

FACILITATIVE LEADERSHIP AND SOCIAL COMMITMENT OF LOCAL ACTORS AS DETERMINANTS OF SUSTAINABILITY OF INTEGRATED ELDERLY SERVICES IN YOGYAKARTA CITY

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Abstract

Yogyakarta City faces challenges from an ageing population, including high life expectancy and increased elderly morbidity. The Integrated Elderly Service Program (LLT) was created to address fragmented services and promote "ageing in place". This study examines the roles of facilitative leadership and local actors' social commitment in sustaining LLT. Using a descriptive qualitative approach and the collaborative governance framework, data were collected through interviews, observation, and literature review. Informants were purposively chosen from government, non-government, and community stakeholders. The findings show that the Yogyakarta City Regional Development Planning Agency (Bappeda) provides strategic coordination and facilitative leadership, overcoming sectoral boundaries and enhancing collaboration. At the community level, program sustainability is strengthened by local actors' intrinsic motivation and social ties. LLT's ongoing success is driven by synergy between top-down strategic facilitation and bottom-up mobilization of social capital, resulting in "small wins" such as improved elderly health and better service coordination. LLT's collaborative approach offers a valuable reference for developing adaptive, context-specific national regulations to address the complex dynamics of an ageing population.

Keywords: Ageing population; collaborative governance; facilitative leadership; social commitment; elderly services

INTRODUCTION

The ageing population is a global phenomenon resulting from demographic transitions, marked by a significant increase in the number of elderly individuals. In Indonesia, the proportion of elderly citizens is projected to reach 15.77% by 2035 (Badan Pusat Statistik, 2013). While this demographic shift reflects developmental success, it also presents challenges as declining physical and mental health among the elderly impacts their independence and productivity. The complexity of elderly-related issues affects not only individuals and families but also strains social and health service systems, particularly in terms of financing. According to Friedlander & Apte (1982), when the elderly can no longer care for themselves, and families are unable to meet their needs, institutional care becomes the primary alternative, increasing the financial burden on government budgets.

Globally, elderly policy has shifted toward long-term care systems that promote healthy, dignified ageing through an "ageing in place" approach (OECD, 2005; WHO, 2015; WHO, 2020; WHO, 2021). Indonesia has responded with various regulations, such as Law No. 13/1998 on Elderly Welfare, Law No. 36/2009 on Health, and Presidential Regulation No. 88/2021 on the National Strategy for Ageing. However, elderly care in Indonesia remains hindered by fragmented, sector-specific programs that lack integrated referral systems. To address these gaps, Bappenas launched the Integrated Elderly Services (LLT) program in 2019, piloted in five locations, to provide direct services and multidimensional referrals via community-based cross-sector teams (Sutedjo, 2025).

The Special Region of Yogyakarta is of particular concern, having the highest proportion of elderly population in Indonesia (16.28%), and Yogyakarta City itself is noted for its complex social dynamics (Badan Pusat Statistik, 2024). Despite rising life expectancy, many elderly in the city face chronic health issues, limited access to social security, and insufficient income (Kementerian PPN/Bappenas et al., 2025). Given these

conditions, Yogyakarta City was selected as an LLT pilot site. LLT here embodies adaptive collaborative governance yet still faces challenges, including the absence of national technical regulations and sectoral budget constraints. Against this backdrop, this study aims to examine the factors influencing the sustainability of LLT in Yogyakarta City using a collaborative governance framework.

LITERATURE REVIEW

The Limitations of Individual Actors and the Urgency of Collaborative Governance

Numerous studies have emphasized that the needs of the elderly cannot be addressed by a single institution or through sectoral approaches alone. Instead, an integrated and collaborative strategy is essential. In practice, both local and global governments often encounter structural challenges in elderly care services, such as limited budgets, shortages of field personnel, and inconsistent data across different levels of government, which can result in services missing their intended targets (Whangmahaporn, 2012; Zhang et al., 2022; Joo Chang, 2009). Research from various countries further highlights that governments cannot act as the sole providers of elderly care services (He et al., 2021; Cahyani, 2022; Shamshurina et al., 2021; Zeitz et al., 2011; Sixsmith et al., 2017; Silalahi et al., 2025). While state involvement through top-down policies remains necessary to provide a legal framework that safeguards the basic needs, rights, and dignity of older adults, implementation becomes increasingly challenging if the government acts alone. Therefore, a governance model is needed that enables collaboration between government and various community stakeholders to effectively meet the needs of the elderly.

The collaborative governance approach offers the most logical and relevant solution for addressing the complex challenges faced by the elderly. This approach is widely used as a framework for both policy formulation and the analysis of policy implementation. By adopting collaborative governance, previously fragmented perspectives and resources can be integrated and synergized, resulting in a clearer division of roles. Drawing on the foundational work of Ansell & Gash (2008), collaborative governance essentially refers to an arrangement in which public institutions directly engage non-governmental stakeholders in jointly developing and implementing policies to tackle complex public issues. This approach gradually shifts the government's role from being a mere service provider to acting as a facilitator or mediator that connects various cross-sector actors. In this new role, the government is responsible for creating inclusive spaces for collaboration, ensuring fair distribution of roles, and maintaining the sustainability of collaborative processes. This shift is particularly important in the context of elderly care services, as it enables the development of systems that are more responsive, adaptive, and sustainable through the strengthening of interactor cooperation networks.

Collaborative Dynamics and Sustainability Determinants in Elderly Care Services

Several studies have shown that the practice of collaborative governance in elderly care services in Indonesia does not develop uniformly but is highly influenced by local social and cultural characteristics, particularly the strength of social capital within the community. This social capital is reflected in values such as "gotong royong" (mutual assistance), solidarity among residents, and strong family ties. These values serve as the primary foundation for community-based elderly care services. In the Special Region of Yogyakarta, for example, the integration of elderly care services is supported by the role of families as primary caregivers, social workers as service coordinators, and local communities providing social support (Fitriana et al., 2018; Fitriana, 2022). The synergy among these actors demonstrates that the success of collaboration is also shaped by the ability to mobilize the existing social resources within the community.

Other studies highlight that civil society organizations and community networks play a strategic role in expanding the reach of social services for the elderly, particularly in reaching vulnerable groups who are not served by the government (Sijabat et al., 2025). Through their close ties to the community, established networks, and ability to respond quickly to local needs, non-governmental actors can fill service gaps and mobilize community participation. However, experiences in various countries show that the collaboration process is not always smooth. Challenges such as the dominance of certain actors and symbolic forms of collaboration can lead to imbalances that hinder equal participation among stakeholders (Joo Chang, 2009; Y. Zhang & Zhang, 2023)

Based on previous studies, it becomes clear that successful collaboration in the context of collaborative governance depends on much more than just institutional design. The quality of day-to-day interactions, fair power-sharing, and a genuine, shared commitment to inclusive and sustainable service goals all play crucial roles. In this process, government often steps in as a facilitative leader, helping to create an environment where collaboration can truly flourish and encouraging participation from diverse sectors. At the same time, other

stakeholders show their commitment by actively engaging in the collaborative efforts that have been set in motion. Ultimately, it is the synergy between these various roles that helps ensure the program's long-term sustainability.

METHOD

This study adopts a descriptive qualitative approach. The primary data was obtained through in-depth interviews and field observations. Supporting data were collected by reviewing various literature related to collaborative governance, as well as regulations, policies, and programs concerning the elderly in Indonesia, with particular emphasis on the context of Yogyakarta City. Informants were selected purposively according to predetermined criteria, namely individuals with knowledge and understanding of the implementation of LLT in Yogyakarta City, who participated from the planning stage through to program implementation. The informants consisted of four groups: government representatives (Bappenas, Bappeda Kota Yogyakarta, Dinas Kesehatan Kota Yogyakarta, Dinas Sosial Kota Yogyakarta, DP3AP2KB Kota Yogyakarta, and Lurah Kotabaru), academics (Universitas Islam Indonesia), non-governmental organizations (SurveyMeter and Rumah Zakat), and community members serving as part of LLT program managers. The interview results were analyzed using the coding technique developed by Strauss (1987), as cited in Neuman (2014), which consists of three stages: open coding, axial coding, and selective coding. Furthermore, the data was analyzed using the collaborative governance framework of (Ansell & Gash, 2008), focusing on the dimensions of facilitative leadership and stakeholder commitment.

RESULTS AND DISCUSSION

Based on the field findings, the implementation of the Integrated Elderly Service (LLT) in Yogyakarta City began as a pilot project in response to the complex challenges of population ageing. Although it was initially a trial, the Yogyakarta City Government recognized that the evolving conditions of the elderly, in terms of numbers, health, and socio-economic factors, required an expansion of service coverage. Amid limited resources and fiscal constraints, Bappeda, with policy support from the Ad Interim Mayor at the time, committed to replicating the program. This strategy demonstrates the local government's dedication to ensuring the sustainability of the program's benefits while strengthening a more comprehensive and integrated elderly care system.

Furthermore, the field findings show that the sustainability of LLT in Yogyakarta City is largely determined by two complementary pillars: the facilitative leadership of Bappeda and the social commitment of local actors. Bappeda's facilitative leadership plays a crucial role in maintaining cross-sector collaboration through coordination, advocacy, and policy legitimacy. Conversely, the sustainability of program implementation in the field depends greatly on the strength of the social commitment demonstrated by program managers who deliver services directly. The interaction between these two aspects creates a mutually reinforcing mechanism, where structural support from local government works in synergy with the dedication of local actors. The next section will analyze the roles of these two factors in ensuring the sustainability of LLT in Yogyakarta City, using the collaborative governance framework of (Ansell & Gash, 2008).

Strategic Facilitation: Overcoming Sectoral Egos

Within the framework of Ansell & Gash (2008), the success of collaborative governance depends on the presence of facilitative leadership capable of managing dynamics among actors, including conflicts of interest and sectoral egos. The fragmentation of elderly services in Yogyakarta City reflects the starting conditions of collaboration, where services are still running sectoral, referral mechanisms have yet to be established, and coordination among government agencies (OPDs) remains weak. In this context, Bappeda is present as a strategic facilitator to unite OPDs and encourage cross-sectoral collaboration.

Bappeda demonstrates effective facilitative leadership by employing a sectoral and segmented communication approach. This strategy serves as a form of risk mitigation, anticipating negative opinions or resistance from one actor so that it does not influence others collectively. In other words, segmenting dialogue is an effort to minimize the potential for misunderstandings between stakeholders. Bappeda's facilitative leadership aligns with the argument of (Ansell & Gash, 2008), who state that face-to-face dialogue is "a necessary but not sufficient condition for collaboration... it is possible for face-to-face dialogue to reinforce... or to increase antagonism and mutual disrespect." Dialogue among stakeholders is a crucial step in building shared understanding, however, if not managed carefully, this process can backfire and hinder collaboration.

Furthermore, the sectoral approach provides a space to develop a shared understanding of the issues underlying the program while emphasizing the urgency of collaboration, leading to agreements that can be addressed in a broader forum. According to Ansell & Gash (2008), “as a consensus-oriented process, the ‘thick communication’ allowed by direct dialogue is necessary for stakeholders to identify opportunities for mutual gain.” This statement emphasized that intensive communication and direct dialogue are essential prerequisites for building consensus. In this context, the meetings facilitated by Bappeda serve not only as routine coordination forums, but also as opportunities to break down sectoral barriers, strengthen mutual understanding, and lay the foundation for sustainable collaboration.

Then, Bappeda took strategic steps by facilitating the issuance of a Decree (SK) to determine the locations for program replication, providing strong legitimacy for LLT in the absence of national technical regulations. These findings are consistent with the collaborative governance framework (Ansell & Gash, 2008), which highlights the importance of facilitative leadership in building program legitimacy. Bappeda’s facilitative leadership not only helps to reduce sectoral egos but also reinforces the legitimacy and structure of collaboration, enabling it to function more effectively. This aligns with the study by Oktafiani *et al.* (2024), which found that facilitative leadership is a crucial element in ensuring a smooth collaboration process, particularly through the leader’s role in mediating negotiations and providing the necessary support for all parties involved.

However, in contrast to several studies that have found the dominance of certain actors within collaboration (Joo Chang, 2009), this study shows that the facilitative role of Bappeda is able to maintain a balance among actors. During the monthly Case Conference meetings, Bappeda acts as a moderator, guiding the discussion. Field observations reveal how Bappeda manages the meeting process. Each actor is given the opportunity to share their experiences regarding elderly cases encountered in the field. Subsequently, other actors, including Bappeda, offer responses in the form of suggestions, input, recommendations, or potential solutions, particularly in identifying opportunities for collaboration. These regular meetings serve as a collective effort to connect elderly individuals with the services they need. The findings demonstrate that all actors have an equal standing in the process, even though the meetings are facilitated by Bappeda.

In general, these field findings align with the argument put forward by Ansell & Gash (2008), who state that “leadership is crucial for setting and maintaining clear ground rules, building trust, facilitating dialogue, and exploring mutual gains.” Leadership plays a central role in ensuring that the collaboration process is well-directed, inclusive, and oriented toward shared interests. In the context of LLT in Yogyakarta City, Bappeda fulfills a facilitative leadership role as a strategic facilitator. This is realized through the facilitation of various dialogue forums conducted in stages, both within sectoral (segmented) and cross-sectoral contexts. Such an approach is important for reducing sectoral egos that often hinder synergy among stakeholders. Through these dialogues, Bappeda helps align perceptions, set a common agenda, build and maintain trust, strengthen the legitimacy of the program among stakeholders, and ensure its long-term sustainability. Thus, facilitative leadership serves not only as a bridge between actors, but also as the foundation for building effective collaborative governance.

Integration of Resources and Social Capital

Within the framework of Ansell & Gash (2008), the regulatory limitations and fiscal constraints faced by the Yogyakarta City Government reflect the starting conditions of resource asymmetry, which in fact become a driving factor for the emergence of collaboration. Resource asymmetry creates a situation of interdependency among actors, as none of them can operate effectively on their own. Therefore, collaboration serves as a mechanism for integrating the resources possessed by each actor. For example, in terms of financing, although the operational budget for LLT is explicitly allocated in the Dinsosnakertrans budget, in practice, other agencies such as Bappeda, Dinkes, and DP3AP2KB also contribute by funding regular LLT coordination meetings (Case Conference). Additionally, resource integration is evident in the organization of training activities, which involve contributions from donor agencies (Asian Development Bank), research institutions (SurveyMeter), academics (Universitas Gadjah Mada and Universitas Kristen Duta Wacana), and the central government (Bappenas).

Resource integration is complementary in nature, with each actor filling gaps that others cannot address. Bappeda facilitates cross-sector coordination, while non-governmental organizations provide additional support, such as funding and synergistic activities that are more flexible and aligned with the program’s goals. Meanwhile, academics offer both theoretical foundations and technical assistance in the field, and the community serves as the front line in program implementation. In this way, collaboration within the LLT functions as an institutional substitute, filling gaps in technical regulations and supporting institutional structures that are not yet fully established, thereby enabling the program to operate effectively.

In addition, the research findings highlight the importance of social capital in the collaborative LLT process at the field level. Social capital is manifested through the synergy of individual motivation, emotional attachment to the area, and the strengthening of networks built through previous collaborative experiences. Strong social capital accelerates the process of building trust among actors. From the perspective of collaborative governance (Ansell & Gash, 2008), this condition relates to the incentive for participants in the dimension of starting conditions, as well as face-to-face dialogue and trust-building in the collaborative process dimension. According to Ansell & Gash (2008), "trust-building is a time-consuming process that requires a long-term commitment to achieving collaborative outcomes." This statement underscores that the success of collaboration is greatly influenced by the quality of its processes, as trust cannot be established instantly through just one or two meetings. In this regard, the quality of the collaborative process is also shaped by the history of relationships that have previously developed among the actors.

Social capital serves as a key driver encouraging the involvement of local actors in LLT. The social capital that emerges from interpersonal relationships, shared values, and the daily norms of LLT program managers has been shown to influence the development of their social commitment. According to interview results, nearly all LLT program managers are willing to participate because they feel a personal calling. This calling represents a strong personal motivation, where social and spiritual values have been internalized and developed within the individual. The emotional attachment of LLT program managers to their area naturally fosters a deeper concern for the needs of the elderly in their community. Care for the elderly is viewed as a collective responsibility, making the services provided more responsive to their needs. This finding is consistent with the study by Fitriana et al. (2018), which states that norms of elderly care adopt both religious and social values, defining care as an expression of respect, compassion, as well as moral and spiritual debt and obligation. Thus, the presence of social capital in LLT contributes to strengthening the program's sustainability through the social commitment of local actors.

Resource integration and social capital in LLT are closely interconnected and mutually reinforcing. Efforts to combine various resources, such as funding, personnel, and institutional capacity, are more easily realized when trust and established networks exist among actors. Conversely, the social capital present in the community requires adequate resource support to produce tangible outcomes in elderly care services. Thus, social capital facilitates the process of resource integration, while resource availability ensures that social capital remains tangible and beneficial in practice.

"Small Wins" as a Commitment Booster

Findings from research on the implementation of LLT in Yogyakarta City show that "small wins" play a crucial role in strengthening the commitment of actors involved in collaboration. Within the framework of collaborative governance, small wins are understood not merely as temporary outcomes, but as intermediate results that serve as key drivers of the collaborative process. (Ansell & Gash, 2008) assert that focusing on small achievements can foster the creation of a "virtuous cycle" that deepens trust, commitment, and mutual understanding among actors.

The early achievements of LLT provide clear evidence that cross-sector collaboration can bring about real changes in the field. Bedridden elderly individuals who were previously unreachable are now receiving services through home visit mechanisms, and have their basic needs met. This condition not only has an impact on increasing the satisfaction and health of the elderly, but also reduces the number of neglected seniors, which had been a persistent issue in Yogyakarta City. A study by Everingham et al. (2012) notes that gradual, small achievements are crucial because they help "refresh" relationships among actors and stimulate greater knowledge input and time commitment from volunteers. When LLT program managers witness the real impact of their "ngopeni" (caring) efforts, a strong sense of shared ownership develops, motivating them to continue the program and provide the best possible care for the elderly.

On the other hand, the community is also showing increasing concern for the elderly in their midst. Individually, people are not only providing support through donations, but are also acting as informal "CCTVs," keeping an eye on the daily lives of elderly individuals who live alone without family. These small achievements are especially important in the early stages, when actors are still building trust and adapting to their roles. As Ansell & Gash (2008) note, intermediate outcomes such as small wins serve as "initial momentum" that helps sustain the collaborative process. Furthermore, Ansell & Gash (2008) point out that in situations where initial trust is low or there is potential for conflict, the presence of small wins becomes even more critical. When building trust requires a long-term commitment, these incremental achievements play a decisive role in keeping actors engaged in the process. This is consistent with field findings, where early successes helped reduce actors' doubts and

strengthened their belief that collaboration is a viable approach. For government agencies (OPDs), these small wins are seen in the smoother coordination of elderly care services. As a result, the performance of each agency has improved, along with clearer service flows and division of responsibilities.

In addition, small wins also help strengthen commitment to the process itself. This commitment is marked by an awareness of mutual interdependence, a sense of ownership over the process, and openness to pursuing shared benefits Ansell & Gash (2008). When actors begin to see tangible results from their involvement, they are motivated to continue participating actively, not out of formal obligation, but because they believe in the value and benefits of collaboration. This is reflected in the involvement of Rumah Zakat, where the sustainability of collaboration is driven by mutually beneficial, reciprocal relationships. On one hand, Rumah Zakat and LLT share the same target beneficiaries in elderly care. On the other hand, communities in LLT areas need a trusted institution to channel their zakat. A similar example can be seen in the involvement of universities, such as the Universitas Islam Indonesia, which consistently integrates community service and thematic student programs with the implementation of LLT in the field. Ansell & Gash (2008) argue that small wins can provide positive feedback into the collaborative process, repeatedly reinforcing trust-building and commitment.

Overall, small wins function not only as short-term success indicators with immediate impact in the field, but also as key factors in sustaining collaborative governance. Field findings show that these early achievements act as catalysts, accelerating the development of trust, strengthening commitment, and enhancing coordination among the actors involved. In the context of LLT, small wins have proven to be crucial in maintaining the momentum of collaboration, especially amid limited resources and the absence of strong formal institutional support.

CONCLUSION

The sustainability of the Integrated Elderly Service (LLT) in Yogyakarta City, within the framework of collaborative governance, is determined by the interaction of two key factors: facilitative leadership and the social commitment of local actors. Bappeda's facilitative leadership serves as the main driving force, enabling cross-sector collaboration through the creation of dialogue spaces, alignment of interests, and strengthening of program legitimacy. Meanwhile, the social commitment of LLT program managers acts as the key to grassroots implementation, ensuring the continuity of services in practice.

The sustainability of LLT is determined not only by the availability of formal resources or institutional strength, but also by the ability to unite structural support with the social capital that develops within the community. In this regard, collaborative governance operates effectively when facilitative leadership can optimize social capital and encourage the ongoing engagement of actors. Thus, this study highlights that a combination of the government's role as a strategic facilitator and the active involvement of the community as primary implementers is a key prerequisite for creating integrated, community-based elderly services that are sustainable over the long term.

This research shows that the collaborative governance framework can be effectively used to examine the implementation of elderly care programs designed to address the dynamics of an ageing population. The good practices identified in this program are expected to serve as a reference for enhancing policies related to community-based elderly services in Indonesia. Based on the findings, this study recommends several steps to improve the implementation of LLT, namely:

1. **Strengthening Technical Regulations**

There is a need to strengthen technical regulations at both the national and regional levels. This is essential for providing a robust legal framework for the program. Clear and harmonized regulations, including the designation of a program coordinator at the national level, will help ensure that implementation at the regional level is more focused, synchronized, and accountable.

2. **Institutionalizing Coordination**

In line with the strengthening of regulations, it is also necessary to institutionalize coordination through the establishment of a formal mechanism across OPDs, the integration of elderly issues into regional planning documents, and cross-sectoral budget support. Thus, alignment between national and regional levels can reinforce the implementation of integrated and sustainable elderly care services.

3. **Strengthening Local Actor Support**

Continuous efforts are needed to strengthen the role of local actors as the core implementers of LLT at the village level. Local governments should provide appropriate recognition, both in the form of incentives and formal acknowledgment, to appreciate their contributions. In addition, capacity-building support through

training and mentoring, covering both technical aspects of elderly care and collaborative practices, is essential to maintain the quality of services. These efforts aim to sustain and enhance the social capital that serves as a key factor in driving and ensuring the sustainability of LLT at the community level.

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