can also serve as a space for socialization, physical activity, and relaxation. Research shows that access to green spaces can improve the mental and physical health of the elderly, and reduce the risk of depression. This is in line with WHO's

statement that "An elderly-friendly city is one that provides an environment that supports health and well-being". On the other hand, the Yogyakarta City Government has issued policies that support the welfare of the elderly, including the provision of elderly-friendly public facilities. Currently, public green open spaces in Yogyakarta cover about 20% of the city, while exclusive green spaces are only about 10%, Dinas Lingkungan Hidup Yogyakarta (2023). This is in line with Law No. 26/2007 on Spatial Planning, which explains the importance of green open space of at least 30% of the total urban area to support the quality of life of the community, including the elderly. However, the condition of green open spaces in Yogyakarta still faces various challenges. A lot of the green open spaces are poorly maintained, with inadequate facilities and lack of attention to elderly-friendly design. Green open spaces are very important for the elderly because it functions for the environment, community welfare, and beauty, Purnamaselfi & Widyasamratri (2021). The objectives include maintaining water catchment areas, supporting urban planning, and creating a safe, comfortable, fresh, beautiful, and clean environment Tambunan et al. (2021).In addition, green spaces contribute to mental health by increasing physical activity, strengthening social relationships, and reducing stress and mental fatigue Cohen-Cline et al. (2015). Access to these spaces has also been shown to maintain the physical and mental health of older adults and reduce the risk of depression.

This research aims to explore and analyze the strategies and policies that implemented by the Yogyakarta City Government in fulfilling the open space for the elderly. It also aims to identify barriers that arise in the implementation of these policies and provide recommendations for future improvements. By understanding the prevailing policies and community responses, it is hoped that this research can contribute to a more inclusive and sustainable renewal of the green open spaces.

In addition to health impacts, the green open spaces are also important in improving the overall quality of life for older people. The well-designed green open spaces can provide a bridge for older people to engage in social life, reduce feelings of isolation, and increase their self-confidence, Holt-Lunstad et al. (2010). Therefore, the government should take proactive steps to formulate policies that are responsive to the needs of older people, involve them in the planning process, and ensure that green spaces actually meet their needs and expectations. With the right approach, green open spaces can act as one of the key elements in improving the welfare of the elderly in Yogyakarta.

The theory of policy evaluation that explained by William N. Dunn and the factors that influence policy implementation according to Edward III are used as references by researchers in this study. William Dunn's six evaluation criteria are: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy Dunn (2003). While Edward III says there are 4 factors that affect policy implementation, namely: communication factors, resources, disposition and bureaucratic structure, Sururi et al. (2023). And that both are used as the main focus in the research to assess the Yogyakarta Government's policy in providing open space to improve the welfare of the elderly.
Problem Formulation:

1. What is the condition of availability and accessibility of green open space (RTH) in Yogyakarta City for the elderly?
2. What policies have been implemented by the Yogyakarta City Government to support the fulfillment of RTH needs for the elderly?
3. What are the obstacles faced in implementing these policies and what are the solutions to overcome them?

Research Objectives:

1. Analyze the actual condition of green open space available for the elderly in Yogyakarta City.
2. Evaluate government policies related to the provision of elderly-friendly green spaces.
3. Identify constraints and formulate recommendations for strategies to increase inclusive and sustainable green spaces for the elderly.

METODE

In this research, a descriptive qualitative approach is used to describe and analyze the Yogyakarta City Government's policy in realizing open space for the welfare of the elderly. According to Creswell & Creswell (2018), qualitative research allows in-depth exploration of social phenomena by considering the context and experiences of research subjects This research focuses on the Yogyakarta City Government as the research subject as the policy maker, and the elderly community as the beneficiaries of the policy. The data that used are the results of interviews with the Yogyakarta City Environmental Agency as primary data, observation, and secondary data from official documents, government reports, and academic studies so this allows the researcher to observe the phenomenon directly and dig deeper into certain aspects of the research subject Romdona et al. (2025). The data collection process was conducted through semi-structured interviews with one informant consisting of an employee of the Environmental Agency. This interview aimed to explore in-depth information regarding the effectiveness, efficiency, and challenges in implementing the green open space (RTH) policy. Data obtained from the interviews were recorded and transcribed to ensure accuracy.

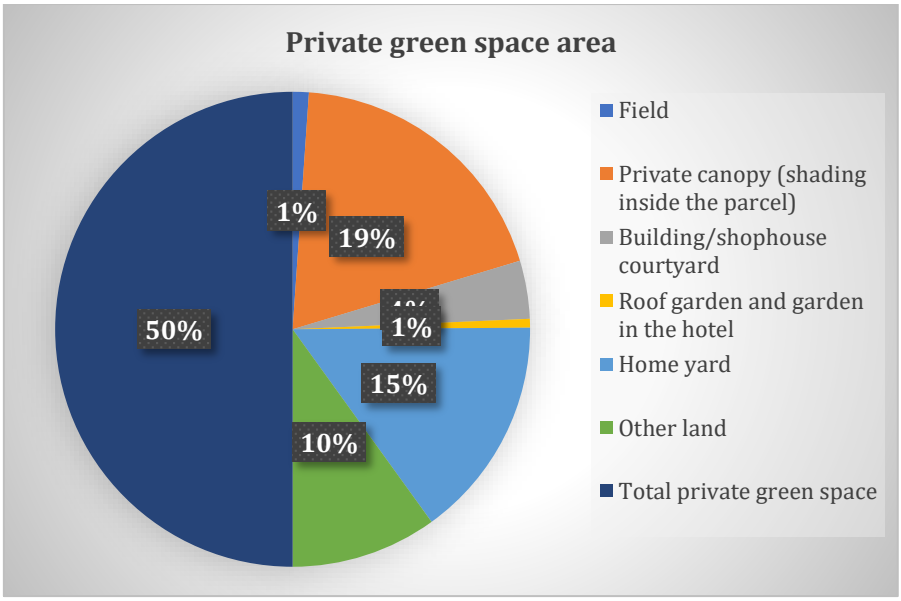
To ensure the validity of the data, this research applies a triangulation technique, which compares data from interviews with secondary data and observation results. With this approach, it is hoped that the research can provide a comprehensive picture of the green space policy in Yogyakarta and its impact on the welfare of the elderly, as well as identify strategies needed to improve accessibility and community participation in green open space planning.

FINDINGS AND RESULTS

Evaluation of the green open space Policy in Yogyakarta City is a way to find out whether the provision of the green open space can provide the desired results as a result of the public policy. This evaluation process is carried out by looking at the gap between the results obtained and the objectives set in the policy, Warman et al. (2023). In this context, the evaluation in question is an evaluation of the green open space policy, which aims to determine whether its implementation has been able to meet the needs of the elderly and achieve its goals.

The implementation of the green open space policy in Yogyakarta City refers to Law No. 26 Year 2007 on Spatial Planning, which emphasizes the importance of providing a minimum of 30% green open space of the entire city area. In addition, Yogyakarta City Regional Regulation No. 3 of 2013 concerning the green open space also regulates the procedures for the provision, management, and maintenance of green spaces in the city. This policy aims to support the quality of life of the community, especially for the elderly who need access to safe and friendly open spaces. This evaluation is important to determine the effectiveness and impact of the policies that have been implemented, as well as to identify challenges faced in the implementation of these policies.

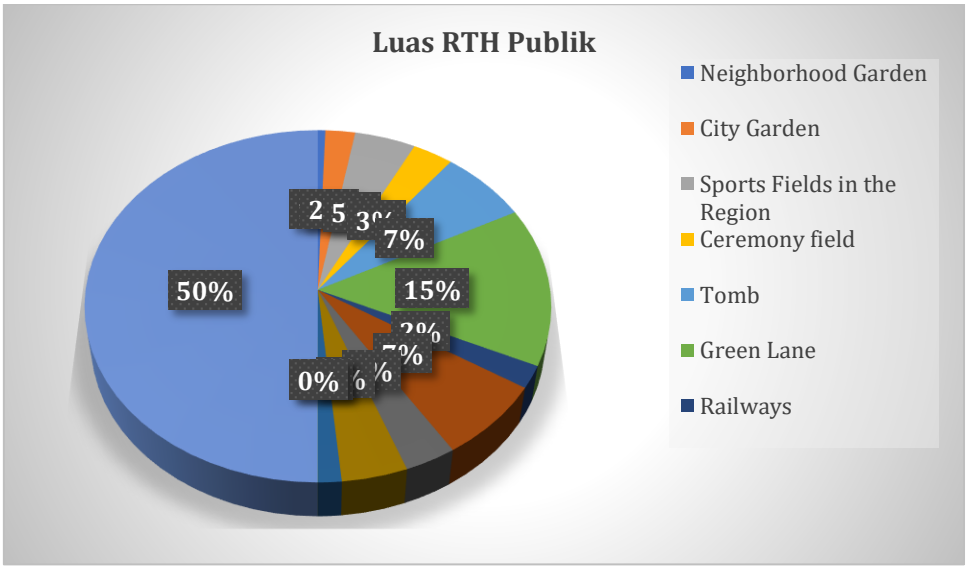
Figure 2. Area of Private Green Open Space in Yogyakarta



Source: Government Agency Performance Report of the Environmental Service of Yogyakarta 2022

The figure above shows the proportion of private green open space in Yogyakarta City, where moor (50%) is the largest component, followed by house yard (19%) and building yard (15%). In accordance with Law No. 26/2007 on Spatial Planning, cities are required to reserve at least 30% of green space, with 10% of this coming from private green space. This data shows the contribution of private green spaces to this target. However, to optimally meet the provisions of the law, local governments need to ensure that private green spaces remain protected and well-utilized, especially in the face of urbanization pressures that can reduce the green open spaces. Some efforts such as incentives for landowners to maintain or increase the private green spaces, as well as stricter regulations on the conversion of green spaces, are strategic steps in supporting sustainable spatial policies.

Figure 3. Area of the Public Green Open Space in Yogyakarta



Source: Government Agency Performance Report of the Environmental Service of Yogyakarta 2022

The graph shows that Neighborhood Garden dominates at 50% of the total public green space. This indicates that most green spaces are located around settlements and serve the daily needs of the community. However, they may not be inclusive for vulnerable groups such as the elderly if they are not equipped with supporting facilities such as walking paths or seating. Despite the diversity of green spaces, equitable access to green spaces remains a major challenge. In accordance with Yogyakarta Mayor Regulation No. 17 of 2021 concerning the Management of Public Green Open Spaces and Public Facilities, the city government is responsible for providing and managing public green spaces to improve environmental quality and community welfare. However, from the data presented in the Yogyakarta City Environmental Agency Performance Report 2022, there is an imbalance in the distribution of the green open spaces. Some sub-districts have a bigger green open spaces more than other sub-districts, and itcausing inequality in the access of the community, especially the elderly, to proper green open spaces.

In addition, the lack of optimization in the utilization of existing green spaces is also a challenge, especially due to the lack of supporting facilities such as pedestrian paths, comfortable seating, and adequate lighting. Policy evaluation in the Government Agency Performance Report shows several major obstacles in the implementation of the fulfillment of the green open spaces for the welfare of the elderly, such as limited land due to the dominance of infrastructure and settlements, lack of maintenance of elderly-friendly facilities, lack of community participation in planning, and limited budget for green space management and development. Therefore, optimizing the utilization and protection of the green open space including through monitoring, improving facilities, and community involvement in planning, is a strategic step in realizing more inclusive and sustainable green open spaces.

Effectiveness

The policy for the provision of The Green Open Space in Yogyakarta City, has been regulated in the Mayor's Regulation Number 17 of 2021 and supported by regulations related to the detailed spatial plan and improving the welfare of the elderly through sustainable planning is one of the main objectives of this policy. According to interviews with resource persons, the optimization of the green open spaces has been carried out by integrating sustainability aspects in its planning. This shows that the local government is committed to creating an environment that is not only friendly for the elderly, but also supports their social interaction and mental health. There is a research showing that the green open spaces can contribute to improving people's quality of life, especially for vulnerable groups such as the elderly Ali et al. (2022), and it further reinforces the importance of this policy.

Community participation in the public policy-making process in Indonesia is a very dynamic and complex matter Nelly (2024), it plays a crucial role in improving the effectiveness and accountability of the policy. As stated by Widodo (2018), "Community participation in the planning, implementation, and outcome stages of infrastructure development programs determines the success of these programs." This confirms that the active involvement of various groups, including the elderly, children, and people with disabilities, in the community satisfaction survey measured by the Yogyakarta City Environmental Agency, can provide constructive feedback that is essential for the evaluation and improvement of the Green Open Space policy.

Unfortunately, specific data on the impact of policies on the welfare of the elderly is not available at the environmental agency, but at other agencies such as the Civil Registration as well as the Central Bureau of Statistics or the Population Office. This suggests challenges in collecting and analyzing relevant data. The lack of accurate data can hinder policy evaluation and evidence-based decision-making. Therefore, the government needs to establish a more effective data

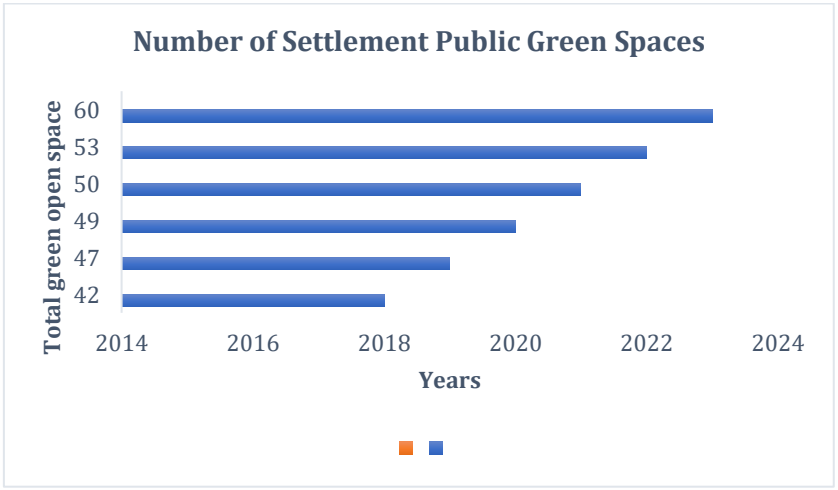
collection system, in order to obtain the necessary data to thoroughly assess the impact of policies. Research that notes that the lack of accurate data can hinder policy evaluation further emphasizes the need for attention to this aspect. Overall, despite a clear policy framework and efforts to involve the public in the evaluation, challenges in data collection remain. It is recommended that local governments improve their data collection and analysis systems to support more effective policy evaluation.

The link between the provision of the green open spaces and the welfare of the elderly is also discussed in a study by Hakim (2020), which emphasizes the importance of updating laws regarding the welfare of the elderly. This research highlights the importance of providing public facilities, including green spaces, that are elderly-friendly so that their quality of life can be continuously improved. Therefore, the integration between then green space provision policies and elderly welfare programs is crucial to achieve the expected goals, Halim & Roychansyah (2018).

Sufficiency

In Yogyakarta, the availability of the green open space is an important aspect in supporting the welfare of the community, especially for the elderly who need a comfortable, healthy, and easily accessible environment, Jolanki (2021). Based on the data obtained, the number of public green spaces in residential areas continues to increase every year. So the government's efforts in expanding access to green open space as a tangible form of sustainable development policy are reflected in this. This information becomes the basis for evaluating the extent to which government policies have been able to provide green open space needs for the community, especially the elderly.

Figure 4. Area of Private Green Open Space in Yogyakarta



Source: Government Agency Performance Report of the Environmental Service of Yogyakarta 2022

Based on Figure 4, the number of public green open spaces in Yogyakarta residential areas shows an increasing trend from 2014 to 2022. In 2014, 42 green open spaces were recorded, then increased to 47 in 2016, 49 in 2018, 50 in 2020, 53 in 2021, and reached 60 in 2022. A significant increase especially occurred in the period 2021 to 2022. This data indicates the local government's commitment to expanding and managing green open spaces to support the quality of the environment and people's lives in Yogyakarta.

The previous research by Hidayah et al. (2021) identified that the public space in Yogyakarta City reached 17.78% of the total area in 2014, which is still below the provisions of

the law that stipulates 30% of the green open spaces where the proportion is 20% public and 10% private. Recommended action for that study include optimizing vacant land and increasing community participation in the green spaces management. This is in line with the strategy adopted by the Environmental Agency in Yogyakarta City for the green opwn space development. Furthermore, Ditta (2017) highlighted the importance of the implementation of Yogyakarta City Regional Regulation No. 2/2010 on Regional Spatial Planning in the provision of public green spaces. The study found that despite the regulation, challenges such as land limitation and development pressure hindered the achievement of the desired the green spaces target.

Despite the development efforts, Yogyakarta still has not fully met the target of providing thee green open spaces in accordance with national standards. Land limitation and development pressure are the main obstacles in achieving this. Therefore, more innovative and collaborative plans are needed, such as the utilization of vertical spaces, integration of green spaces with residential areas, as well as progress on the awareness of the community towards the importance of green spaces for environmental and social welfare. This goes hand in hand with the previous research made Hidayah et al. (2021), which highlighted that the main challenges for the fulfillment of green spaces in Yogyakarta are land limitation and development pressure. This research recommends solutions in the form of innovative approaches such as vertical space utilization and integration with settlements, as well as active community participation in the green spaces management.

Leveling

In an attempt to ensure an equitable distribution of the green open space, the Environmental Agency conducts evaluations as well as mapping every year based on sub-districts. This aims to optimize the proportion of green spaces in accordance with the availability of land in each region. With this approach, the environmental agency is trying to reduce inequality in the distribution of the green spaces as this is an important element in creating a healthy and sustainable environment, Sinaga et al. (2025). This regular evaluation and monitoring is in line with research that highlights the importance of land use and green space availability as part of green city planning to maintain environmental quality and community welfare.

Despite the attempts, there are still certain areas that experience a lack of green spaces. This is because the high population density and low public interest in open space is a challenge in itself. Population density is one of the factors that can affect accessibility and the need for open space, Terefe & Hou (2024). This suggests the need for more effective strategies to increase public awareness of the importance of the green open spaces. This condition is similar to research findings in Yogyakarta City, which identified challenges in providing a minimum of 30% of the city's open space in the midst of rampant development, Andriyani (2018).

Table 1. Area of The Green Space each Kemantren

No	Sub-district	RTH area (m2)	Subdistrict Area	%
1.	Kraton	192005	1375000	13,96
2.	Danurejan	103131	1109000	9,30
3.	Gedongtengen	79027	985000	8,02
4.	Gondokusuman	735024	3986000	18,44
5.	Gondomanan	160226	1142000	14,03
6.	Jetis	240244	1721000	13,96
7.	Kotagede	758240	2988000	25,38
8.	Mantrijeron	491400	2672000	18,39
9.	Mergangsan	358998	2297000	15,63
10.	Ngampilan	68217	841000	8,11
11.	Pakualaman	72568	647000	11,22
12.	Tegalrejo	602207	2961000	20,34
13.	Umbulharjo	1893480	8326000	22,74
14.	Wirobrajan	319580	1771000	18,05

Source : Rifky Faisal Achmad 2024

Data on the area of green open space from each kemantren shows that the distribution of green open space in Yogyakarta City is still uneven. Some kemantren have a much larger area of green open space than other kemantren, this can affect the reach of the community for adequate open space, especially the elderly. For example, Gondokusuman Kemantren has the largest green space area, which is 735,024 m^2, covering 18.44% of its total area, while Gedongtengen only has 79,027 m^2, or about 8.02% of its area. In addition, Danurejan also has a low level of green open spaces achievement, only 9.30% of the total area of the kemantren. In contrast, there are kemantren such as Kraton and Gondomanan that have a fairly high proportion of the green space, at 13.96% and 14.03% of their total area, respectively. This difference shows that the accessibility of the green open spaces for the community, especially the elderly, is still uneven throughout the city of Yogyakarta. Areas with high population density, such as Gedongtengen and Danurejan, tend to have less green space, which may hinder the elderly's access to green space for physical and social activities.

To ensure the accessibility of the green open spaces for all groups including the elderly, the environmental agency implements a policy of free use of green spaces. Dewang & Leonardo (2010) emphasize that urban parks as public spaces must implement accessibility standards so

that they can be utilized by all groups, including people with disabilities. This approach is supported by research by Hidayatullah & Nodia (2015) which shows that green open spaces in urban areas can benefit the elderly if they are arranged in such a way, encouraging them to be more physically and mentally active. Overall, the efforts of the environmental agency in ensuring equitable distribution of green spaces and accessibility for all groups including the elderly, are positive steps. However, challenges such as population density in some areas need to be addressed with more innovative strategies.

Efficiency

As the effort to manage the green open space in Yogyakarta City, the challenges that faced by the Environmental Agency are in optimizing the use of budget and resources. Through interviews, it was revealed that efficiency in managing green spaces is based on identification of needs, priority scale, budget allocation, and community involvement. These four aspects are the main considerations in achieving efficiency and effectiveness in the implementation of the green open spaces program. This approach is in line with research that emphasizes the importance of innovation and sustainable management in green spaces to support the ecological, social, aesthetic, and economic functions of the city, Martua (2014).

Regarding the budget allocation, the environmental agency adjusts to the availability of land provided by the Land and Spatial Planning Agency. The budget is allocated based on the proportion of the community and the achievement of green spaces in each sub-district. However, the environmental agency faces limitations in budget exploration, so optimizing the use of funds is a priority. Previous research by Kusumaningrum (2020) identified challenges in managing the green spaces, including budget limitations and the importance of collaboration between stakeholders. The following is a detail of the budget allocation for the management and improvement of Green Open Space in Yogyakarta City as a basis for evaluating the efficiency of this policy:

Table 2. Percentage Of Actual Use Of Funds

No	Target Performance Indicators	Program Objectives	Performance		Finance		Efficiency
			Target	Realization	Target	Realization	
1	Presentase Luasan RTH Dari Minimal RTH Publik 20% Luas Kota Yogyakarta	Pengelolaan Ruang Terbuka Hijau Publik	40.60%	40.64%	Rp9,118,015,136	Rp9,029,582,527	Efisien

Source: Government Agency Performance Report of the Environmental Service of Yogyakarta 2022

This table shows the performance achievement of public green open space (RTH) management in Yogyakarta City in 2022. The management of RTH in that year showed optimal

performance, with the target area of 40.60% successfully achieved through the realization of 40.64%. In terms of budget, the realization of Rp 9.03 billion was slightly lower than the target of Rp 9.12 billion, reflecting efficiency in the use of funds. This indicates that RTH management is carried out effectively and supports the improvement of environmental quality and community welfare in a sustainable manner.Currently, the proportion of green spaces in Yogyakarta City reaches 23.34% of the total area, with only 8.6% managed by the government. The rest is owned by the private sector, which is vulnerable to land conversion. The environmental agency tries to monitor and socialize the importance of green spaces to the community. Research by Martua (2014) shows that although the area of green spaces has met certain standards, their quality and ecological functions have not been optimal in meeting the oxygen needs and comfort of city residents.

It can be concluded that although the environmental agency has made various efforts to optimize the use of budget and resources, challenges in achieving the ideal green space target still exist. Therefore, better collaboration between the government and the community is needed as well as strengthening regulations to protect green spaces from conversion. Further research is needed to explore more effective strategies in managing green spaces in urban areas.

Responsiveness

The Yogyakarta Environmental Agency emphasizes its commitment in responding to every public complaint related to the condition of Green Open Spaces. This response is carried out through direct supervision in the field by assigned officers, as well as the utilization of applications such as Jogja Smart Service and WhatsApp short messages. This approach is in line with research showing that active government involvement in green space management can improve the quality of the urban environment and community welfare, Nindita (2023).

In planning the green open spaces, the environmental agency accommodates inputs from various community representatives and stakeholders, although it does not specifically involve the elderly. However, elderly representation is considered through existing representatives. This is important given that research shows that green open spaces designed with the needs of the elderly in mind can improve their quality of life, Hidayatullah & Nodia (2015).

The environmental agency also ensures that in the initial planning of the green spaces, the specific needs of the elderly have been considered in accordance with applicable regulations, such as regulations from the Ministry of Agrarian Affairs and Spatial Planning and the Ministry of Women's Empowerment and Child Protection. Sumbogo Aryo (2021) states that access to green spaces can improve the mental and physical health of urban communities. The efforts of the environmental agency in responding to community complaints and considering the needs of the elderly in green space planning reflect the importance of collaboration between the government and the community in creating an inclusive and sustainable environment. This approach is supported by Setiowati & Koestoer (2022) which emphasizes that participatory and responsive green space planning can improve the quality of life of all levels of society.

This policy also demonstrates the government's adaptive ability to respond quickly and appropriately to the needs, aspirations, and dynamics of change in the community, through an integrated reporting system, openness to public participation, and continuous evaluation of the effectiveness of the policies implemented. This responsive approach is essential in facing the challenges of an evolving urban environment.

Accuracy

In Yogyakarta, the Green Open Space policy has been considered on target by the local government as it has been integrated in the strategic plan as well as the long-term policy. The

Yogyakarta City Government has set a policy that covers a period of five to twenty years to ensure that green spaces can meet the needs of the whole community, including the elderly, children, and other groups. The existence of green spaces in addition to having a use to improve air quality, but also useful to be used as a place of social interaction, a place of recreation, and a vehicle of education for the community, Farida (2017). Studies conducted by several researchers show that good planning and management of green spaces can improve the quality of the urban environment and the welfare of the community. This is in line with research that emphasizes the importance of a participatory and community needs-based planning approach in the development of the green open spaces, so that the facilities provided can actually be used optimally by various social groups, Bobot et al. (2023).

The Yogyakarta City Environmental Agency conducts periodic evaluations of the planning, budgeting, and implementation of green space management. This evaluation process involves a number of parties, such as government agencies, the private sector, and the wider community, with the aim of creating policies that are inclusive and based on real needs. According to Suratman & Darumurti (2021), this collaborative approach is in accordance with the concept of Collaborative Governance, which highlights the importance of collaboration between various parties that have a role in managing public facilities. In addition, community involvement in green space evaluation should foster a sense of ownership and responsibility for the sustainability of these facilities. Research shows that the active involvement of the community in the arrangement of green spaces can increase the effectiveness of policies and extend the life of the available facilities. Therefore, a governance model that involves many parties is an important aspect in maintaining the sustainability and effectiveness of green spaces as public spaces that can be used by all groups.

In its implementation, the green space management policy in Yogyakarta City has been adjusted to many laws and regulations, both general and specific. One of the main regulations that form the basis of this policy is Law No. 26/2007 on Spatial Planning which requires that all cities must leave at least 30% green open space of the total city area. In addition, this policy is also reinforced by many local regulations, namely the Regional Regulation on Green Spaces and Yogyakarta Mayor Regulation No. 17 of 2021 which provide further details regarding the implementation of the policy. The alignment between national regulations and local policies is very important in ensuring that the management of green spaces refers to the standards that have been determined. A study conducted by Wijayanto & Hidayati (2017) shows that policy implementation that is in line with regulations and data-based can improve the effectiveness of the green open space management and ensure its sustainability amid rapid urban growth. With legal certainty, local governments have a strong basis in running the green open space management program and allocate an adequate budget for the maintenance and development of available facilities.

Evaluation of the green open space policy is carried out periodically every year by the Environmental Agency of Yogyakarta City. This evaluation covers various aspects, including the proportion of green space occupancy, the relevance of the function to the expected conditions, and the effectiveness of green space utilization by the community. This evaluation also serves as the basis for the government in formulating further policies related to green spaces, including in terms of budget allocation and development prioritization. One of the main challenges in managing the green open spaces is maintaining a balance between infrastructure development needs and green space sustainability. Therefore, periodic evaluation is crucial to ensure that the policies implemented remain relevant to the dynamics of urban development. In addition, research by Bobot et al. (2023) shows that a systematic data-based evaluation can help identify

various problems in managing green spaces, so that the solutions taken can be more targeted. In this context, a data-driven approach is an important factor in creating policies that are responsive and adaptive to the changing needs of society. So far, the implementation of the green open space policy in Yogyakarta City has been carried out in an accountable and transparent manner. Information related to the budget, performance achievements, and evaluation results is routinely published through annual reports and public information channels, such as official government websites and citizen consultation forums. This openness allows the public to access, monitor, and provide input on the policies implemented, and strengthens public trust in the local government. Thus, transparency and accountability become an integral part of efforts to create participatory and sustainable policies.

CONCLUSION

This research evaluates the Yogyakarta City Government's policy for the provision of green open space for the welfare of the elderly. Based on the analysis using William N. Dunn's policy evaluation theory, it is found that the policy of providing green spaces in Yogyakarta has a clear legal basis, such as Yogyakarta City Regional Regulation No. 3 of 2013 and Mayor Regulation No. 17 of 2021. However, the implementation of this policy still faces some challenges that hinder the optimization of the use of the green open space for the elderly.

First, in terms of effectiveness, the policy of providing the green open spaces has tried to improve the welfare of the elderly, but there are still some limitations in providing facilities that are truly elderly-friendly. Second, in terms of the efficiency, budget and land limitations are the main obstacles in managing and developing the green open spaces. Third, in terms of adequacy, although the number of green spaces has increased in recent years, the proportion still has not reached the standard of at least 30% of the total area as stated by Law No. 26 of 2007 concerning Spatial Planning.

Fourth, the equitable distribution of the green open spaces remains a challenge where some sub-districts have much less access to the green spaces than others, and it potentially hindering the elderly from optimally utilizing these facilities. Fifth, in terms of responsiveness, the Yogyakarta City Government has shown efforts in responding to public complaints through digital platforms such as Jogja Smart Service but the involvement of the elderly in planning related things is still minimal. Last, in terms of accuracy, the policies that have been implemented are in line with the government's strategic plan, but still require improvement in the implementation especially in ensuring the accessibility and sustainability of the green spaces for the elderly.

Although this research provides a deep comprehension, there are some shortcomings that can be highlighted. First, this research still lacks quantitative data that can strengthen the analysis of the impact of policies on the welfare of the elderly. Second, the absence of comparisons with the green open space policies in other cities makes the evaluation of the effectiveness of this policy less comprehensive. Third, the involvement of the elderly in the research has not been explained in detail, so it cannot be ascertained whether their needs have been fully accommodated or not. Fourth, this research focuses more on the current conditions without really considering the long-term analysis of policy sustainability.

To improve the effectiveness of this policy, some strategic steps are needed such as increasing the budget for the green open spaces for maintenance and development, optimizing the use of vacant land, increasing community and elderly participation in planning, and implementing more inclusive and elderly-friendly designs. Thus, it is expected that the green open spaces in Yogyakarta City can better support the welfare of the elderly and improve their quality of life.

REFERENCES

Ali, Md. J., Rahaman, M., & Hossain, Sk. I. (2022). Urban Green Spaces For Elderly Human Health: A Planning Model For Healthy City Living. *Land Use Policy*, *114*, 105970. https://doi.org/10.1016/j.landusepol.2021.105970

Andriyani, L. (2018). *Identifikasi Ruang Terbuka Hijau di Kota Yogyakarta*. Universitas Gadjah Mada.

Badan Pusat Statistik Yogyakarta. (2023). *Populasi Lansia di Yogyakarta* . Badan Pusat Statistik Provinsi Daerah Di Yogyakarta. https://yogyakarta.bps.go.id/id

Bobot, M. D., Kurniati, A. C., & Efendi, H. (2023). Identifikasi Kondisi Eksisting RTH Publik Di Kota Yogyakarta. *MATRA*, *4*(1), 1–11.

Cohen-Cline, H., Turkheimer, E., & Duncan, G. E. (2015). Access To Green Space, Physical Activity And Mental Health: A Twin Study. *Journal of Epidemiology and Community Health*, *69*(6), 523–529. https://doi.org/10.1136/jech-2014-204667

Creswell, J. W., & Creswell, J. D. (2018). *Research Design*. SAGE Publications.

Dewang, N., & Leonardo. (2010). Aksesibilitas Ruang Terbuka Publik Bagi Kelompok Masyarakat Tertentu Studi Fasilitas Publik Bagi Kaum Difabel Di Kawasan Taman Suropati Menteng-Jakarta Pusat. *Jurnal PLANESA*, *1*(1).

Dinas Lingkungan Hidup Yogyakarta. (2023). *Ruang Terbuka Hijau Publik di Yogyakarta*. Dinas Lingkungan Hidup Kota Yogyakarta. https://lingkunganhidup.jogjakota.go.id/

Ditta. (2017). Pelaksanaan Penyediaan Ruang Terbuka Hijau Publik Di Kota Yogyakarta Berdasarkan Peraturan Daerah Kota Yogyakarta Nomor 2 Tahun 2010 Tentang Rencana Tata Ruang Wilayah Kota Yogyakarta. *Jurnal Fakultas Hukum Universitas Atma Jaya Yogyakarta*, *1*(1), 1–10.

Dunn, W. N. (2003). *Pengantar Analisis Kebijakan Publik*. Universitas Gajah Mada.

Farida, I. (2017). Pembangunan Ruang Terbuka Hijau Kawasan Perkotaan. *Jurnal Ilmiah Galuh Justisi*, *3*(2), 134. https://doi.org/10.25157/jigj.v3i2.91

Hakim, L. N. (2020). Urgensi Revisi Undang-Undang tentang Kesejahteraan Lanjut Usia. *Aspirasi: Jurnal Masalah-Masalah Sosial*, *11*, 43–55. https://doi.org/10.22212/aspirasi.v11i1.1589

Halim, G., & Roychansyah, M. S. (2018). Perubahan Morfologi Kawasan Seturan, Yogyakarta. *Temu Ilmiah Ikatan Peneliti Lingkungan Binaan Indonesia (IPLBI)*, J037–J043. https://doi.org/10.32315/ti.7.j037

Hidayah, R., Sativa, S., & H., S. (2021). Strategi Pemenuhan Ruang Terbuka Hijau Publik di Kota Yogyakarta. *INERSIA: LNformasi Dan Ekspose Hasil Riset Teknik SIpil Dan Arsitektur*, *17*(1), 11–18. https://doi.org/10.21831/inersia.v17i1.40765

Hidayatullah, A., & Nodia, F. (2015). *Pentingnya Ruang Terbuka Hijau Bagi Lansia*. Suara.Com. https://www.suara.com/lifestyle/2015/07/22/184000/pentingnya-ruang-terbuka-hijau-bagi-lansia

Holt-Lunstad, J., Smith, T. B., & Layton, J. B. (2010). Social Relationships and Mortality Risk: A Meta-analytic Review. *PLoS Medicine*, *7*(7), 1–20. https://doi.org/10.1371/journal.pmed.1000316

Jolanki, O. H. (2021). Senior Housing as a Living Environment That Supports Well-Being in Old Age. *Frontiers in Public Health*, *8*. https://doi.org/10.3389/fpubh.2020.589371

Kusumaningrum, A. (2020). *Pemetaan Power-Interest Stakeholder dalam Pengelolaan Ruang Terbuka Hijau Publik Kawasan Pemukiman di Kota Yogyakarta*. Universitas Gadjah Mada.

Martua, L. (2014). *Inovasi Dalam Pengelolaan Ruang Terbuka Hijau yang Berkelanjutan di Kota Yogyakarta*. Universitas Gadjah Mada.

Nelly, S. (2024). Partisipasi Masyarakat Dalam Proses Pembuatan Kebijakan Publik. *Jurnal Sociopolitico*, *6*(1), 86–95.

Nindita, A. (2023). *The Utilization of Public Green Spaces for Public Health and Air Pollution Prevention*. Itb.Ac.Id. https://itb.ac.id/news/read/59785/home/pemanfaatan-ruang-terbuka-hijau-publik-untuk-kesehatan-masyarakat-sekaligus-cegah-pencemaran-udara

Purnamaselfi, M. W., & Widyasamratri, H. (2021). Studi Literatur : Analisis Penyediaan Ruang Terbuka Hijau di Wilayah Urban. *Jurnal Kajian Ruang*, *1*, 29–48.

Romdona, S., Junista, S. S., & Gunawan, A. (2025). Teknik Pengumpulan Data: Observasi, Wawancara Dan Kuesioner. *JISOSEPOL: Jurnal Ilmu Sosial Ekonomi Dan Politik*, *3*(1), 39–47. https://samudrapublisher.com/index.php/JISOSEPOL

Setiowati, R., & Koestoer, R. H. (2022). Review Kebijakan Penggunaan Ruang Terbuka Hijau Perkotaan antara Jakarta dengan New York pada Pandemi COVID-19. *TATALOKA*, *24*(1), 15–24. https://doi.org/10.14710/tataloka.24.1.15-24

Sinaga, A. S., Sinurat, A., & Saragih, H. (2025). Zonasi Ruang Terbuka Hijau dalam Mendukung Pengelolaan. *PESHUM : Jurnal Pendidikan, Sosial Dan Humaniora*, *4*(2), 2257–2264.

Sumbogo Aryo. (2021). *Penelitian: Semakin Banyak Ruang Terbuka Hijau, Masyarakat Perkotaan Semakin Bahagia*. KOMPAS TV. https://www.kompas.tv/nasional/183248/penelitian-semakin-banyak-ruang-terbuka-hijau-masyarakat-perkotaan-semakin-bahagia#google_vignette

Suratman, F. N., & Darumurti, A. (2021). Collaborative Governance dalam Pengelolaan Ruang Terbuka Hijau Publik (RTHP) di Kota Yogyakarta. *Jurnal Pemerintahan Dan Kebijakan (JPK)*, *2*(2), 102–121. https://doi.org/10.18196/jpk.v2i2.12743

Sururi, Hafidh, Z., & Afifah, D. A. (2023). *Analisis Kebijakan Sekolah Penggerak: Tinjauan Teoretis dan Model Implementasi Kebijakan Edwards III*. Indonesia Emas Group.

Tambunan, E. K., Siahaan, U., & Sudawarni, M. M. (2021). Pengaruh Ruang Terbuka Hijau Terhadap Psikologis Masyarakat di Kota Bekasi Khususnya Kecamatan Jatiasih. *ARSITEKTURA*, *19*(2), 297–306. https://doi.org/10.20961/arst.v19i2.53995

Terefe, A. E., & Hou, Y. (2024). Determinants Influencing The Accessibility And Use Of Urban Green Spaces: A Review Of Empirical Evidence. *City and Environment Interactions*, *24*, 100159. https://doi.org/10.1016/j.cacint.2024.100159

Warman, W., Komariyah, L., & Kaltsum, K. F. U. (2023). Konsep Umum Evaluasi Kebijakan. *Jurnal Ilmu Manajemen Dan Pendidikan*, *3*(1), 25–32. https://doi.org/10.30872/jimpian.v3ise.2912

Widodo, F. (2018). Evaluasi Partisipasi Masyarakat Pada Pembangunan Infrastruktur Dalam Konteks Pemberdayaan Masyarakat. *JPPM (Jurnal Pendidikan Dan Pemberdayaan Masyarakat)*, *5*(2), 108–121. https://doi.org/10.21831/jppm.v5i2.15932

Wijayanto, H., & Hidayati, R. K. (2017). Implementasi Kebijakan Ruang Terbuka Hijau di Kawasan Perkotaan. *Spirit Publik*, *12*(2), 61–74.