

PANCASILA JUSTICE RELEVANCE IN IMPLEMENTING STATE ADMINISTRATIVE COURT DECISIONS

Dani Sintara
University of Moeslim Nusantara Al-Washliyah
danisintara@yahoo.co.id

Marzuki
Sumatra Utara Islamic University
marzuki.lubis@fh.uisu.ac.id

Abstract

Administrative law has two dimensions, on the one hand guarantee the realization of state power balance and includes the relationship between the relevant state institutions and on the other hand guarantee the harmonization between the function and duties of the state with the ideals of the nation, it is also clear that the administrative law is a realized media. From the concept of limitation of power as it becomes the core of a constitutional democracy, the method of approaching normative juridical, the results of the study stated that the issue of the implementation of the State Administrative Court's court ruling depend on the moral ethics of public officials, has made a state administrative court ruling difficult to exceed in reality in society. Such conditions have contrary to the principle of the Litit of the Oportet which requires every case there must be finally because the purpose of the case of the court to the court is certainly to get a solution. Pancasila justice is a basic principle must be implemented in the decision of the State Administrative Court to realize the certainty of law and justice needed by the community.

Keywords: Justice, Pancasila, State Administrative Court Decisions.

A. INTRODUCTION

The Indonesian National Law Development is to realize the fair and prosperous society based on *Pancasila* and the Republic of Indonesia Constitution of 1945.¹ The realization of justice and social justice in the legal state is the main, fundamental element, as well as the most complicated, broad, structural and abstract element. This condition is due to the concept of justice and social justice, contained in the meaning of the protection of rights, equality and position in the presence of law, general welfare, and the principle of proportionality between individual interests, social and state interests. Justice and social justice cannot always be born of rationality, but

¹ Djunaedi, Tinjauan Yuridis Tugas Dan Kewenangan Jaksa Demi Tercapainya Nilai-Nilai Keadilan, *Jurnal Pembaharuan Hukum*, Volume I No.1 January-April 2014, page.83-90

also determined by social atmosphere that is influenced by other values and norms in the community.²

Important notch of the State Administrative Court in Indonesia is due to his position as check and balance or prevention and supervision of abuse of functions in governance and stability in Indonesia. In line with this right Bagir Manan states that constitutionalism in this country provides a consequence of limitation_of state power or limitation of state or limited government or limited government.³

Administrative law on the one hand guarantees the realization of state power balance and is included in the relationship between related state institutions and on the other hand guarantees the harmonization between the functions and duties of the state with the ideals of the nation, it is also clear that the administrative law is the realization media of the concept of limiting power as possible The core of a constitutional democracy. In line with that Walton H. Hamilton stated that "constitutionalism is the name given to the trust which men repose in the power of words engrossed on parchment to keep a government in order".⁴

The constitution departing from constitutional is the basic foundation that gives birth to the administrative Court. This implies that PTUN is the legal branch closest to the constitution. Susan Rose Ackerman and Peter Lindshath said that:⁵ Public law is the product of statutory, constitutional, and judicial choices over time, it blend constitutional an administrative concern. The German speak of administrative law as "concretized" constitutional, an American often call it "applied" constitutional law, The English, with no written constitution, refer to "natural justice" and, more recently, to the European Convention on Human Rights.

Based on various explanations it is clear that there is an incompatibility in the execution of the State Administrative Court which is carried out based on the ethics of the parties sued in this case is a public official. This paper will discuss deeper in relation to the issue of the implementation of the decision of the State Administrative Court that has not been able to guarantee legal counseling regarding the execution rights of the court ruling won by the Plaintiff so far.

B. RESEARCH METHODS

The research method used uses a normative juridical approach. According to Johnny Ibrahim, normative legal research is a scientific research procedure to forget the truth based on scientific logic from its normative side. The normative side here is not limited to laws and

2 Yunie Herawati, The Concept of Social Justice Within The Fifth Principle Framework of Pancasila, *Jurnal Paradigma*, Volume 18, Nomor 1, January 2014, page.20-27

3 Bagir Manan, *Menjaga Kemerdekaan Pers Di Pusaran Hukum*, Dewan Pers, Jakarta, 2010, page. 180.

4 Walton H. Hamilton, *Constitutionalism*, Encyclopedia of Social Sciences, Edwin Seligman R. A. & Alvin Jhonson, 1931, page. 255.

5 Susan Rose-Ackerman dan Peter L. Lindseth, *Comparative Administrative Law*, Reseach Handbook in Comparative Law, Edward Elgar Publishing Limited, Massachuttes, 2010, page. 11.

regulations.⁶ This is as said by Peter Mahmud, legal research is normative research but not only researching positivist law.⁷

C. RESULT AND DISCUSSION

1. *Pancasila* Justice Relevance In Implementing State Administrative Court Decisions

Pancasila as the basis of the state contains insights and values that determine the process of community behavior in the life of the nation and state, so that the national system community is finally formed which includes various aspects of people's lives. To understand the direction of the process of forming the system, it is necessary to review the specific characteristics that give color and cause logical consequences that need to be displayed in the effort to spread and develop it, especially justice in the *Pancasila* legal system, because the justice has a central position in the legal system.⁸

Justice always becomes a combination object, given the diversity of meaning and subjective studies that often see it from their respective utility perspectives. Court's ruling that tests the validity/legality of a product of the State Administrative Officer in the form of a State Administration Decision (*beschikking*), often must be in the dialectic between justice and legal certainty,⁹ moreover on the decision on the execution of the decision of the State Administrative Court.

The execution of the decision of the State Administrative Court was seen as opposed to article 116 paragraph (3) of Act No.5 of 1986 Jo. UU no. 51 of 2009. That based on Article 116 paragraph (3) of Act No.5 of 1986 Jo. No No. 51 of 2009, the Defendant must carry out the obligation as stipulated in Article 97 paragraph (9) letter a and letter c. Article 97 paragraph (9) letter a and c Act No. 5 of 1986 Basically ordered the Defendant to carry out the obligation in the context of the execution of the court's decision by revoking the State Administration's decision concerned or issuing the State Administrative Decision in the case of the lawsuit based on Article 3. In this case, the State Administrative Decision will automatically be revoked His legal strength if after 60 working days the court ruling has obtained a legal force still not carried out its obligations by the Defendant (Article 116 paragraph (2)). Therefore, even though the Defendant did not carry out the execution of the court's decision, the deprived of the law of the disputed state administration's decision had shown the assumption that the Defendant had executed the verdict.

The above conditions are contrary to the application of limited free proof principles adopted in the State Administrative Regulation. The

6 Johnny Ibrahim, *Teori dan Metodologi Penelitian Hukum Normatif*, Bayumedia, Malang, 2013, page. 57.

7 Peter Mahmud, *Penelitian Hukum*, Prenadamedia Group, Jakarta, 2005, page. 42-56.

8 Surajiyo, Keadilan Dalam Sistem Hukum Pancasila, *IKRAITH-humanira*, Vol 2 No 3 November 2018, page.21-29

9 Willy Riawan Tjandra, Dinamika Keadilan Dan Kepastian Hukum Dalam Peradilan Tata Usaha Negara, *Mimbar Hukum Edisi Khusus*, November 2011, page.1-237

principle pointed to the judge to determine the burden of proof in the framework of limited free proof as stipulated in Article 107 Act No. 5 of 1968 only limited to the provisions of Article 100 which is burdened with obligations to submit evidence to find material truth in trials in the state administrative court.¹⁰ Relation to the verification stage in the trial procedure is that the judge has been required to provide a burden of proof to the dispute to find material truth. This means that both the Plaintiff and Defendant have been given the opportunity to load the same provocation to show their legal standing on the dispute object.¹¹

Furthermore, on the basis of the issue submitted a letter of application to implement the decision of the State Administrative Court as described above. Based on the case it is clear that the provisions of Article 116 of Act No. 51 of 2009 are not just on the implementation of the execution of the State Administrative Court decision. This is clearly violating the second point in the *Pancasila* and also the fifth point, the fourth of the 1945 Constitution Opening Alinea and automatically violated Article 28D paragraph (1) of the 1945 Constitution.¹²

Various violations have clearly violated the principle of the State Administrative Court, namely the principle of equation in the presence of law, the principle of harmony, harmony, and balance, and the principle of *Erga Omnes*. The collateral of the State Administrative Court principles clearly has also been contrary to the contrary to Act No. 51 of 2009 which states that: that Judicial power is an independent power to organize justice to uphold law and justice so that there is a clean judicial institution and authoritative in fulfilling a sense of justice in society.

Positive law rules are called the State Administrative Court to provide legal service and legal certainty for the people and state administration in the sense of maintaining and maintaining the balance of the interests of society with individual interests. For state administration will be maintained awake, peace and security in carrying out their duties for the realization of a clean and authoritative government in the laws of law based on *Pancasila*.¹³

2. The Issue of Legal Certainty in the Execution of Constitutional Court Decisions according to the Sociology of Law Studies

Talking about legal problems certainly need to review whether the problem is influenced by its legal substance error or not. Likewise in the execution of the State Administrative Court's court ruling that turned out to be studied from the point of view of legislation, there were still several

10 N. S. Rini, Penyalahgunaan kewenangan administrasi dalam Undang-Undang Tindak Pidana Korupsi, *Jurnal Penelitian Hukum De Jure*, Vol. 18, 2018, page. 257-274.

11 J. Parchomiuk, Abuse of discretionary powers in Administrative Law, Evolution of the judicial review models: from administrative morality to the principle of proportionality, *Casopis Pro Pravní Vědy Praxis*, XXVI(3), 2018, page. 453-478.

12 Haydn Washington, et al., Foregrounding Ecojustice in Conservation, *Biological Conservation*, Vol. 228, 2018, page. 27.

13 Untoro, Self-Respect dan Kesadaran Hukum Pejabat Tata Usaha Negara Menuju Keadilan, *Pandecta*, Volume 13 Number 1 June 2018, page.37-49

weaknesses that need to be addressed. Paul Effendie Lotulung ever argues that the problem of execution in various countries, even though it is regulated with various regulations and mechanisms, but still no forced efforts in terms of juridicals that are effective enough to impose the relevant agencies or officials to obey the contents of the verdict.¹⁴ In general, Soerjono Soekanto argues that disruption to law enforcement originating in terms of legal substances can be caused by:¹⁵

- a. Not followed by the principle of the enactment of the law
- b. There is no need for implementation regulations that are needed to apply law
- c. The obscurity of the meaning of the word in the law which resulted in concerts in interpretation and its application.

This opinion was also conveyed by Ismail Rumadhan that in terms of the legal substance of the problem found related to the execution of the State Administrative Court ruling was as follows:¹⁶

- a. Applicable law principle

The formation and application of the law will not be separated from the legal principles that apply in a legal system, given the position of the legal principle itself as stated by Paul Scholten is interpreted as the tendencies required to the law by confidentiality. That is, legal principles are the basic thoughts contained in the legal system which are then formulated in the rules of legislation, the judge's decision and also with individual decisions made by officials.¹⁷ With regard to this meaning, Delined and Hoglend argues that the legal principle is a security measure of the government's decision so as not arbitrarily.¹⁸

Rooted from the position of principle in the legal system, of course legal problems can be affected by applicable law principles. In the execution of the State Administrative Court Administrative Court, the obstacle in question is inseparable from the influence of the principle of execution that is universally adopted, one of which is the principle of *Contrarius Actus*, namely the revocation or change of a decision can only be done by the official itself (*The principle of Contrarius Actus*). The legal basis that regulates this principle is Article 33 paragraph (3) of Act No. 30 of 2014 concerning Government Administration which states:

14 Paulus Lotulong dalam Nico Utama Handoko dan Anna Erliyana, *Kekuatan Eksekutorial Putusan PTUN dan Implikasi dalam Pelaksanaannya*, *Jurnal Pakual Law Review* Volume 06 Nomor 02, July-December 2020, page.42-66.

15 Soerjono Soekanto, *Faktor-Faktor yang Mempengaruhi Penegakan*. Hukum, PT. Raja Grafindo Persada, Jakarta, 1983, page. 12

16 Nico Utama Handoko dan Anna Erliyana, *Kekuatan Eksekutorial Putusan PTUN dan Implikasi dalam Pelaksanaannya*, *Jurnal Pakual Law Review*, Volume 06 Nomor 02, July-December 2020, page. 45.

17 Paul Scholten dalam Oeripan Notohamidjoyo, *Demi Keadilan Dan Kemanusiaan: Beberapa Bab Dari Filsafat Hukum*, BPK. Gunung Mulia, Jakarta, 1975, page. 49.

18 Diseth dan Hoglend dalam Dewa Gede Atmadja, *Asas-asas Hukum dalam Sistem Hukum*, *Jurnal Kertha Wicaksana*, Volume 12 Nomor 2, 2018, page. 145.

Revocation of decisions or termination of action as referred to in paragraph (2) must be carried out by:

- 1) Agencies and/or government officials that issue decisions and/or actions; or
- 2) Body boss and/or tops of officials that issue decisions and/or actions if at the stage of settlement of administrative efforts.

The enactment of this principle was then interpreted by the government as the Defendant to delay or not even carry out the revoking of the decision which was ordered by the court assuming that there were no other officials who were to revoke the state administration decision unless the government itself. As a result, this view caused the deadlock against the execution of the court's decision, while his superior was not able to do anything but recommend the Defendant to carry out a verdict if he wants.¹⁹ Even though this principle should have agreed to be harvested by the concept of check and balances which is intended to limit power to avoid the authority by presenting Judicative Institutions, especially in this case the State Administrative Court which is in the Montesquie *Politica Trias* which is indeed aimed at conducting supervision, including in the form of canceling norm.

b. Execution mechanism in the state administrative court law

The next juridical problem is related to how the formulation of the norm in the State Administrative Court law itself. Juridically, the blessings of legal norms (*absure norm*) in laws and regulations can cause barriers and stagnation of government can even be a factor in disputes between the people and the government and the absence of guarantees of legal protection certainty. It can be said that the certainty of legal norms is the main factor for the fulfillment of the certainty of the certainty of legal protection for citizens and the government.²⁰

Arifin Marpaung saw the obstacle of the relevant execution as well as inter-time issues as a result of changes in the implementation of the verdict from the voluntary system and hierarchy of positions into a forced effort system. This issue arises due to the absence of transitional conditions that regulate the program. If examined from the execution mechanism of the State Administrative Court's court decision set out in the State Administrative Court Law, it can be seen a juridical problem where there are no provisions that strongly force the State Administrative officials to carry out the decision of the State Administrative Court. When examined, there are 4 things that are the consequences for state administrative officials if they do not carry out the decision of the State Administrative Court. First, it can be subject to forced money, both can be subject to administrative sanctions, the third announced through the mass media, the four

19 Nico Utama, *Op.Cit.*, page. 45.

20 E Fernando M Manulang dalam Bambang Arwanto, *Perlindungan Hukum bagi Rakyat akibat Tindakan Faktual Pemerintah*, *Jurnal Yuridika*, Volume 31 No 3, September 2016, page. 362.

submitted this to the President as the highest government power holder to order the official to implement court decisions, and to the People's Representative Institution to carry out the supervision function.²¹

c. Forced money

The concept of forced money is actually an obligation to pay a certain amount of money for the delay in the execution of the State Administrative Decision imposed on the agency and/or government officials both as their positions or as personal in capacity as their personal capacity. This is intended to force government agencies and/or officials to comply with decisions in order to streamline the implementation of the State Administrative Court Decision.²² Although the State Administrative Court Administrative Court regulates the imposition of forced money and wants the imposition of forced money regulated in further regulations, the fact that until now there is not even further regulations that regulate the implementation of forced money. It should be remembered, that the State Administrative Court law has experienced 2 changes, namely in 2004 and 2009. However, until now further regulations regarding the obligation to pay by the government, only relating to the compensation and the provisions there are only 1 regulation What regulates mentioning the existence of compensation or forced money is in Government Regulation Number 43 of 1991 and Decree of the Minister of Finance RI No. 1129/km.01/1991 concerning Procedures for Payment of compensation.²³

Please note that forced money and compensation are 2 different things. Referring to the State Administrative Court Judicial Act, compensation regulated in Article 97 paragraph (10) and Article 120 of the State Administrative Court law subject to the court ruling along with the obligation that must be followed by state administrative officials. Regarding this compensation, it is true that there is a quantity of compensation, and this responsibility is charged to whom even though the legal norms on this matter are still blurred so that the payment can also be delayed. But regarding compensation is different from forced money. The forced money referred to in Article 116 paragraph (4) of the state administrative court law is imposed after the release of the verdict, namely when the State Administrative Agency or Agency does not implement the contents of the state administrative court ruling, namely forced efforts. This means that this forced money is actually one of the keys is expected to be able to implement the implementation of the State Administration's verdict to run effectively. So, when the amount and

21 Bibianus Hengky Widhi Antoro, Pengujian Penyalahgunaan Wewenang Di Ptun Kajian Putusan PTUN Medan Nomor 25/G/2015/PTUN-MDN dan Putusan PTUN Jambi Nomor 2/P/PW/2017/PTUN.JBI, *Jurnal Yudisial*. Vol. 13 No. 2 August 2020, page. 211-214.

22 R. Soegijatno Tjakra Negara, *Hukum Acara Peradilan Tata Usaha Negara di Indonesia*, Sinar Grafika, Jakarta, 2004, page. 18.

23 Untoro, *Op.Cit*, page. 37-39.

mechanism of changing can be regulated in further regulations, then the presence of this forced money is more important to be regulated in further regulations, namely the amount of forced money, the mechanism for determining forced money is related to who sets, stated in What form, who is responsible for paying this forced money whether it is imposed individually for the State Administrative officials that issued the State Administrative Decision or is the responsibility of the state entered in the State Revenue and Expenditure Budget/Regional Revenue Budget and Expenditures or Body Budgets, including the period of payment of this forced money.²⁴

If a comparison of other countries, Indonesia can reflect on the execution of decisions in other countries, for example in France and the Netherlands. Frank Esparraga explained that the implementation of the administrative court ruling in these countries did not experience significant obstacles, due to public authorities generally implementing court decisions. Despite the obedience of public officials on the court ruling is relatively high, rarely the court ruling is not obeyed, but if the relevant authorities are still reluctant to carry out court decisions, the administrative dispute resolution framework there offers several procedures so that the verdict is followed up by related parties such as imposition of fines or possible compensation lawsuits to general court.²⁵

Unlike the French country, France applied *Astreinte* where the authorities could submit a request to the court if within a certain period of time the Defendant did not carry out the execution of the State Administrative Decision. In addition, the control mechanism of *D'etat: section des etats et des affaires* where state administrative officials that do not implement the verdict will be subject to sanctions or reprimands from the supervisory agency. And this mechanism has been proven to be effective in force the state administration officials in France to carry out court decisions. In fact, in 2003 out of 11,000 court rules with permanent legal force, only 183 troubled verdict (previously not implemented).²⁶

The application of similar mechanisms is also successfully applied in the Netherlands. P. J. J. Van Bury explained that the application of sanctions for forced money is the most effective mechanism in forcing the State Administrative officials to implement the State Administration Decision. The mechanism applied in the Netherlands is that the community can report to the court if the verdict is not carried out by the State Administrative Officer, then the

24 Mohammad Afifudin Soleh, Eksekusi Terhadap Putusan Pengadilan Tata Usaha Negara Yang Berkekuatan Hukum Tetap, *Mimbar Keadilan Jurnal Ilmu Hukum*, February 2018, page. 20.

25 Muchamad Arif Agung Nugroho, Pelaksanaan Putusan Peradilan Tata Usaha Negara tentang Upaya Paksa, *The Digest: Journal of Legisprudence and Jurisprudence*, Vol. No.1 June 2020, page. 27.

26 Lintong O Siahaan, *Eksekusi Putusan di Peradilan Tata Usaha Negara Setelah Amandemen*, Perum Percetakan Negara RI, Jakarta, 2007, page. 3.

court will process the report and issue warning or warnings. If within a certain period of time the verdict is not carried out, the court imposes forced money whose amount can increase every day as long as the decision is not implemented. Furthermore in the Netherlands also applied news in the very effective mass media to put pressure on the State Administrative officials to immediately carry out court decisions.

Then regarding who is responsible for paying this forced money, Lintong O Siahaan said there were 2 theories that could be used as a foundation in the determination, namely *La Foute Privee* (personal error) and *La Foute Functionaire* (position error). In the *La Foute Privee* theory it was stated that if an error was made by officials was a personal mistake even an error that was intentionally done, then his responsibility was personal. So that the losses caused by the official became the responsibility of the official itself and charged him personally. However, if the error occurs in the context of implementing public services, the error is the responsibility of the position in this case the state that must be responsible and compensation payment can be included in the state treasury.²⁷

d. Administrative sanctions

Articles or provisions within the State Administrative Court law have a more siding/more frugality to the Defendant (Agency/State Administrative Agency). Even though the law should be as a system must have a component of the substance that has/bring the value of justice, objective, not in favor, free of interest and so on. Article 116 (4) has indeed mentioned regarding administrative sanctions that can be conjected to the State Administrative Officer. But until now there has been no mechanism for implementing Punishment Administration which includes such as such types and types of sanctions that can be applied, the basic regulations regarding which administrative sanctions can be used as a reference, forms of mechanism and procedures for implementing administrative sanctions which can be used.²⁸

In connection with why these two sanctions need to be reinforced in the mechanism of implementing the State Administrative Court's court ruling, we must return to the legal defeating itself. According to Utrecht law is a set of life instructions that contain commands and prohibitions that regulate the rules in something society and must be obeyed by members of the community. Therefore, the violation of the instructions can cause actions from the government to the community.²⁹ Another opinion is conveyed by P. Borst that the law is the whole regulation for human

27 *Ibid.*, page. 23

28 Paulus Effendi Lotulung, *Hukum Tata Usaha Negara dan Kekuasaan*, Penerbit Salemba Humanika, Jakarta, 2013, page. 139.

29 Utrecht dalam Soerjono Soekanto, 1985, *Teori Yang Murni Tentang Hukum*, PT. Alumni, Bandung, 1985, page. 40

behavior or actions in the community whose implementation can be forced and aim to create peace or justice.

Both opinions about this law can then be concluded that the implementation of the legal regulations can be forced. This legal sanction is forcing and reacting to events that are considered to be detrimental to the public due to violations of law by forcing, then the suffering is imposed on someone by force even though the concerned does not want it. Without forcing sanctions, the legal regulations lose forced power and cannot work effectively in its implementation which results in legal uncertainty in practice. With the absence of legal certainty, the execution in the state administrative court for the land case that has been legally has unclear.

D. CONCLUSION

The issue of the implementation of the State Administrative Court's court decision depends on the moral ethics of public officials, has made the decision of the State Administrative justice difficult to exceed in reality in the community. Such conditions have contrary to the principle of the Litit of the Oportet which requires every case there must be finally because the purpose of the case of the court to the court is certainly to get a solution. *Pancasila* justice is a basic principle must be implemented in the decision of the State Administrative Court to realize the certainty of law and justice needed by the community.

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