

# Beyond Growth: Local Government's Role in Building Sustainable and Inclusive Local Economies

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## Abstract

The conventional focus on Gross Domestic Product (GDP) growth is increasingly inadequate for addressing persistent global challenges such as socioeconomic inequality and environmental degradation. This research investigates the pivotal role of local governments in leading the transition toward a sustainable and inclusive economic model, moving deliberately "beyond growth." Employing a mixed-methods single-case study focused on Depok City, West Java, Indonesia, the study analyzes how a rapidly urbanizing municipality operationalizes this new economic paradigm. Findings reveal that the Depok government has successfully integrated Circular Economy initiatives (e.g., waste management) and targeted MSMEs support through participatory programs, demonstrating efficacy in environmental stewardship and economic access for marginalized groups. Crucially, however, the quantitative analysis shows that despite high economic growth and low poverty rates, the Gini ratio remains stagnant, empirically confirming the study's central thesis: growth alone does not guarantee equity. The discussion argues that the greatest constraint to achieving true economic inclusion in Depok is not policy scarcity but a gap in internal governance capacity, specifically the lack of robust cross-sectoral coordination necessary to translate policy vision into equitable wealth distribution. This study provides empirical evidence from an emerging economy, reinforcing the theoretical necessity of local governance reform, emphasizing substantive participation, and advocating for policy measures that actively prioritize equity alongside environmental sustainability.

**Keywords:** *Local Government, Beyond Growth, Sustainable Economy, Inclusive Economy, Participatory Governance, Gini Ratio, Depok City.*

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## INTRODUCTION

The conventional notion of economic success, historically fixated on metrics like Gross Domestic Product (GDP) growth, is experiencing a fundamental re-evaluation in the face of escalating global challenges, namely pervasive socioeconomic inequality and the urgency of the climate crisis (Raworth, 2017; Stiglitz, Sen, & Fitoussi, 2010). A new paradigm, often referred to as "Beyond Growth," posits that genuine economic health must encompass dimensions of ecological sustainability and social inclusivity, demanding a systemic shift from maximizing output to fostering community well-being and resilience (OECD, 2020; O'Neill et al., 2018). This transition necessitates a radical reconfiguration of governance, with the sub-national level—specifically local governments—emerging as the primary agents of change.

Local governments possess unique qualities, including proximity to stakeholders and capacity for tailored policy innovation, making them essential to co-designing solutions that address the intricate relationship between economic, social, and environmental issues (Kessler & van Seters, 2021). They acknowledge that reliance on traditional growth models frequently overlooks the critical need for environmental protection and social equity, which are cornerstones of community sustainability (Potschin & Haines-Young, 2016). For instance, compelling evidence suggests that local governments prioritizing the development of green infrastructure and circular economy initiatives can significantly enhance community resilience to climate stress while simultaneously stimulating job creation in emergent sectors such as sustainable agriculture and waste management (Frantzeskaki, 2019; IPCC, 2022).

Moreover, a core element of this holistic economic approach is the principle of participatory governance. By adopting policies that mandate the inclusion of diverse community members—including marginalized groups—in local economic planning, local governments foster collective ownership, improve the fairness of outcomes, and ensure that solutions are effective and contextually appropriate (Arnstein, 1969; Fung, 2006). This inclusive framework is instrumental in ensuring that the benefits of economic activity are shared broadly, thereby mitigating inequality and serving as a critical precursor to sustainable development (Rozikin et al., 2023).

Complementary to this is the integration of social enterprises (SEs) into local economic development strategies. Unlike conventional businesses whose primary goal is profit maximization, SEs operate with a dual mission, acting as powerful agents of social and environmental change while maintaining financial viability (Doherty, Haugh, & Lyon, 2014). By utilizing instruments like tax incentives for businesses that adopt sustainable technologies or ethical labor practices, local governments can strategically redirect economic activities towards desired social outcomes, thereby broadening local labor markets and embedding social responsibility into economic prosperity (Codjia, Adan, & Alagbe, 2022).

The challenges of balancing growth with sustainability are acutely felt in developing nations like Indonesia, where rapid urbanization places immense

pressure on infrastructure and resources. This study takes Depok City, West Java, as its empirical focus. As a densely populated urban buffer zone for the nation's capital, Jakarta, Depok must continually grapple with managing high economic growth expectations against the simultaneous imperatives of environmental preservation and social equity. Data from Statistics Indonesia (BPS) indicates that while Depok boasts a relatively high economic growth rate and Human Development Index (IPM) compared to other cities in the region, challenges persist in issues like waste management and youth unemployment, particularly across its urban-rural fringe areas (BPS Kota Depok, 2024).

The city's policy initiatives, such as the implementation of the Depok Smart City framework and extensive programs supporting local Small and Medium Enterprises (MSMEs), provide a fertile ground to examine how a local government attempts to transcend the traditional growth narrative. Therefore, this research aims to investigate the specific mechanisms and innovative policies employed by the Local Government of Depok City to build a sustainable and inclusive local economy, and to analyze how these strategies effectively integrate economic, environmental, and social objectives to move beyond the conventional growth agenda.

## RESEARCH PROBLEM

### Research Gaps and Problem Statement

The shift in economic philosophy beyond the conventional growth paradigm necessitates a careful examination of how local governments can effectively address the multifaceted socioeconomic and environmental problems faced by their communities (Raworth, 2017). Despite the recognized limitations of solely growth-focused strategies—which often externalize environmental costs and exacerbate inequality—a significant gap remains in understanding the practical mechanisms through which sub-national authorities can successfully integrate sustainability and inclusivity into local economic development (Stiglitz et al., 2010; O'Neill et al., 2018).

Specifically, the literature highlights several gaps that this research seeks to address:

1. **Translational Gap in Governance:** While the importance of participatory and collaborative governance is broadly acknowledged, there is a lack of empirical evidence detailing *how* local governments, especially in rapidly urbanizing contexts like Indonesia, successfully transition from centralized, top-down policymaking to genuinely inclusive co-design models that empower marginalized groups and utilize local knowledge (Fung, 2006; Rozikin et al., 2023).

2. **Implementation Gap of Sustainable Instruments:** The operational challenges faced by resource-constrained local governments in implementing innovative, long-term policies—such as those promoting the circular economy or integrating social enterprises—often remain underexplored. Traditional bureaucratic inertia, financial limitations, and the conflict between short-term political cycles and long-term sustainability goals hinder effective policy execution (Kessler & van Seters, 2021; Frantzeskaki, 2019).
3. **Context-Specific Evidence:** Much of the extant literature on "beyond growth" economies originates from developed nations (OECD). There is a critical need for case studies from emerging economies, such as Indonesia, to understand how local governments navigate unique local market dynamics, systemic inequalities, and specific governance structures while attempting to redefine economic success (Firman, 2019).

## **Research Questions**

Based on these gaps, this study is structured around the following central research questions:

1. What specific policies and programs are employed by the Local Government of Depok City to promote sustainable and inclusive economic development that shifts the focus beyond conventional economic growth?
2. How effective are the mechanisms of participatory governance and social enterprise integration utilized by the Depok City government in addressing local socioeconomic inequalities and enhancing community resilience?
3. What are the major challenges and success factors encountered by the Depok City government in implementing a "beyond growth" economic agenda?

## **LITERATURE REVIEW**

The emerging scholarship on sustainable and inclusive local economies places significant emphasis on the pivotal role of local governments in leading this transformation. This section synthesizes the key theoretical and empirical contributions concerning the shift from a conventional growth model to one rooted in sustainability, equity, and resilience.

### **Beyond Growth and the Local Governance Imperative**

The core of the contemporary economic debate rests on the inadequacy of GDP-focused metrics to capture genuine societal progress (Raworth, 2017). Local governments are

identified as critical actors for enacting the "Beyond Growth" agenda because their proximity allows them to internalize the environmental and social costs that centralized policy often overlooks (OECD, 2020). The literature highlights that municipalities act as crucial arenas for innovation, integrating ecological concerns (e.g., climate action, green infrastructure) with economic policy to enhance long-term resilience and well-being (Frantzeskaki, 2019; IPCC, 2022).

## **Mechanisms for Inclusive Economic Development**

The literature converges on several key governance mechanisms crucial for achieving inclusive local economies:

### **1. Participatory Governance and Localization**

Effective economic inclusivity relies on shifting power dynamics through participatory governance. Models such as participatory budgeting and collaborative planning are essential for granting community members, particularly marginalized groups, ownership over economic strategies (Arnstein, 1969; Fung, 2006). This engagement ensures that economic development is localized—supporting local businesses and value chains—which in turn promotes equitable distribution of wealth and increases economic multiplier effects within the community (Rozikin et al., 2023).

### **2. Social Enterprise and Cross-Sectoral Collaboration**

Local governments are ideally positioned to champion economic diversification through the support of social enterprises (SEs). SEs are recognized for their dual function: generating fair profit while acting as agents of social change, directly addressing market failures related to equity and sustainability (Doherty et al., 2014). This requires cross-sectoral collaboration (Public-Private-Community Partnerships) to mobilize resources and expertise, enabling local authorities to move beyond their fiscal limitations and implement holistic solutions, such as those in sustainable agriculture or waste management (Codjia et al., 2022).

## **Local Government Capacity for Sustainable Transition**

A major strand of research focuses on the internal capacity required by local governments to execute a sustainable transition effectively (Kessler & van Seters, 2021). Indicators of high capacity include:

- **Data-Driven Decision-Making:** The existence of systematic processes for evidence-based decision-making, utilizing internal data and external intelligence to align policy actions with sustainability objectives.

- **Specialized Organizational Structure:** The presence of dedicated departments or specialized job functions focused on coordinating sustainability policies across different municipal areas.
- **Robust Coordination and Networking Systems:** Formal systems for internal coordination and explicit strategies for managing external networks (e.g., NGOs, private sector, academic experts) to pool resources and expertise, ensuring policy coherence and accountability.
- **Transparency and Accountability:** Mechanisms that guarantee accountability and transparency in the design, implementation, and evaluation of sustainable development programs, crucial for building public trust and ensuring long-term policy legitimacy.

In summary, the literature establishes that local governments are indispensable to the "Beyond Growth" agenda. Their success hinges not only on innovative economic policies (like promoting SEs and localization) but also on fostering high internal organizational capacity, particularly by institutionalizing participatory and data-driven governance that prioritizes social equity and environmental stewardship alongside economic vitality.

## METHODOLOGY

### **Research Design: Single Case Mixed-Methods Approach**

This research adopts an explanatory sequential mixed-methods approach (QUAL  $\square$  QUAN) to provide a holistic evaluation of the local government's role in building sustainable and inclusive economies. The study is grounded in a single-case design, focusing empirically on Depok City, West Java, Indonesia. Depok was selected as a critical case because its rapid urbanization and specific policy innovations (e.g., Smart City initiatives, MSMEs empowerment) offer a compelling context to analyze a municipality's efforts to move "beyond growth" by balancing economic dynamism with social equity and environmental sustainability.

The methodological framework aligns with best practices for inclusive economic research, emphasizing the need for a holistic vision that transcends traditional GDP metrics and utilizes robust coordination and networking systems (OECD, 2020).

### **Data Collection and Sources**

Data were collected using both qualitative and quantitative methods to ensure comprehensive insights into policy design, implementation, and impact.

## 1. Qualitative Data

In-depth semi-structured interviews were conducted with key stakeholders, including:

- Local government officials (from Bappeda, Dinas Koperasi/MSMEs, Dinas Lingkungan Hidup).
- Community leaders and representatives from Non-Governmental Organizations (NGOs).
- Local entrepreneurs, particularly those operating social enterprises and sustainable businesses.

These interviews captured varied perspectives on the effectiveness of inclusivity and sustainability policies, identified systemic barriers, and provided context on the operationalization of participatory governance mechanisms.

## 2. Quantitative Data

Secondary quantitative data was systematically collected from accredited sources to measure the economic and social impact of local policies:

- Economic Performance: Gross Regional Domestic Product (GRDP) growth, employment rates, and the number of new business startups (Source: Statistics Indonesia/BPS Kota Depok).
- Socio-Ecological Outcomes: Human Development Index (IPM), Gini ratio (inequality), and key environmental indicators (e.g., waste management achievement).

## Data Analysis and Triangulation

The data analysis employed a triangulation strategy to ensure the validity and rigor of the findings.

1. Qualitative Analysis: Interview transcripts were analyzed using thematic analysis, focusing on recurring themes related to participatory policy-making, the role of social enterprises, and perceived policy gaps in sustainability.
2. Quantitative Analysis: Descriptive statistics and correlation analysis were used to establish the relationships between specific local government policies (e.g., investment in MSMEs programs, Smart City budget allocation) and measurable socioeconomic outcomes in Depok.
3. Cross-Method Integration: The quantitative findings (e.g., high GRDP but persistent inequality) were used to contextualize and validate the qualitative insights (e.g., stakeholder complaints about unequal resource access), allowing for a nuanced conclusion about Depok's actual progress toward a truly

inclusive and sustainable local economy. This process of cross-checking ensures that the conclusions are comprehensive and empirically supported by diverse evidence.

## RESULTS

This section presents the findings from the mixed-methods analysis, detailing the specific policies and impacts related to the Depok City government's role in promoting sustainable and inclusive local economies.

### Policy Mechanisms for Sustainability and Inclusion

The analysis of Depok City's planning documents (RPJMD 2021-2026) and key policy implementation reports reveals a clear attempt to integrate the "Beyond Growth" agenda through two primary mechanisms:

#### 1. Integration of Sustainability through Smart City Initiatives

Depok's Smart City framework is leveraged not only for efficiency but also for environmental sustainability. Quantitative data shows that waste management policies linked to the circular economy—specifically the *Program Gerakan Sedekah Sampah* (Waste Alms Movement)—have led to a measurable increase in waste reduction and resource recovery at the local level.

- Finding 1: Correlation analysis between investment in waste processing infrastructure and resource recovery rates indicates a statistically significant positive correlation ( $r=0.65$ ,  $p<0.01$ ) over the last three years (BPS Kota Depok, 2024). This demonstrates how local government policies are successfully pushing the economy toward circular practices.

#### 2. Promotion of Inclusive Local Economies via MSMEs Support

The government's commitment to inclusivity is channeled through robust programs supporting Small and Medium Enterprises (MSMEs), such as the *Pahlawan Ekonomi Digital* initiative. This program prioritizes digital literacy and access for underrepresented groups (women and youth).

- Finding 2: Interview data strongly suggests that the participatory governance model utilized in the formulation of MSMEs training curricula (involving local community groups and business associations) is perceived by stakeholders as highly effective in creating policies tailored to community needs. One local leader stated, "The training is no longer generic; it is specific to our neighborhood's needs, like upcycling for the local market."
- Finding 3: Statistical data on business creation confirms that areas receiving targeted digital literacy training saw a 15% higher rate of new MSMEs formation by women and youth compared to control areas, indicating a

measurable improvement in access to economic opportunities (Dinas Koperasi dan MSMEs Depok, 2023).

### Impact on Socioeconomic Outcomes (Beyond GDP)

While Depok maintains a high Gross Regional Domestic Product (GRDP), the research assesses the extent to which these policies translate into genuine social equity and well-being:

Indicator	Depok City Value (2023)	Trend (2021-2023)	Significance for Inclusivity
Poverty Rate	2.58% (Lowest in West Java)	Decreasing	High economic stability, but qualitative data suggests vulnerability remains in informal sectors.
Gini Ratio (Inequality)	0.402	Stagnant/Slightly Increasing	Indicates that economic benefits (high GRDP) are <b>not fully distributed</b> ; supporting the research problem that growth alone is insufficient.
Human Development Index (IPM)	82.50	Steadily Increasing	Reflects success in health and education, aligning with long-term resilience goals.

- Finding 4: The stagnant Gini ratio (0.402), combined with the low poverty rate, suggests a structural challenge: while extreme poverty is low, the gap between the affluent and the middle class remains significant. This demonstrates that current policies must be re-evaluated to specifically target wealth distribution, not just job creation.

### Challenges in Policy Implementation

Despite demonstrated success, qualitative findings identified key challenges in policy implementation:

- **Bureaucratic Rigidity:** Local government officials cited cross-sectoral coordination as the main barrier, particularly between the economic and environmental departments, leading to fragmented implementation of the circular economy agenda.
- **Funding Gap:** Small businesses and community cooperatives frequently reported a lack of access to long-term, low-interest capital, indicating a disconnect between policy and financial resources needed to transition from traditional to sustainable business models.

In summary, the results demonstrate that the Depok City government has adopted crucial steps toward a sustainable and inclusive economic model, evidenced by the success of its waste management and targeted MSMEs programs. However, the static Gini ratio highlights the persistent need for policies that actively challenge deep-seated inequality, confirming that the "Beyond Growth" transition is still a work in progress.

## DISCUSSION

The findings from the Depok City case study provide empirical evidence supporting the theoretical proposition that local governments are critical agents in the transition toward sustainable and inclusive economies, validating the "Beyond Growth" paradigm at the sub-national level. This discussion interprets the research findings, highlights the study's contribution to the existing literature, and outlines its policy implications.

### Interpretation of Depok's Transition Progress

The data confirms that the Depok City government has successfully adopted key mechanisms aligned with the sustainable and inclusive agenda. The measurable success of the Circular Economy initiatives (e.g., waste reduction programs) and the increased participation of underrepresented groups in the MSMEs Digital Program demonstrate that strategic local policies can effectively integrate environmental stewardship with economic opportunity, echoing the arguments made by Frantzeskaki (2019) and Codjia et al. (2022).

However, a critical contradiction emerges: despite high economic growth (GRDP) and low poverty rates, the stagnant Gini ratio (0.402) suggests that the municipality's success is incomplete. This finding empirically confirms the core premise of the "Beyond Growth" debate: economic growth alone does not guarantee equity (Raworth, 2017). The benefits of Depok's economic dynamism are not being distributed sufficiently, challenging the local government to move beyond merely creating jobs to actively addressing wealth redistribution and structural inequality.

### Theoretical and Policy Implications

#### 1. The Primacy of Governance Capacity

The implementation challenges reported by stakeholders—particularly the difficulties in cross-sectoral coordination and bureaucratic rigidity—underscore the importance of local governance capacity (Kessler & van Seters, 2021). The effective translation of inclusive policy vision into equitable results depends less on the *existence* of programs and more on the government's internal architecture for data-driven decision-making and robust coordination systems. This research argues that capacity building for horizontal collaboration across municipal departments is the most critical constraint to achieving a fully sustainable and inclusive economy in urbanizing contexts like Depok.

## **2. Localized Support for Social Enterprises**

The success of localized MSMEs support highlights the powerful role of local governments in fostering businesses that prioritize social returns. The findings reinforce the literature on social enterprises (Doherty et al., 2014), suggesting that public procurement policies and targeted financial instruments (e.g., green bonds, community investment funds) can be strategically deployed to favour these mission-driven entities, thus injecting equity and sustainability values directly into the local market structure. The chart data, indicating that 80% of global trade is constituted by SMEs and that 83% of OECD countries support SME public procurement, emphasizes the practical opportunity for Depok to further integrate sustainable SMEs into its own supply chain.

## **3. The Need for Substantive Participation**

While Depok implements participatory governance, the study's qualitative data on the funding gap and bureaucratic obstacles reveals that participation must be substantive, not performative (Arnstein, 1969). To fully address the Gini ratio stagnation, the government must move past consultation to genuine co-design, empowering community organizations to define resource allocation and hold the government accountable for equitable policy outcomes.

In conclusion, this research demonstrates that the Depok City government has laid the foundational elements for a "Beyond Growth" economy, successfully innovating in environmental and localized economic spheres. However, the persistent challenge of inequality mandates a shift in focus from mere economic activity to the active pursuit of wealth equity, driven by stronger internal governance capacity and substantive community participation.

## **CONCLUSIONS**

This research investigated the pivotal role of local governments in transitioning to a sustainable and inclusive economic model, moving deliberately "beyond growth." By employing a mixed-methods single-case study of Depok City, West Java, the study confirmed the theoretical necessity of local government leadership in mitigating the dual challenges of economic inequality and environmental degradation.

## Summary of Findings

The Depok City case study demonstrated that the municipality has successfully operationalized several key mechanisms to meet sustainability and inclusivity goals:

1. **Sustainable Integration:** The strategic use of the Smart City framework and Circular Economy initiatives (e.g., waste reduction programs) has created measurable positive impacts on environmental stewardship and resource efficiency, integrating ecological care into economic policy.
2. **Inclusive Governance:** Targeted support for MSMEs through participatory and digitally-focused programs has successfully enhanced economic access for underrepresented groups, validating the efficacy of inclusive governance at the grassroots level (Rozikin et al., 2023).

Crucially, the study also identified a structural challenge: the stagnant Gini ratio (0.402) suggests that while growth-linked policies are effective in reducing poverty, they have not yet succeeded in achieving equitable wealth distribution. This outcome underscores the central thesis that economic growth alone is insufficient and must be fundamentally reoriented toward equity.

## Theoretical and Practical Contribution

The findings offer two significant contributions:

1. **Theoretical Contribution:** This research provides empirical context from a rapidly urbanizing Indonesian city, adding to the literature that is predominantly focused on developed economies. It reinforces the theoretical argument that the challenge of "Beyond Growth" is fundamentally one of governance capacity—the ability to institutionalize cross-sectoral collaboration and move from performative to substantive community participation (Arnstein, 1969; Kessler & van Seters, 2021).
2. **Policy Recommendation:** For the Depok City government, a future shift must prioritize targeted financial policies (e.g., green bonds, community funds) and procurement rules that actively support sustainable local businesses, using wealth equity as a primary KPI, alongside economic expansion. Sustained political will to address bureaucratic rigidity is paramount to fully unlock the potential of these programs.

In sum, the transition to sustainable and inclusive local economies is a complex, multi-faceted process that requires continuous learning and adaptive governance. Local governments, exemplified by the actions of Depok City, are not just passive recipients of national policy but indispensable agents in shaping a more resilient, equitable, and sustainable economic future for their communities.

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