

Analysis of Obstacles to Resolving Civil Service Disputes at the Yogyakarta Administrative Court

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Abstract

Following the enactment of Law Number 5 of 2014 concerning the State Civil Apparatus (ASN), the Yogyakarta State Administrative Court (PTUN) has become a forum for civil servants to defend their legal interests and seek justice. Under this law, a civil servant must first exhaust administrative channels as mandated by Article 129. Specifically, to file a lawsuit with the Yogyakarta PTUN, a civil servant must first file an administrative objection. This step is a prerequisite for the dispute to fall under the court's authority. This research employs a normative legal methodology, using legal analysis that treats law as a system of norms. This system includes principles, ethics, regulations from statutes, court decisions, agreements, and legal doctrines. The study identifies six factors that hinder the resolution of civil servant disputes at the Yogyakarta PTUN. It demonstrates that the challenges in settling these administrative conflicts are influenced not only by the parties involved but also by judges, the nature of the verdicts, and socio-cultural variables.

Keywords: Civil servant disputes, dispute settlement, state administrative court, state civil apparatus.



Introduction

One way to defend legal interests is to implement civil service dispute resolution in accordance with Law Number 5 of 2014 concerning Civil Servants (ASN) and Perma Number 6 of 2018 concerning Guidelines for the Resolution of Administrative Disputes after Pursuing Administrative Efforts at Yogyakarta Administrative Court. According to Article 4 of Law Number 9 of 2004 on Amendments to Law Number 5 of 1986 on Administrative Courts, Administrative Courts are one of the players of judicial power or courts for persons seeking justice in administrative disputes (TUN). However, in order for civil workers (PNS) to resolve conflicts through the Yogyakarta Administrative Court, they must first carry certain administrative efforts, which are specified in Article 129 paragraphs (1), (2), (3), and (4) of Law Number 5 of 2014 about State Civil Apparatus (ASN), which states:

"(1) Disputes involving civil servants shall be addressed using administrative means. (2) The administrative measures referred to in paragraph (1) shall include objections and administrative appeals. (3) Objections referred to in paragraph (2) must be made in writing to the superior of the official authorized to impose punishment, detailing the reasons for the objection, and a copy shall be submitted to the official authorized to impose punishment (4) (4) Administrative appeals as described in paragraph (2) shall be made to the civil service review board."

Civil servants' rights to dispute resolution must be exercised administratively. According to the constitution, civil officials can take two sorts of administrative measures: administrative objections and administrative appeals. Furthermore, various issues arise in the implementation of these administrative procedures, including the absence of procedural law, a lack of information, discretionary evaluations, time limit determination, and a lack of facilities.¹ According to data from the Regional government Service Agency (BKD) for 2019, there were 11,781 government servants in the Special Region of Yogyakarta, resulting in an increase in the number of disputes.² However, the majority of civil service disputes have resulted from the arbitrariness of state or government officials with decision-making authority.

State administrators are individuals who occupy structural, functional, or other responsibilities to manage the government's development, instruments, and judicial bodies in accordance with binding provisions and authority.³ In this scenario, state administrators have the right to make State Administrative Decisions (KTUN) when public workers commit major disciplinary offenses under the PPU and AAUPB. The implementation of these KTUNs is not based on the relevant norms for their level or the basic principles of good governance.

In accordance with Article 48 of Law Number 51 of 2009 concerning the Second Amendment to Law Number 5 of 1986 on Administrative Courts, which states that the Court shall have the authority to examine, decide, and settle administrative disputes as referred to in paragraph (1) if the parties concerned have exhausted all available administrative remedies. This means that if the procedure has been followed and the civil servant is still dissatisfied, the dispute can be brought before the Yogyakarta Administrative Court in accordance with Article 53 of Law Number 51 of 2009 concerning the Second Amendment to Law Number 5 of 1986 concerning Administrative Justice, which states:

¹ S.F. Marbun, *Peradilan Administrasi Negara dan Upaya Administratif di Indonesia* (Yogyakarta: FH UII Press, 2015), 102.

² Badan Kepegawaian Daerah (BKD), "Data Aparatur Sipil Negara Daerah Istimewa Yogyakarta," bkd.jogjaprovo.go.id, 2019.

³ Sadjijono, *Bab-Bab Pokok Hukum Administrasi* (Yogyakarta: Laksbang Pressindo, 2011), 54.

"(1) Any person or civil law entity who believes that an Administrative Decision has harmed their interests may file a written lawsuit with the competent court, requesting that the disputed administrative decision be declared null and void or invalid, with or without a demand for compensation or rehabilitation. (2) The following grounds may be utilized in the lawsuit referred to in paragraph (1): a. The contested Administrative Decision is contrary to applicable laws and regulations; b. The contested Administrative Decision violates the general principles of good governance."

The Yogyakarta Administrative Court is authorized under the above article to resolve civil service disputes, thereby enabling it to adjudicate by receiving, examining, deciding, and resolving such disputes, but only within the time limit stipulated in Law No. 51 of 2009 concerning the Second Amendment to Law No. 5 of 1986 concerning Administrative Courts, which is 90 days after the issuance or receipt of an administrative decision (KTUN) by a person or legal entity. Although this is explicitly stated in Law No. 5 of 2014 concerning State Civil Apparatus (ASN), some ASN continue to file lawsuits with the Yogyakarta Administrative Court (PTUN) over the issuance of KTUN by TUN officials or the competent government without first engaging in administrative efforts, thus circumventing Law No. 5 of 2014 concerning State Civil Apparatus (ASN).⁴ However, the complaint filed with the Yogyakarta Administrative Court was dismissed after the Chief Justice issued a ruling, and the conflict was investigated, settled, and resolved⁵

Based on the foregoing, the author is eager to conduct additional research on the implementation of Civil Service Dispute Resolution through the Yogyakarta Administrative Court following the enactment of Law Number 5 of 2014 concerning Civil Servants (ASN) at the Yogyakarta Administrative Court, as well as to identify the factors that impede the process of resolving ASN disputes at the Yogyakarta Administrative Court. The goal is to evaluate the implementation of ASN dispute resolution through the Yogyakarta Administrative Court (PTUN) in light of Law Number 5 of 2014 concerning the State Civil Apparatus (ASN), which is accomplished through field research and literature review. This study investigates the barriers to resolving civil service disputes at the Yogyakarta Administrative Court.

METHOD

The method used in this research is a normative legal research methodology using legal analysis, which places law as a building block of ethical structures (namely regarding principles, ethics, regulations from statutory provisions, court decisions, agreements and doctrine).⁶ The goal of this research is to describe and evaluate the implementation of civil service dispute settlement through the Yogyakarta Administrative Court (PTUN) in the context of Law Number 5 of 2014 Concerning Civil Servants (ASN), utilizing field research and literature review methodologies, this research also uses a conceptual approach based on the theories.

In-depth interviews are conducted to obtain data by asking questions verbally, as the researcher does not yet know the answers being studied. Thus, the researcher will explore the views of the subjects being studied regarding the implementation of ASN dispute resolution

⁴ Yodi Martono Wahyunadi, "Kompetensi Absolut Pengadilan Tata Usaha Negara Dalam Konteks Undang-Undang Nomor 30 Tahun 2014 Tentang Administrasi Pemerintahan," *Jurnal Hukum dan Peradilan* 5, no. 1 (2016): 135–154.

⁵ Despan Heryansyah and Kus Pratiwi, "Perluasan Kompetensi Absolut Pengadilan Tata Usaha Negara Dalam Undang-Undang Administrasi Pemerintahan," *Jurnal Hukum Ius Quia Iustum* 25, no. 2 (2018): 339–58, <https://doi.org/10.20885/iustum.vol25.iss2.art7>.

⁶ Mukti, F & Yulianto, A. (2010). *Dualisme Penelitian Hukum: Normatif dan Empiris*. Yogyakarta. Pustaka Pelajar, 280.

through the Yogyakarta Administrative Court (PTUN) in the perspective of Law Number 5 of 2014 concerning the State Civil Apparatus (ASN). Therefore, the subjects being studied act as informants, with the research location being the Yogyakarta High Court.

RESULT AND DISCUSSION

Civil Service Disputes

Civil servants, as key components of government operations, must carry out their duties and functions as both state and people's servants. Article 1 paragraph 3 of Law Number 5 of 2014 about State Civil Apparatus (ASN) expressly defines civil servants, stating that:

"Civil servants, hereinafter referred to as PNS, are Indonesian citizens who meet certain requirements and are appointed as permanent ASN employees by civil service officials to hold government positions."

Civil personnel must follow the principles listed below when carrying out their duties:⁷

1. Basic values;
2. Code of ethics or behavior;
3. Commitment, moral integrity, and responsibility;
4. In public services;
5. Competencies required in accordance with their respective fields of work;
6. Academic Qualification;
7. Guarantee of legal protection in carrying out duties; and
8. Professionalism in the position.

Civil servant disputes (PNS), also known as ASN (State Civil Apparatus) disputes, are disputes filed by ASN employees, both civil servants and government employees with employment agreements, against the Personnel Supervisory Official, with the object of the dispute being the decision of the Personnel Supervisory Official (see the explanation of Article 129 paragraph (1) in conjunction with Article 6 of Law Number 5 of 2014 concerning the State Civil Apparatus as a result, certain conflicts do not make it to the ASN Advisory Board because they are not covered by the ASN dispute resolution framework.

Disputes that are not resolved by the ASN Advisory Board may be brought before the State Administrative Court after exhausting the administrative remedies specified in Law No. 30 of 2014 on Government Administration, unless otherwise specified in government regulations mandated by Article 129 of Law No. 5 of 2014 concerning the Civil Service. However, a personnel disagreement arises when civil servants disagree on the issuance of KTUN and the application of discipline.⁸ Civil service disputes are disputes involving the imposition of disciplinary measures

⁷ Sri Hartini dan Tedi Sudrajat, *Hukum Kepegawaian di Indonesia edisi Kedua* (Jakarta: Sinar Grafika, 2017), 33.

⁸ Muhammad Adiguna Bimasakti, "Lawsuit in Administrative Court After Administrative Proceedings Based on Perma No. 6 of 2018," *JHP: Jurnal Hukum dan Peradilan* 8, no. 3 (2019), 459.

that have gone through administrative proceedings before the Civil Service Advisory Board under Government Regulation No. 53 of 2010, which states that the State Administrative High Court (PTUN) has the authority to adjudicate such disputes as the court of first instance. (Socialization of the Results of Training on Administrative and Civil Service Disputes Following the Enforcement of Perma No. 6 of 2018, Yogyakarta Administrative Court).

The Administrative Court serves to resolve disputes between the government and the public (individuals) or legal entities, namely disputes arising from actions taken by the government as an Administrative Official that are deemed to violate the rights and interests of a citizen or legal entity.⁹ Simple Administrative Law refers to a dispute that arises in the field of administrative law between individuals or civil law entities and administrative bodies or officials, both at the central and regional levels, as a result of the issuance of administrative decisions, including employment disputes based on applicable laws and regulations.¹⁰

Obstacles to Resolving Civil Service Disputes

Factors that limit the resolution of conflicts for government workers (PNS) evaluated in the implementation of the Administrative Court include:

1. The disputing parties did not attend the examination hearing, thereby hindering the next hearing, which is stipulated in Supreme Court Circular Letter No. 2 of 2014 concerning the Settlement of Cases in the Court of First Instance and the Court of Appeal in 4 (four) judicial environments, which states that the settlement of cases submitted to the Court of First Instance, in this case the Yogyakarta Administrative Court (PTUN), must be resolved within a maximum period.

When the parties do not appear at this examination hearing, despite being duly summoned by the Yogyakarta Administrative Court (PTUN) to conduct an examination of the subject matter of the lawsuit, the identities of the parties, and the parties with authority in the hearing, the plaintiff is given time to amend the lawsuit if any inaccuracies are discovered. If the plaintiff fails to make the necessary adjustments within the time frame stipulated and fails to present at the examination hearing, the lawsuit will be considered inadmissible. If the plaintiff desires to have their dispute considered again by the Yogyakarta Administrative Court, they must re-register it and pay a deposit to the Administrative Court for the case filed, which is wasteful and time-consuming.

2. Witnesses who did not attend the evidentiary hearing looked to be disrespecting the Yogyakarta Administrative Court (PTUN) with implausible justifications. Witnesses may be absent from the evidentiary hearing owing to illness, rendering them unable to fulfill their responsibilities as witnesses. A doctor's note is required to prove a witness's illness. If the doctor concludes that the disease is manageable and does not impair the witness's mental capacity, the witness must still attend the evidentiary hearing to testify. since a result, if a

⁹ Muten Nuna et al., "Kewenangan Penyelesaian Sengketa Tata Usaha Negara Terhadap Putusan Pemberhentian Tidak Dengan Hormat," *University Of Bengkulu Law Journal* 5, no. 2 (2020): 110.

¹⁰ Ferry Aries Suranta Ahmad Dahlan Hasibuan, "Faktor Penyebab Tidak Dilaksanakannya Putusan Pengadilan Tata Usaha Negara dan Upaya Penanggulangannya (Analisis Kasus Putusan PTUN Medan No: 17/G/2000/PTUN-MDN)," *Jurnal Mercatoria* 6, no. 2 (2019): 133.

witness suffers threats from third parties, the presiding judge of the case may order the police to provide thorough protection for the witness who will testify, since the witness's evidence is required.

3. The Judge, A judge must be logical, taking into account various aspects that must be considered in terms of applicable laws and regulations; justice, which can be seen and proven in court to examine the legal facts; and the benefits created by the judge's careful and consistent consideration and decision-making. As a result, a judge's independence has a significant impact on the objective conclusion of a case, necessitating the judge's serious thoughts, as their responsibility is directly tied to Allah SWT, the creator. In this case, the behavior of a judge can be supervised by the head of the Yogyakarta Administrative Court itself, as specified in Article 52 paragraphs (1), (1a), (2), and (3) of Law Number 51 of 2009 concerning the Second Amendment to Law Number 5 of 1986 concerning Administrative Court, which states that:

"(1) The chief justice will oversee the discharge of judges' tasks. (1a) In addition to the monitoring described in paragraph (1), the chief justice shall oversee the duties and conduct of court clerks, secretaries, and bailiffs within his or her jurisdiction. (2) In addition to the supervisory tasks outlined in paragraphs (1) and (1a), the head judge of the high administrative court in his or her jurisdiction must oversee the administration of justice at the administrative court level and ensure that justice is administered effectively and equitably. (3) In carrying out the monitoring described in paragraphs (1) and (1a), the chief justice may issue guidance, reprimands, and warnings."

Judges who commit infractions will face punishment in multiple phases. In the first stage, they will be warned with a straightforward reprimand. This reprimand is given for a variety of minor violations, such as arriving late to work, given that the office hours at the Yogyakarta Administrative Court are from 8:00 a.m. to 5:00 p.m., and the judges' attendance is recorded using facial and fingerprint recognition devices, so it will be obvious when they do not arrive. Furthermore, if a judge takes leave that exceeds the time restriction mentioned in the leave letter copied to the Administrative Court's head, the judge will recognize their error and will not repeat it after getting a direct reprimand.

Since the issuance and dissemination of Supreme Court Decision Number 071/KMA/SK/V/2008 regarding provisions for enforcing work discipline in the implementation of special performance allowances for judges and civil servants at the Supreme Court, judges and employees at the State Administrative Court have always been punctual and left work at 5 p.m. sharp. The second stage involves the head of the Administrative Court issuing a written warning to judges who violate the rules, which results in administrative punishment. A judge's ability to improve discipline is heavily influenced by various aspects, including:

- a) Discipline factors that are enforced;
- b) Leadership factors; and
- c) Coaching and supervision factors.

Decision Factors where there is a request to implement the contents of the decision that has been read out in court, it is advisable that the losing party must comply with the contents of the decision, for example, the defendant lost in the settlement of this civil servant dispute, so that the defendant as a TUN official must comply with the contents of the decision. However, if the TUN official does not comply, the Chair of the Yogyakarta Administrative Court should summon the official's superior to comply with the decision and impose additional internal sanctions, namely administrative sanctions.¹¹

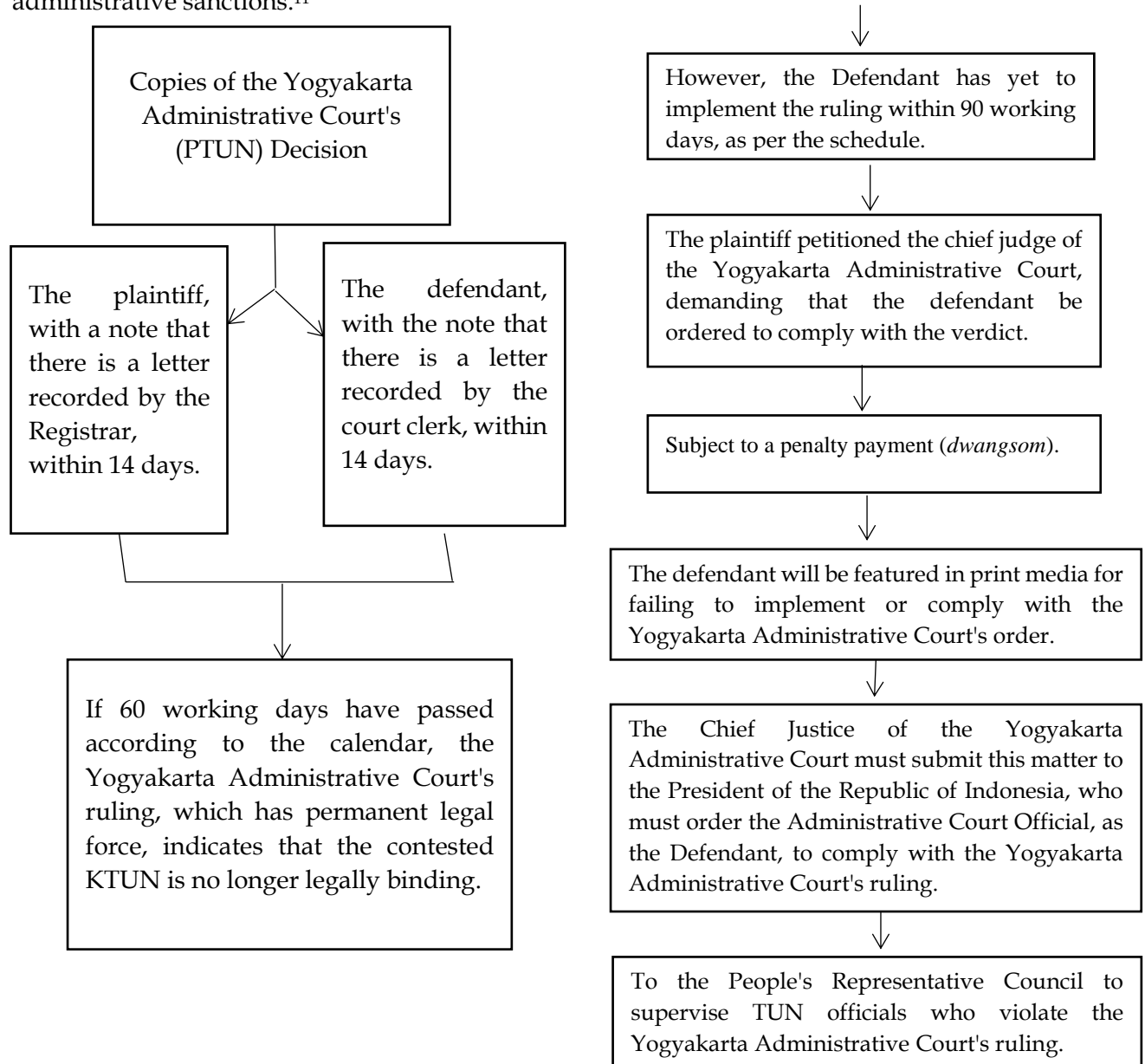


Figure 1. Scheme for implementing the Yogyakarta Administrative Court Decision

Source: Article 116 of Law Number 51 of 2009 concerning the Second Amendment to Law Number 5 of 1986 concerning Administrative Courts

¹¹ Ladju Kuswardi, "Penerapan Sanksi Administratif dalam Putusan Perkara Tata Usaha di Pengadilan Tata Usaha Negara Semarang," *Jurnal Law Reform* 14, no. 1 (2018), 112.

Parties involved in a dispute at the State Administrative Court (PTUN) who have been ruled on but fail to comply may face coercive penalties (*dwangsom*), the payment of which and the procedures for payment are governed by law. The PPU does not yet define the number or year because it is currently in the drafting stage. In fact, the payment of *dwangsom* has been adopted in cases when the defendant, a government official, has lost the case and is required to pay *dwangsom* when the ruling becomes final and binding, preventing further legal action. In the PPU, the imposition of coercive payments (*dwangsom*) will be borne by the state finances or by government officials themselves. If the imposition of *dwangsom* is borne by state finances, this idea is currently considered illogical, because the state finances in 2019 are in deficit, and there is still a large amount of debt owed to the World Bank and China for infrastructure development, which is a central issue raised by the Indonesia Maju cabinet, namely Mr. Joko Widodo as President of the Republic of Indonesia for 2019-2024.

The idea of imposing a penalty payment on the personal finances of government officials who are hesitant to implement the Administrative Court's decision is very logical, because their authority as government officials can issue KTUN and cause disputes over the issuance of such decisions, in which civil servants have rights mentioned in the ASN Law. As a result, civil servants feel upset, which jeopardizes their own livelihood and stops them from carrying out their regular duties.¹² As a result, this viewpoint is considered logical given that the origins of this issue arise from an administrative decision (KTUN) made by government authorities, which was declared, published, and personally submitted to civil personnel.

The amount of compelled payment (*dwangsom*) imposed on government workers' personal finances can be collected swiftly and successfully by subtracting allowances received by government officials whose area of employment is assigned to the national and provincial governments. Government officers who work for the central government might have their monthly allowances withdrawn to pay the penalty (*dwangsom*) through the KPKN (State Treasury and Cash Office). While for regional government officials, this can be done at the Regional Treasury and Cash Office (KPKD) as a warning or, in legal terms, to dissuade government officials from violating all sections of the PPU and AAUPB. If the losing party continues to refuse to comply, the final step is to file a report with the President of the Republic of Indonesia, requesting that the losing party follow the legally binding decision through the head of the State Administrative Court.¹³

4. Factors in society that will create stigma against civil servants (PNS), various perspectives on problems, one of which is that as more people want to be civil servants, state funds allocated to existing civil servants will decrease and appear small because they must be divided among all civil servants. Compared to people who work in private companies with uncertain work systems but whose earnings plus overtime pay appear to be high, civil servants are burdened

¹² Willy Riawan Tjandra, "Dinamika Keadilan Dan Kepastian Hukum Dalam Peradilan Tata Usaha Negara," *Mimbar Hukum* 1, no. 1 (2011): 1–37.

¹³ Saartje Sarah Alfons, "Konsekuensi Yuridis Terhadap Diabaikannya Pelaksanaan Putusan Pengadilan Tata Usaha Negara yang Telah Memiliki Kekuatan Hukum Tetap," *Jurnal SASI* 24, no. 2 (2018), 181.

by complex bureaucracy, so they must focus on obeying their superiors at work, which sometimes requires them to work outside of civil servant working hours.

A civil servant is powerless to use legal means to pursue justice, which causes him to become depressed by expressing a critical aspect, namely finances. Financial considerations become critical when a civil servant needs legal counsel, but it is very advantageous for civil servants to file a lawsuit with the Yogyakarta Administrative Court because the disputing parties can be represented by incidental counsel, who does not need to be a lawyer. However, they must remain within the framework of family relations, as demonstrated by a family card (KK).

Cultural variables that influence legal culture and make it a habit in excellent state administration, fostering awareness, compliance, and adherence to the law as outlined in various applicable laws and regulations.¹⁴ Cultural variables that influence legal culture and make it a habit in excellent state administration, fostering awareness, compliance, and adherence to the law as outlined in various applicable laws and regulations.

CONCLUSION

Based on the results and discussion, it can be concluded that delays in the settlement process at the Yogyakarta State Administrative Court are caused by multiple factors. These include the absence of parties during examination hearings, which constitutes an obstacle under SEMA Number 2 of 2014 regulating dispute settlement in first instance and appellate courts; witnesses who refuse to attend hearings to provide testimony for religious reasons, where the chairman of the court may order the police to secure their presence; and the role of judges, which requires seriousness and maturity in adjudicating civil servant disputes. Further causes include situations where administrative officials (TUN officials) refuse to implement final and binding court decisions and instead opt to pay fines (*dwangsom*); community-related factors, particularly financial constraints that drive individuals to seek legal assistance, which in this court may be provided by family members or relatives with appropriate documentation; and cultural considerations that make government officials reluctant to implement legal options with long-term consequences.

Based on the findings of this study, several recommendations can be proposed to minimize obstacles in resolving civil service disputes at the Yogyakarta Administrative Court. First, efforts should be made to increase the awareness and compliance of disputing parties to attend hearings through effective notification mechanisms and stricter procedural enforcement. Second, the court needs to strengthen cooperation with law enforcement agencies to ensure the presence of witnesses, while also promoting alternative approaches that respect religious sensitivities. Third, continuous training and professional development for judges are essential to enhance their competence, maturity, and consistency in adjudicating disputes involving civil servants. Fourth, mechanisms should be improved to ensure that administrative officials (TUN officials) comply with final and binding decisions, including the imposition of more effective sanctions beyond monetary fines. Fifth, the government and relevant institutions should expand access to affordable legal assistance, particularly for individuals with financial constraints, by encouraging the role of legal aid organizations in administrative cases. Ultimately, fostering a cultural shift

¹⁴ Enrico Simanjuntak, "Prospek Ombudsman Republik Indonesia dalam Rangka Memperkuat Pelaksanaan Eksekusi Putusan Peradilan Tata Usaha Negara," *Jurnal Hukum dan Peradilan* 3, no. 2 (2014), 167.

within government institutions is crucial to overcoming reluctance in implementing decisions with long-term legal implications, thereby promoting greater accountability and respect for the rule of law.

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