

**ENVIRONMENTAL LAW AND SOCIAL JUSTICE IN ACHIEVING  
SDG 11: A STUDY OF BANDAR LAMPUNG CITY**

**HUKUM LINGKUNGAN DAN KEADILAN SOSIAL DALAM  
CAPAIAN SDG 11: STUDI KOTA BANDAR LAMPUNG**

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**ABSTRACT**

Sustainable urban development is the main agenda in Sustainable Development Goals (SDG) 11, which demands inclusive, safe, resilient, and sustainable cities. However, there is still a gap between normative environmental law regulations and practices in the field, especially related to the deficit of green open space, the existence of slums, and the lack of public participation. This study aims to analyze the integration of the Pancasila social justice principle into environmental law to strengthen the implementation of SDG 11, focusing on the City of Bandar Lampung as a case study. The research methodology used is normative and empirical legal research with qualitative-descriptive analysis techniques, through a study of laws and regulations and field data related to spatial planning, green open spaces, and slums. The results show that although Indonesia's legal framework guarantees the right to a good environment, implementation at the local level does not yet reflect the principles of social justice. This is reflected in the RTH deficit of only around 10% (national standard of 30%), the existence of slums ±60.01 ha in Panjang District, and 1,115 units of uninhabitable houses, which show spatial injustice and weak protection for marginalized groups. The results of the study can be concluded that the integration of Pancasila social justice values through collaborative governance based on multi-stakeholder partnership is an important strategy to strengthen the achievement of SDG 11. Theoretically, this study expands the study of environmental law based on social justice, while practically providing inclusive, participatory, and equitable policy recommendations for sustainable urban development in Indonesia.

**Keywords** : Environmental Law, Social Justice, SDG 11.

### **ABSTRAK**

*Pembangunan perkotaan berkelanjutan adalah agenda utama dalam Tujuan Pembangunan Berkelanjutan (SDG) 11, yang menuntut kota yang inklusif, aman, tangguh, dan berkelanjutan. Namun, masih ada kesenjangan antara peraturan dan praktik hukum lingkungan normatif di lapangan, terutama terkait defisit ruang terbuka hijau, keberadaan daerah kumuh, dan kurangnya partisipasi publik. Penelitian ini bertujuan untuk menganalisis integrasi prinsip keadilan sosial Pancasila ke dalam hukum lingkungan hidup untuk memperkuat implementasi SDG 11, dengan fokus pada Kota Bandar Lampung sebagai studi kasus. Metodologi penelitian yang digunakan adalah penelitian hukum normatif dan empiris dengan teknik analisis kualitatif-deskriptif, melalui kajian peraturan perundang-undangan dan data lapangan terkait tata ruang, ruang terbuka hijau, dan daerah kumuh. Hasil penelitian menunjukkan bahwa meskipun kerangka hukum Indonesia menjamin hak atas lingkungan yang baik, implementasi di tingkat lokal belum mencerminkan prinsip-prinsip keadilan sosial. Hal ini tercermin dari defisit RTH hanya sekitar 10% (standar nasional 30%), keberadaan permukiman kumuh ±60,01 ha di Kecamatan Panjang, dan 1.115 unit rumah tak layak huni, yang menunjukkan ketidakadilan spasial dan lemahnya perlindungan terhadap kelompok marjinal. Hasil penelitian dapat disimpulkan bahwa integrasi nilai-nilai keadilan sosial Pancasila melalui tata kelola kolaboratif berbasis kemitraan multipihak merupakan strategi penting untuk memperkuat pencapaian SDG 11. Secara teoritis, penelitian ini memperluas kajian hukum lingkungan berbasis keadilan sosial, sekaligus secara praktis memberikan rekomendasi kebijakan yang inklusif, partisipatif, dan adil untuk pembangunan perkotaan berkelanjutan di Indonesia.*

**Kata Kunci** : Hukum Lingkungan, Keadilan Sosial, SDG 11.

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## **I. INTRODUCTION**

Sustainable urban development is an increasingly prominent global issue as urbanization and environmental complexity increase in the 21st century. Rapid urban growth often goes hand in hand with social inequality, ecological degradation, and non-inclusive governance challenges. The global agenda through the Sustainable Development Goals (SDGs) emphasizes that cities must be directed to be inclusive, safe, resilient, and sustainable, as formulated in SDG 11. However, achieving this target is not easy because it faces obstacles in the form of limited green open space, air pollution, congestion, and the rise of informal settlements that are vulnerable to disasters.<sup>1</sup>

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<sup>1</sup> Joyeeta Gupta, Aarti Gupta, and Courtney Vegelin, "Equity, Justice and the SDGs: Lessons Learnt from Two Decades of INEA Scholarship," *International Environmental Agreements: Politics, Law and Economics* 22 (2022): 9–29, <https://doi.org/10.1007/s10784-022-09563-w>.

In particular, developing countries face a double challenge. On the one hand, it must encourage urban economic growth, while on the other hand, it must guarantee environmental sustainability and social justice. This phenomenon gives birth to a contradiction that is often referred to as the "urban paradox", namely, the rapid growth of cities that actually results in social exclusion and environmental degradation. Various international studies have revealed that even the development of cities based on smart city technology does not automatically solve the problems of social and environmental injustice.<sup>2</sup> Thus, a legal and policy approach is needed that is able to balance economic, social, and environmental aspects fairly.

Indonesia faces various complex urban problems. The high rate of urbanization triggers the emergence of slums, limited access to basic infrastructure, and environmental degradation in a number of large and medium-sized cities. Data from Bappenas (2023) shows that the area of slums in Indonesia is still quite significant, even though national programs such as the City Without Slums (KOTAKU) have been implemented since 2016. This condition shows that there is a gap between strong environmental law regulation and implementation on the ground, which ultimately poses a problem of spatial and social justice for urban communities.<sup>3</sup> Sustainable urban development requires a legal framework that is not only technical but also based on basic values such as social justice. In Indonesia, Pancasila, as the nation's ideology, places Social Justice for All Indonesian People as the fifth precept, which should be the spirit in every public policy, including environmental law. Environmental change in urban areas has become one of the most pressing challenges facing modern cities, especially in developing countries like Indonesia. Urbanization is often associated with economic growth and development, but it also exacerbates spatial inequality, ecological degradation, and social exclusion.<sup>4</sup>

As the basis of the state, Pancasila and the 1945 Constitution have provided a clear normative foundation to guarantee citizens' rights to a good and healthy environment. Article 28H paragraph (1) of the 1945 Constitution affirms that everyone has the right to a good environment, while the fifth precept of Pancasila emphasizes the importance of social justice for all Indonesian people. Thus, any environmental law policy should not only be oriented to technical aspects, but must also be based on the moral principle of social justice. The integration of Pancasila

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<sup>2</sup> Ushnish Sengupta and Ulysses Sengupta, "SDG-11 and Smart Cities: Contradictions and Overlaps between Social and Environmental Justice Research Agendas," *Frontiers in Sociology* 7 (2022): 995603, <https://doi.org/10.3389/fsoc.2022.995603>.

<sup>3</sup> Satjipto Rahardjo and T Sulastri, "Environmental Law and Social Justice in Sustainable City Development," *Journal of Law and Development* 53, no. 1 (2023): 45–62.

<sup>4</sup> Firman, T. (2009). "The Continuity and Change in Mega Urbanization in Indonesia: A Survey of Jakarta Bandung Region (JBR) Development." *Habitat International* 33(4): 327–339.

values in environmental law policy will strengthen policy legitimacy while ensuring alignment with sustainable development goals.<sup>5</sup>

The city of Bandar Lampung, as the capital of Lampung province, faces serious challenges in the implementation of sustainable development. This city is experiencing quite rapid population growth, accompanied by pressure on spatial planning and the environment. Based on data from the Bandar Lampung City Housing and Settlement Area Office (2025), the area of green open space is only about 10% of the total area, far below the minimum provision of 30% as stipulated in Law Number 26 of 2007 concerning Spatial Planning. In addition, slum areas are still quite significant, one of which is in Panjang District with an area of about 60.01 hectares. This condition confirms the existence of an urban environmental deficit that has implications for people's quality of life.<sup>6</sup>

This empirical phenomenon shows that there is an inequality of access to a healthy urban environment. Marginalized groups, especially people experiencing poverty in slums, face various vulnerabilities such as limited access to clean water, exposure to pollution, and a lack of involvement in spatial planning. This is in line with the findings of Nurul Hidayat's research.<sup>7</sup> This confirms that vulnerable groups, including children in slums, are severely threatened with their basic rights when regulations and legal implementation are not on their side. The empirical condition is also strengthened by data on Uninhabitable Houses (RTLH) in Bandar Lampung City based on the official data system of the Ministry of PUPR (2025). A total of 1,115 uninhabitable houses were recorded, spread across various sub-districts. The distribution is quite varied, with the largest number in Bumi Waras (269 units), Kemiling (163 units), Panjang (147 units), and East Betung Bay (117 units). Meanwhile, several other sub-districts recorded relatively small numbers, such as Kedamaian (4 units), Tanjung Senang (1 unit), and up to zero units in West Betung Bay, Langkapura, Labuhan Ratu, and Sukabumi. This data illustrates the inequality of housing quality between regions, which emphasizes the urgency of handling social justice in urban development.<sup>8</sup> Thus, the issue of social justice in environmental law becomes very relevant to be studied in more depth.

Theoretical studies show that the issue of justice in environmental law can be analyzed through various perspectives. The theory of Justice as Fairness put forward by John Rawls emphasizes the fair distribution of resources and opportunities. In contrast, Satjipto Rahardjo, through the idea of progressive law, emphasizes the need for laws that are

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<sup>5</sup> M Lubis, *Pancasila and Environmental Law in Indonesia* (Jakarta: Prenada Media, 2021).

<sup>6</sup> Bandar Lampung Disperkim, "RTH and Slum Areas Report 2025" (Bandar Lampung: Bandar Lampung City Government, 2025).

<sup>7</sup> Nurul Hidayat Ab Rahman, "Accelerating SDG 11 Achievements during Covid-19 Crisis: Protecting Children Living in Slums' Rights," *Malaysian Journal of Social Sciences and Humanities* 7, no. 11 (2022): 1986, <https://doi.org/10.47405/mjssh.v7i11.1986>.

<sup>8</sup> Kementerian PUPR, "Portal Data RTLH," 2025, <http://datartlh.perumahan.pu.go.id/>.

responsive to the needs of society and substantive justice. In addition, the concept of environmental justice emphasizes the importance of meaningful participation and protection for vulnerable groups in every environmental policy.<sup>9</sup> These theories are relevant to analyzing the practice of environmental law in Bandar Lampung.

Previous research has highlighted various aspects of SDG 11 implementation, emphasizing the contradiction between social justice and environmental justice in sustainable city practices. Gupta et al.<sup>10</sup> Found that unfair resource distribution mechanisms have the potential to thwart the implementation of SDG 11. At the national level, several local studies have assessed that RTRW and AMDAL policies in Indonesia are still normative and have not been able to address the complexity of urban problems<sup>11</sup> However, research that specifically examines the integration of Pancasila social justice values in the implementation of environmental law for SDG 11 is still rare. Research on environmental law in Indonesia focuses more on regulatory and administrative compliance aspects. Meanwhile, social justice as a substantive value is often overlooked. This creates a research gap (context gap), where research has not discussed much about how the principles of social justice can be operationalized in urban environmental governance practices, such as in the city of Bandar Lampung.

On the other hand, the city of Bandar Lampung has its own complexity that can become a policy laboratory to test the integration of law, social justice, and sustainable development goals. There is also a methodological gap, where most environmental law research in Indonesia still uses a juridical-normative approach that emphasizes the analysis of legal texts. Meanwhile, an empirical approach that combines the study of law with the social reality of society is still limited. This study fills this gap by using a normative-empirical approach, so that it can provide a more comprehensive picture of the relationship between environmental law, social justice, and the implementation of SDG 11 in Bandar Lampung City. Another gap found is the theory gap, which is the lack of studies that explicitly link justice theory (Rawls, Rahardjo) with the implementation of environmental law in the context of SDG 11. Most of the previous research has emphasized more on the technocratic aspects of spatial planning. In contrast, the philosophical and normative aspects based on the values of Pancasila have not been widely studied. This research exists to bridge the theoretical gap by integrating a philosophical approach into environmental law analysis.

The urgency of this research is even stronger considering the real challenges faced by the City of Bandar Lampung, such as the RTH deficit, the existence of slums, and low public participation in urban planning are the main indicators of the weak implementation of environmental

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<sup>9</sup> Gupta, Gupta, and Vegelin, "Equity, Justice and the SDGs: Lessons Learnt from Two Decades of INEA Scholarship."

<sup>10</sup> Gupta, Gupta, and Vegelin.

<sup>11</sup> Rineke Sara and Bastoni Purnama, "Environmental Issues and Law Enforcement in Indonesia," *Indonesian Journal of Social Science* 5, no. 1 (2024), <https://doi.org/10.59141/jiss.v5i1.936>.

laws based on social justice. If this problem is not addressed immediately, the achievement of the SDG 11 target by 2030 will be increasingly difficult to achieve. Therefore, this research is important to provide academic and practical input in order to improve urban environmental governance. In addition, this research has urgency from a policy aspect. With the existence of the Bandar Lampung City RPJMD 2025–2029, which targets the reduction of slums and the increase of RTH, this research can make a direct contribution to the achievement of regional development targets. The results of this research are expected to be the basis for the formulation of policies that are more inclusive, participatory, and equitable. Thus, this research is relevant not only academically but also practically in supporting sustainable urban development.

## **II. METHOD**

This study employs a qualitative legal research method, integrating normative and empirical approaches, to examine how the principle of social justice, rooted in Pancasila, can be incorporated into the legal framework supporting the implementation of Sustainable Development Goal (SDG) 11 in Bandar Lampung City. The normative approach involves an analysis of constitutional provisions (such as Article 28H of the 1945 Constitution), sectoral legislation in the field of environmental protection (Law No. 32 of 2009) and spatial planning (Law No. 26 of 2007), and their relevance to the fifth principle of Pancasila social justice for all Indonesian people. The empirical approach involves examining regional planning documents, local regulations, official government reports (such as those from Bappeda and the Ministry of Public Works and Housing), and data related to marginalized urban communities in Bandar Lampung. The study also assesses the extent to which public participation and inclusivity are realized in urban environmental governance. All data are analyzed using qualitative and descriptive techniques to identify the gap between normative commitments and practical implementation. This integrative approach enables the formulation of a legal reform model grounded in the social justice values of Pancasila, promoting participatory, sustainable, and inclusive urban development.

## **III. ANALYSIS AND DISCUSSION**

### **a. The Gap in Environmental Law Implementation with the Principle of Social Justice**

Normatively, Indonesia's legal framework has recognized the importance of social justice and environmental rights. Pancasila, as the basis of the state, provides *a moral compass* for the formation of inclusive and just laws. The fifth precept of Pancasila emphasizes the need for a fair distribution of resources, public participation, and the protection of vulnerable groups in the policy-making process. This is in line with the concept of *environmental justice* globally, which is fair treatment and meaningful involvement of all people (regardless of socioeconomic differences) in the process of formulating and enforcing environmental laws.

This study found a significant gap between the national environmental law framework and implementation at the local level, especially in the city of Bandar Lampung, as a research locus. The 1945 Constitution contains a guarantee of environmental rights, namely in Article 28H paragraph (1) of the 1945 Constitution, which affirms the right of every citizen to a good and healthy environment. A number of sectoral laws and regulations also strengthen this constitutional guarantee. For example, Law No. 32 of 2009 concerning Environmental Protection and Management states the principles of justice and participation as one of the principles of environmental management. Similarly, Law No. 26 of 2007 concerning Spatial Planning mandates the sustainable and equitable use of space, including the provision that green open space (RTH) in urban areas is at least 30% of the urban area. This provision shows that there is attention to the aspect of intergenerational justice and the equal distribution of environmental space. Although the legal basis already exists, however, in the city of Bandar Lampung, the real conditions show that the deficit of green open space (RTH) is only about 10% of the total area, far below the national standard of 30%. In addition, slums are still large, for example, in Panjang District recorded around 60.01 hectares, and the number of uninhabitable houses (RTLH) reaches 1,115 units spread across various sub-districts. This fact shows the inequality of access to a healthy environment, decent housing, and basic infrastructure, especially for marginalized community groups (Disperkim Bandar Lampung, 2025; Ministry of PUPR, 2025).

Practically, this result answers the research question that the principle of social justice has not been operationalized consistently in the politics of environmental law. As a result, SDG 11 (especially 11.1 decent housing, 11.3 participation, 11.6 environmental quality, 11.7 RTH) is hampered in the realm of implementation. These findings are in line with John Rawls's view of Justice as Fairness, which emphasizes the importance of a fair distribution of resources. The RTH deficit and the concentration of slums in Bandar Lampung show that the Rawls principle of difference has not been realized because vulnerable groups do not receive priority protection. Satjipto Rahardjo, through progressive legal theory, also emphasized that law should not stop at the formal aspect, but rather emphasize substantive justice. Thus, the weak implementation of environmental regulations in Bandar Lampung can be seen as a form of formalistic legal dominance that is less responsive to the needs of the community.

In addition, the concept of environmental justice is very relevant to explain the procedural injustices that occur in urban environmental governance. The main principle of environmental justice is to provide equal access for all groups of people, especially the marginalized, to be involved in the decision-making process related to the environment.<sup>12</sup>. However, in the city of Bandar Lampung, the participation of the urban poor is still limited to formalities and is rarely realized in the form of

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<sup>12</sup> Carmen G Gonzalez, "Environmental Justice and International Environmental Law BT - Research Handbook on International Environmental Law" (Routledge, 2012), 115–46, <https://doi.org/10.4324/9780203093474.CH5>.

meaningful participation. The lack of space for public dialogue and limited access to information make the aspirations of vulnerable groups not accommodated in spatial planning policies and urban development planning. As a result, the resulting policies tend to be biased against the interests of the dominant group and result in social exclusion that further deepens spatial injustice. These findings enrich Sara & Purnama's argument,<sup>13</sup> that environmental law enforcement in Indonesia is still administrative normative, as this study adds to the latest empirical evidence by showing how the dominance of administrative approaches not only weakens policy effectiveness, but also erodes the social justice dimension at the middle-urban level.

On the other hand, if Sengupta & Sengupta<sup>14</sup> Identifying a paradox in smart city practice, namely that technological innovation does not automatically bring social or ecological justice, the results of this study show that a similar paradox can arise even without the existence of smart city infrastructure. In other words, distributive and procedural injustices in environmental governance already exist in urban contexts that still rely on conventional planning mechanisms.

This narrative shows that the root of the problem is not only technical or resource limitations, but lies in the weak integration of social justice principles into the environmental legal framework. Procedural injustice reflects the failure of the state and local governments in carrying out the mandate of the fifth precept of Pancasila, which is supposed to ensure social justice for all people. Therefore, strengthening environmental justice in the Indonesian context must be directed at improving inclusive public participation mechanisms, opening access to information, and empowering vulnerable groups to have a bargaining position in the policy formulation process. In terms of policy, the deficit of RTH, slums, and RTLH not only has an impact on people's quality of life but also worsens their vulnerability to climate change, flooding, and environmental degradation. Therefore, improvement measures should include the reallocation of space to expand RTH, the reduction of slums based on social inclusion, as well as the guarantee of meaningful participation in urban planning. The integration of the fifth precept of Pancasila into the politics of environmental law needs to be realized through collaborative governance based on multi-stakeholder partnership. This approach will strengthen the implementation of SDG 11 by emphasizing fair distribution, participatory democracy, and protection for vulnerable groups. However, this study has limitations. First, the scope of the study is limited to one city, so generalization of findings needs to be done carefully. Second, the quality of RTH, slum, and RTLH data between agencies has not been completely consistent. Third, this study has not utilized long-time series data to assess the causal impact of policies. For further research, comparative studies between medium-sized cities, the use of GIS-based spatial analysis to monitor environmental changes, and process tracing of public

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<sup>13</sup> Sara and Purnama, "Environmental Issues and Law Enforcement in Indonesia."

<sup>14</sup> Sengupta and Sengupta, "SDG-11 and Smart Cities: Contradictions and Overlaps between Social and Environmental Justice Research Agendas."



participation in the framework of multi-stakeholder partnerships are recommended. Thus, the results of this study contribute theoretically by expanding the literature on environmental law based on social justice, methodologically by integrating empirical normative approaches, and practically by providing the latest empirical evidence in the city of Bandar Lampung that can be the basis for the formulation of sustainable urban development policies in Indonesia.

#### **b. The Urgency of Integrating Pancasila Principles and Multi-Stakeholder Partnership in City Governance**

The *multi-stakeholder partnership* approach or multi-stakeholder governance is crucial to bridge the gap between legal norms and practices in the field. Environmental governance involving various stakeholders, including the government, local communities, the private sector, academics, and the media, is in line with the spirit of Pancasila democracy. This engagement is not just a formality but rather creates a pentahelix collaboration that ensures that every voice, especially vulnerable groups, is accommodated in environmental decision making. Bandar Lampung, the capital of Lampung Province, is one of the fastest-growing cities in Sumatra. However, its physical development is not balanced with equal access and environmental protection for all its citizens. The Bandar Lampung case study shows a concrete picture of why social justice needs to be mainstreamed in environmental law and policy.

First, there is spatial injustice in the provision of environmental infrastructure. Data shows that the area of public Green Open Space (RTH) in Bandar Lampung is still below 10% of the urban area, far below the required threshold (30%) in the national policy. The results of the study show a real gap between environmental law norms and social realities in Bandar Lampung. The deficit of RTH, slums, and RTLH that have been discussed earlier indicates that the principle of social justice in Pancasila has not been consistently internalized into policy. This emphasizes the urgency of integrating Pancasila values, especially the fifth precept, into the politics of environmental law. Consequently, residents in urban centers or luxury residential areas enjoy adequate parks and public spaces, while in densely populated low-income areas, access to urban parks is almost non-existent. Spatial planning is still oriented towards the economic growth paradigm: more land is allocated to the expansion of elite settlements, commercial and hard infrastructure, rather than to green areas or conservation. Development priorities like this ignore the principles of equity and sustainable development that should be held in the RTRW. In fact, the lack of RTH has implications for declining air quality, increasing urban temperatures, flood risk, and a lack of inclusive social interaction spaces.

Second, urban marginalized communities in Bandar Lampung City face a greater environmental burden. Many informal settlements grow on riverbanks, hillsides, and flood-prone areas. Residents in these areas are generally poor and lack access to basic services: poor sanitation, lack of

regular garbage services, and higher exposure to pollution.<sup>15</sup> For example, the Gulak-Galik and Rajabasa Jaya areas are known as large pockets of slums (>17 ha each). Ironically, this community group is minimally involved in urban planning. They often do not have a say in the relocation or rearrangement of settlements, so they are vulnerable to eviction without proper compensation. This signifies the occurrence of low procedural justice: vulnerable groups are not represented in decision-making processes that impact their lives. The absence of a justice audit in the planning and evaluation of environmental policies makes aspects of social and ecological justice less measurable. In fact, justice audit functions as an evaluation mechanism to assess whether the distribution of city resources reflects the principle of inclusivity. Without clear indicators of justice, environmental policies are only oriented to physical targets, not to the fulfillment of the rights of urban citizens.

Third, environmental law enforcement at the local level is still weak in overcoming inequality. For example, although there is a Bandar Lampung City Regional Regulation No. 1 of 2020 concerning Environmental Protection and Management, this regulation does not specifically regulate the mechanism for equitable distribution of environmental access or protection for the urban poor. The regional regulation generally adopts the national provisions of Law 32 of 2009 (on environmental permits, supervision, sanctions, etc.) without including local norms on social justice. Until now, there has been no regional legal instrument that explicitly mandates an assessment of environmental justice (e.g., an analysis of who bears the burden of pollution) or an audit of the equality of environmental services between urban areas. The Bandar Lampung City Bappeda in the 2021 evaluation also noted that social justice indicators have not been integrated into urban development planning. The absence of these special rules shows that although the city formally has environmental regulations, the substance has not ensured *a fair outcome*.

Fourth, the institutional capacity of local governments is an obstacle. Law No. 23 of 2014 on Local Government has given broad autonomy to city governments to manage the environment, including spatial planning, waste management, and pollution control. This means that the Bandar Lampung City Government has a legal mandate to take innovative steps to protect the environment as well as vulnerable residents. However, challenges such as budget limitations, a lack of environmental experts, and weak *political will* hinder the realization of the environmental justice agenda. For example, it takes political courage to establish zoning policies that prohibit development in ecologically important areas or to establish pro-people budgets (such as special funds for environmental improvements in slums). Without capacity and commitment, even a good law will not be effective.

The results of this research in the city of Bandar Lampung underscore the importance of a new environmental law paradigm that

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<sup>15</sup> Bappeda of Bandar Lampung City, Evaluation Report on Sustainable Development Achievements in 2021 (Bandar Lampung: Bappeda, 2021)

bridges normative commitment with governance practices. City governments need to translate the value of social justice into concrete policies: from allocating 30% of RTH in real terms on the ground, involving poor people in village planning deliberations, to enforcing rules fairly (for example, large industries that pollute poor areas must be dealt with firmly, not facilitated). Thus, this case study confirms that the gap between legal idealism and reality can be narrowed if the principle of social justice, Pancasila, is truly made mainstream in every step of urban development.

The city of Bandar Lampung can be an important illustration. The environmental governance mechanism in this city is still traditionally hierarchical. Public access to environmental quality information (e.g., water and air quality data) is very limited, making it difficult to participate. The city's environmental monitoring system, which is not yet sophisticated and lacks transparency, weakens supervision by residents. In addition, environmental budgets and development priorities tend to be determined from the top, without an inclusive deliberative forum. Ideally, to realize social justice, local governments need to establish multi-stakeholder forums (such as an environmental council or *city sustainability council*) involving citizen representatives (including from poor areas), environmental NGOs, academics, and local business actors. This forum can be involved, ranging from policy formulation (RTRW, detailed spatial plan, regional environmental management plan) to implementation monitoring. A good example at the national level is the Working Group mechanism that involves civil society in the preparation of regional action plans related to *the Sustainable Development Goals*. This kind of openness is in line with international practices, such as *participatory planning* in some developed cities and the principle of "*empowered participatory governance*" put forward by Archon Fung & Erik Olin Wright, where citizens are directly involved in public sector decision-making that affects their lives.<sup>16</sup>

Local governments play a strategic role in translating national values, as stated in Pancasila, into real public policy. In the context of environmental governance, their role is not only administrative but also ideological: they must interpret and apply the principles of social justice in planning, regulation, and service delivery. The Bandar Lampung City Government, for example, has not issued a local regulation that explicitly integrates the principles of social justice in environmental planning and spatial planning laws. This can be seen in the absence of a Regional Regulation on the Environment that requires community participation, equity audits, or environmental justice assessments. In this regard, the role of the government is vital to ensure that urban development policies prioritize not only economic growth, but also environmental sustainability and equitable access to ecological benefits. Multi-stakeholder collaboration has also proven effective in urban environmental programs. For example, the City Without Slums Program

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<sup>16</sup> Archon Fung dan Erik Olin Wright, "Deepening Democracy: Innovations in Empowered Participatory Governance," *Politics & Society*, Vol. 29 No. 1, (March 2001), 5-41.

(KOTAKU) launched by the Ministry of Public Works and Housing involves the central and regional governments, local communities, the business world, and universities in arranging slums. In Lampung Province, the KOTAKU program has succeeded in significantly reducing the area of slums through a variety of physical and social interventions. In Bandar Lampung City, KOTAKU and similar programs contributed to a reduction in the slum area from 350 ha (2020) to 297.25 ha (2023). This success is due to the active participation of residents in the planning and implementation of residential environmental improvements. This example shows that a multi-stakeholder approach is in line with the principles of social justice. All parties share roles and benefits, and groups that have been slum dwellers are empowered to improve their environmental conditions.

The mapping of the integration of Pancasila values with the multi-stakeholder partnership (MSP) model to the achievement of SDG 11 shows that there is an operational connection between the principles of justice and governance instruments. First, social justice, which is the core of the fifth precept of Pancasila, can be realized through the quota of representation of vulnerable groups in urban planning forums. In this way, SDG 11.3 indicators on participation and SDG 11.1 on decent housing can be achieved, which is measured through the proportion of planning participants from marginalized groups, as well as the number of proposals that are actually followed up on.

Second, the principle of distributive justice is realized through the reallocation of urban space, especially by expanding public green open spaces and building green corridors. This is related to SDG 11.7 targets on universal access to green space and SDG 11.6 on the quality of the urban environment. Indicators of success can be seen from the percentage of RTH to the city area, access to RTH per 1,000 inhabitants, and the reduction of hot spots due to pollution or building density.

Third, procedural justice can be operationalized through the application of justice audits in environmental policy. This audit not only assesses administrative compliance but also evaluates the extent to which policies have been open and transparent and provide an effective public consultation space. The indicators used include the level of compliance with the audit results, data disclosure scores, and the quality of public consultation mechanisms.

Fourth, the principles of inclusivity and accountability are realized through collaborative partnerships between local governments, NGOs, academics, and the private sector. This collaboration enables the achievement of cross-indicators of SDG 11 because each party contributes according to its capacity. Its success can be measured through the number of active memorandums of understanding (MoU) or cooperation agreements, the number of joint projects carried out, and the level of transparency in the use of the budget.

The integration of social justice in environmental law is determined by two main aspects: political commitment and consistency of implementation. Indonesia has strong ideological capital through Pancasila, especially the fifth precept, which is in line with the universal

values of justice and human rights. The main challenge is to translate this ideological capital into concrete policies that can address the problems of the urban environment. Therefore, inclusive institutions and procedures are needed to ensure that the principles of social justice are truly internalized in environmental governance. One of the mechanisms that local governments can adopt is the regular holding of special thematic discussions on the environment, similar to the concept of town hall meetings that are tailored to the local context. This mechanism can expand community participation and ensure that the aspirations of vulnerable groups are accommodated in policy formulation. In addition, the use of information technology is also important to increase transparency, for example, by providing open access to environmental data such as pollutant releases, air quality, or flood vulnerability maps. Adequate access to information allows citizens to participate meaningfully based on clear and measurable knowledge. On the other hand, the involvement of the private sector needs to be strategically directed through corporate social responsibility (CSR) obligations in the environmental sector. CSR should be focused on collaborative programs with communities, such as integrated citizen-based waste management or the planting of participatory green open spaces. Thus, all government actors, communities, academics, NGOs, and the private sector can contribute to the framework of multi-stakeholder governance. This collaborative governance pattern will strengthen mutual accountability, prevent unilateral domination, and affirm the value of cooperation in line with the principles of social justice in Pancasila.

#### **IV. CONCLUSION**

This study confirms that although the Indonesian legal framework, through the 1945 Constitution Article 28H paragraph (1), Law No. 32 of 2009 concerning Environmental Protection and Management, and Law No. 26 of 2007 concerning Spatial Planning, has provided a strong normative basis regarding the right to a good and healthy environment, its implementation in the City of Bandar Lampung still faces significant gaps. The deficit of green open space, which only reaches about 10% of the urban area (national standard 30%), the existence of slums such as in Panjang District covering an area of ±60.01 hectares, and 1,115 units of uninhabitable houses show the existence of spatial injustice and weak protection for marginalized groups. These findings prove that the principle of social justice in the fifth precept of Pancasila has not been fully integrated into environmental governance practices at the local level. Distributive justice has not been realized because the distribution of environmental benefits is still uneven. In contrast, procedural justice has not been optimally run due to the lack of meaningful public participation in spatial planning. Consequently, the implementation of SDG 11 indicators, especially decent housing (11.1), public participation (11.3), environmental quality (11.6), and green open space (11.7), has not been achieved consistently. Theoretically, this research contributes by integrating John Rawls' theory of Justice as Fairness, Satjipto Rahardjo's progressive legal ideas, and the concept of environmental justice into the

study of environmental law based on the philosophical values of Pancasila. Practically, this research offers a collaborative governance strategy based on multi-stakeholder partnership (MSP) involving local governments, communities, academics, NGOs, and the private sector. This MSP model can be an important instrument to overcome policy fragmentation, strengthen accountability, and realize more inclusive, democratic, and equitable urban development in accordance with the mandate of SDG 11.

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