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Decision of the General Election Commission Number 518 of 2022 Against Political Parties Contesting the 2024 Election

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Abstract— The General Election Commission is an independent institution that has the function of government in carrying out elections. The function of government stated in the law with the authority to organize elections by making regulations and decisions. The problem is that the General Election Commission's decision, which is its authority, creates legal uncertainty, because there are political parties who feel disadvantaged by the issuance of the General Election Commission's decision. The research method used is normative descriptive which analyzes problems with legal norms. The results of this study indicate that the existence of a lawsuit filed by a political party indicates that the General Election Commission Decree No. 518 of 2022 has not been made based on statutory regulations and general principles of good governance. The General Election Commission as a state institution that organizes government, namely with its authority to organize elections, still must pay attention to statutory regulations and general principles of good governance as guidelines in holding general elections.

Keywords— Authority; Decisions; Political Parties; Elections.

I. INTRODUCTION

Article 22E paragraph (5) of the 1945 Constitution affirms that "general elections are held by a National Election Commission (*Komisi Pemilihan Umum* or KPU) which is national, permanent and independent." The term election commission in question does not refer to the name of a particular institution, but to the nature and functions of that institution. When compared to the United States, the election commission is known as the Federal Election Commission (FEC). The FEC was created by Congress to administer and enforce the Federal Election Campaign Act (FeCa) which is the law that governs the financing of federal elections [1], [2].

Election organizers have a strategic position regarding holding elections, because in the course of politics in Indonesia, election organizers have their own dynamics. This shows that the General Election Commission is an independent institution that has the freedom to carry out its duties and functions in the administration of elections in accordance with applicable laws and regulations. [3]. Due to the importance of the position of the election administrator, constitutionally its existence is regulated in Article 22E paragraph (5) of the 1945 Constitution. This provision is intended to provide a stronger legal basis for elections as one of the institutions for implementing people's sovereignty. The existence of the General Election Commission (*Komisi Pemilihan Umum* or KPU) as a state institution that organizes general elections in Indonesia is a demand for the

dynamics of society, political life and demands for democracy. The establishment of a national, permanent and independent election management body is expected to be fair in facilitating general elections for all election participants. Election organizers who are independent in nature are not placed under government authority, so that they are not in the interests of the government and the interests of other institutions as well as conflicts of interest in holding elections. Thus, don't let them judge that elections are a means held by dictators or powers [4].

Article 22E paragraph (5) of the 1945 Constitution which states the need for an General Election Commission (Komisi Pemilihan Umum or KPU) that is national, permanent and independent, which means that the national nature reflects that the work area and responsibilities of the General Election Commission (Komisi Pemilihan Umum or KPU) as organizers of general elections cover all regions of Indonesia and carry out their duties continuously [2]. In addition, the authority of the General Election Commission has a tiered position, so that its authority also varies, starting from the central to the regional level. At the central level it is called the General Election Commission (KPU), at the provincial level it is called the Provincial Regional General Election Commission (Komisi Pemilihan Umum Daerah Provinsi or KPUD Provinsi) and at the district level it is called the Regency Regional General Election Commission (Komisi Pemilihan Umum Daerah Kabupaten/Kota or KPUD Kabupaten/Kota). The permanent character shows that the General Election Commission is an institution that carries out its duties on an ongoing basis even though it is limited by a certain term of office. The independent nature emphasizes that the General Election Commission in holding and carrying out general elections is free from the influence of any party, so that the General Election Commission is free from the intervention of government power, political parties and other election participants. Likewise in terms of making decisions by giving equal and impartial treatment to anyone.

The General Election Commission is an independent institution that organizes the government as stated in the 1945 Constitution whose authority is determined according to law, namely holding general elections. The General Election Commission as a governmental institution has a government function (het besturen, het regreen) in the sense of carrying out governing duties (bestuursfunctie). The negative meaning of this government is the function of the state which is not a



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function of the judiciary (rechstpraak) and not a function of legislation (wetgeving) [5]. State administrative law in the Dutch literature is referred to as bestuurecht with the main element being bestuur. According to Philipus M Hadjon as quoted by Ridwan HR, the term bestuur relates to steady and sturing. Bestuur is defined as the sphere of state power outside the sphere of legislative and judicial powers [6]. With this formulation, government power is not just carrying out laws. Governmental power is an active power, and this active nature in the concept of administrative law is intrinsically the main element of sturen (besturen). These elements are (1) sturen is a continuous activity, (2) sturen is related to the use of power and the concept of power is a concept of public law, (3) sturen shows fields outside the legislature and judiciary [7], [6].

The General Election Commission as the organizer of the government that organizes it based on Law no. 30 of 2014 concerning Government Administration. Article 6 paragraph (1) and (2) letter a Law no. 30 of 2014 that government officials have the authority to make decisions and the rights referred to include exercising their authority based on statutory provisions and the general principles of good governance. This means that the General Elections Commission as the organizer of government organizes general elections based on Law no. 7 of 2017 concerning General Elections as replaced by Government Regulation in Lieu of Law Number 1 of 2022 concerning Amendments to Law Number 7 of 2017 concerning General Elections. One of the responsibilities of the General Election Commission in holding elections is administrative verification and factual verification of political parties participating in elections, namely, to determine political parties as participants in the 2024 election. The results of the administrative verification and factual verification are then set forth in a decision to be stipulated. The problem is that the results of the General Election Commission's decision are considered by one of the political parties, namely the Justice and Unity Party (Partai Keadilan dan Persatuan or PKP), to have not implemented the general principles of good governance, causing uncertainty for these political parties not to qualify as election participants.

II. RESULTS

Political Parties Registration of Prospective Election Participants 2024

The General Election Commission as the organizer of elections has the authority to make regulations to organize the registration of political parties. The authority of the General Election Commission referred to is contained in Article 174 paragraph (3), Article 178 (3), and Article 178 paragraph (4) of Law no. 7 of 2017 concerning Elections as amended by Government Regulation in Lieu of Law Number 1 of 2022 concerning Amendments to Law No. 7 of 2017 concerning Elections. Furthermore, in order to expedite the implementation of the stages of registration, verification and determination of election participants for members of the DPR and Regional DPR, the Chairman of the General Election Commission on July 20 2022 has stipulated General Election Commission Regulation Number 4 of 2022 concerning Registration, Verification and Determination Political Parties Participating in

the General Election Members of the People's Representative Council and the Regional People's Representative Council. Through the requirements specified in the General Election Commission Regulation No. 4 of 2022 then the General Election Commission will register political parties as candidates for the 2024 election.

The General Election Commission has opened access to registration through the Political Party Information System (Sistem Informasi Partai Politik or SIPOL) application for all political parties participating in the election for members of the People's Representative Council and Regional People's Representative Councils. SIPOL is intended to facilitate the administrative management of registration, verification and determination of political parties participating in elections as members of the People's Representative Council and Regional People's Representative Council as well as updating data on political parties participating in elections on an ongoing basis at the General Election Commission, Provincial Election Commission, Regency General Election Commission, and election participants [8]. In the registration process, the General Election Commission classifies political parties into three categories, namely: first, political parties that register according to the schedule and after inspection, the documents are declared complete, so that political parties in this category are made an official report stating the documents are complete and declared registered. Second, political parties that register according to schedule, and after document inspection is declared incomplete, then these political parties are given until the end of the political party registration period to complete the documents, and if they can complete these documents, a minute will be issued stating the document complete and stated registered. Third, political parties that register on the last day of registration, so document inspection has not been completed until the deadline for registration, then for these political parties, there is no opportunity to complete the required documents if the results of the inspection are not complete. [8].

According to the Ministry of Law and Human Rights, there are 75 national political parties with legal entity status, and only 32 political parties are administratively active (reporting changes to the Statutes/Bylaws, reporting congress or national deliberations, and/or reporting changes in management) [8]. Based on data from the General Elections Commission, there are 51 political parties that have registered and have accounts on the SIPOL application, consisting of 43 national political parties and 8 local Acehnese political parties [8]. Furthermore, of the 43 national political parties that have SIPOL accounts, there are 40 political parties that have registered as candidates for the 2024 election for members of the People's Legislative Council and the Regional People's Representative Council, with 24 political parties including having their registration documents complete and will be followed by administrative verification and factual verification, while 16 political parties were returned their registration documents because they were declared incomplete, one of which was the Berkarya Party which passed as a participant in the 2019 Election. In addition, there were 3 national political parties which did not register even though they already had a SIPOL account, namely the



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Indonesian Student Party, People's Party, and the Peace Prosperity Party for Renewal [8].

There are 24 political parties whose registration files have been declared complete by the General Election Commission, consisting of 9 parliamentary political parties (passed the parliamentary threshold of the 2019 Election), 7 nonparliamentary political parties (did not pass the parliamentary threshold of the 2019 Election), and 8 new political parties. Furthermore, administrative verification will be carried out for parliamentary political parties, while for 15 nonparliamentary political parties and new political parties, administrative verification and factual verification will be carried out [8]. Meanwhile, of the 8 Acehnese local political parties that have SIPOL accounts, there are 7 local political parties that have registered as candidates for the 2024 Aceh People's Legislative Election until the registration deadline is August 14, 2022, where 6 local political parties are declared to have complete files, namely Aceh Party, Aceh Prosperous Justice Party, Atjeh Beusaboh Tha'at and Taqwa Geuneurasi Party, Darul Aceh Party, Nanggroe Aceh Party, and the Aceh People's Independent Solidarity Party (SIRA). While 1 local Acehnese political party that did not qualify was the Reform Amanah Party and 1 Acehnese local political party that did not register was the Aceh Islamic Party [8].

The following is a list of 40 parties that have officially registered with the KPU as long as registration opens for 2 weeks, namely, the Golkar Party (Golkar); People's Conscience Party (Hanura); Crescent Star Party (PBB); Democratic party; Democratic National Party (Nasdem); Indonesian Democratic Party of Struggle (PDIP); Indonesian Solidarity Party (PSI); PKP Indonesian People's Wave Party (Gelora); Nusantara Awakening Party (PKN); United Development Party (PPP); My Indonesian Republican Party; Prosperous Justice Party (PKS); Great Indonesia Movement Party (Gerindra); National Mandate Party (PAN); National Awakening Party (PKB); Indonesian People's Democratic Party (PDRI); Indonesian Unity Party (Perindo); Indonesian Change Guard Party (Garuda); The Reform Party, the Adil Makmur People's Party (Prima); Indonesian Sovereignty Party (Pandai); the People's Sovereignty Party; Labor Party; Republican Party; Ummah Party; Beringin Karya Party (Berkarya); the Indonesian Rising United Party; Indonesian People's Swara Party (Parsindo); Pelita Party; Congress Party; Republican Works Party; Pandu Bangsa Party; Indonesian Bhinneka Party; the Masjumi Party; Republican One: Peaceful Love of the Nation Party: the United Nation Party; Village Awakening Movement Party (Perkasa); and Sovereignty Party [9].

Non-parliamentary political parties that pass administrative verification will be factually verified before being declared election participants. The following is a list of political parties whose files were declared complete so that they passed the administrative verification stage: the Indonesian Democratic Party of Struggle (PDI-P); the Justice and Unity Party (PKP); Prosperous Justice Party (PKS); Crescent Star Party (PBB); Indonesian Unity Party (Perindo); Nasdem Party, Nusantara Awakening Party (PKN); Indonesian Change Guard Party (Garuda); The Democratic Party of the Indonesian People's Wave Party (Gelora); People's Conscience Party (Hanura);

Great Indonesia Movement Party (Gerindra); National Awakening Party (PKB); Indonesian Solidarity Party (PSI); National Mandate Party (PAN); the Working Group Party (Golkar); United Development Party (PPP); Prosperous Justice People's Party (Prima); Labor Party; Republican Party; Ummah Party; Indonesian Republican Party; Indonesian People's Swara Party (Parsindo): Republican Party One. Meanwhile, the General Elections Commission is still checking the completeness of the registration files of 16 other political parties, namely: the Reform Party; Indonesian Sovereignty Party (Pandai); Indonesian People's Democratic Party (PDRI); People's Sovereignty Party (PKR); Beringin Karya Party (Berkarya); Indonesian People's Swara Party (Parsindo); United Rising Indonesian Party (Ibu); Republican Work Party (Expert); Indonesian Bhineka Party; Pandu Bangsa Party; Village Awakening Movement Party; the Masjumi Party; Peaceful Love of the Nation Party; Congress Party; the United Nation Party; and Sovereignty Party [10].

Verification of Political Parties Election Participants

Article 176 paragraph (1) of Law no. 7 of 2017 as amended by Government Regulation in lieu of law no. 1 of 2022 concerning Elections states that political parties can become election participants by submitting registration to become election contesting candidates to the General Election Commission. This article is the duty and authority of the General Elections Commission to verify political parties that meet the statutory requirements for registering. Furthermore, Article 135 of the General Election Commission Regulation No. 4 of 2022 states that the General Election Commission determines political parties that meet the requirements and do not meet the requirements as election participants based on the recapitulation of the Administrative Verification results and the recapitulation of the Factual Verification results. Based on the KPU regulations, the General Election Commission conducts verification (both administrative and factual verification) to determine political parties that meet the requirements as political parties participating in the 2024 election.

Administrative verification is a study of the completeness and legitimacy of documents as a fulfillment of the requirements for political parties to participate in elections (Article 1 number 21 PKPU No. 4 of 2022). Administrative verification is an examination of the completeness and legitimacy of political party documents, including allegations of multiple membership and ineligible membership such as election organizers or members of the Indonesian National Armed Forces and Indonesian National Police and village heads [11]. This administrative verification technique is regulated in more detail in Articles 27 to 66 PKPU No. 4 of 2022 concerning Registration, Verification and Determination of Political Parties Participating in the General Election for Members of the People's Representative Council and Regional People's Representative Council. After carrying out administrative verification, it is followed by invoice verification, and factual verification is research and matching the correctness of the required documents with objects in the field as a requirement for political parties to become election participants (Article 1 number 22 PKPU No. 4 of 2022). Likewise, detailed factual



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verification techniques are regulated in 67 to 132 PKPU No. 4 of 2022. The verification process (both administrative and factual) as stipulated in PKPU No. 4 of 2022 in practice is indeed very complicated and chaotic, resulting in the verification process (administrative and factual) not being in accordance with the general principles of good governance, so that the parties, in this case political parties, feel disadvantaged by the verification actions carried out by the Election Commission General. Thus, the decisions made by the General Elections Commission by the Justice and Unity Party are deemed to be a loss for the political party as the party registering the election. The decision in question is the General Election Commission Decree No. 518 Year 2022.

The Existence of The General Election Commission Decision No. 518 Year 2022 And Its Problems

There are several things that need to be analyzed against the General Election Commission Decree No. 518 of 2022, the first can be studied in terms of the content of the decision, namely whether the decision applies statutory regulations and the general principles of good governance. This problem needs to be studied from the elucidation of Article 1 point 3 of Law Number 5 of 1986 as amended by Law Number 51 of 2009 concerning the Second Amendment to Law Number 5 of 1986 concerning the State Administrative Court, that the term written determination refers to content and not to the form of a decision issued by a State Administrative agency or official. The purpose of the existence of the State Administrative Court is to develop and maintain proper state administration according to law or effectively and function efficiently [12]. So, the decision is indeed required to be written, but here what is required to be written is not the format, such as an appointment letter and so

State Administrative Decisions are the basic principle or absolute object of a state administrative dispute [13], so that the General Election Commission Decree No. 518 of 2022 concerning Determination of Political Parties Contesting for Members of the People's Representative Council and Regional People's Legislative Council and Local Aceh Parties Contesting the Election of Members of the Aceh People's Representative Council and Regency/City Regional People's Representative Council in 2024 What is emphasized is the content of the decision not the form of the decision. Therefore, the contents of the General Election Commission Decision No. 518 of 2022 have the intent and what the contents of the writing are about and to whom the writings or the contents of the decisions stipulated in it. The contents of the General Election Commission's decision do not convey the intent and about whom the contents of the writing are addressed and what is stipulated, even though there are political parties involved as registrars of election participants who are not mentioned in the decision in question, therefore the General Election Commission Decree No. 518 of 2022 does not provide legal certainty for related political parties (political parties registering to take part in the 2024 election, not all of which are mentioned in the General Election Commission Decree No. 518 of 2022 whether or not they pass as election participants).

The General Election Commission Decree No. 518 of 2022 needs to be based on Article 55 of Law no. 30 of 2014 Government Administration which states, paragraph (1) Each decision must be given reasons for juridical, sociological and philosophical considerations which form the basis for making decisions; Paragraph (2) Giving reasons as referred to in paragraph (1) is not required if the decision is followed by a detailed explanation. Explanation of Paragraph (1) What is meant by "juridical considerations" is the basis on which the legal considerations are based on authority and the legal basis for substance. What is meant by "sociological considerations" is the foundation on which the benefits for the community are based. What is meant by "philosophical considerations" is the basis on which the decision is made in conformity with the objectives. Paragraph (2) What is meant by "detailed explanation" is an explanation outlining the reasons for deciding down to details and clarity. When studying the General Election Commission Decree No. 518 of 2022 carefully, the decision is not in accordance with Article 55 paragraph (1) and (2) of Law no. 30 of 2014 and its explanation, so that the General Election Commission in making decisions can be considered as violating Article 55 paragraphs (1) and (2) of Law no. 30 of 2014.

The General Election Commission is an election management body that is guaranteed and protected by the 1945 Constitution, and is therefore categorized as a state institution that has what is called constitutional importance [14]. The General Election Commission as a state institution that runs the government, in this case organizing elections, needs to use its authority in carrying out registration, administrative verification and factual administration and determining political parties participating in elections based on statutory provisions and general principles of good governance. This is important, because authority based on statutory provisions and general principles of good governance is a right and obligation for government officials to use their authority in making decisions or government actions. The General Election Commission, as a government official, should use its authority in making decisions based on statutory regulations and the general principles of good governance (Article 6 paragraph (1) and Article 7 paragraph (1) of Law No. 30 of 2014). When studying carefully that the Election Commission's decision in its consideration has been based on statutory provisions which form the basis of its authority, namely Law No. 7 of 2017 concerning Elections as amended by Government Regulation in Lieu of Law No. 1 of 2022 concerning Amendments to Law no. 7 of 2017 concerning Elections. However, the authority of the General Election Commission is not based on the General Principles of Good Governance, because this principle is a reference for the use of authority for the General Election Commission in issuing decisions in administering government, especially in determining political parties participating in elections. The General Principles of Good Governance referred to in Article 10 paragraph (1) of Law no. 30 of 2014 are the principles of legal certainty, benefit, impartiality, accuracy, not abusing authority, openness, public interest, and good service. There is a dispute or dispute over the General Election Commission Decision No. 518 of 2022 which shows that the



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authority of the General Election Commission in making decision No. 518 of 2022 has ignored the general principles of good governance. This is because, the function of the general principles of good governance in administering government is as a guide or guide for the government or state administration officials in the context of good governance [15].

Because their authority is not based on the general principles of good governance as stipulated in Law no. 30 of 2014 concerning Government Administration, then what is the process of authority being exercised or taken in terms of registration, administrative verification and factual verification and determination of political parties as candidates for the 2024 election. Regarding this matter by looking and studying carefully, that from the registration process, verification until it came to a decision which was then made a decision that was too complicated and chaotic which in the end made it difficult for the General Elections Commission itself in the verification process and finally the implementation of the verification itself ignored the general principles of good governance. The General Election Commission should in its verification (both administrative and factual) be made as simple as possible that everyone can understand, and not make it difficult for the General Election Commission itself, so in this case it is necessary to pay attention to the general principles of good governance as stipulated in Article 10 paragraph (1) Law no. 30 of 2014 concerning Government Administration.

By paying attention to the principles of good governance as stipulated in Article 10 paragraph (1) of Law No. 30 of 2014 concerning Government Administration, the process of administrative verification and factual verification should be simplified so that all parties can understand the performance of the General Election Commission, and no one feel aggrieved by the decisions that will be taken later. More specifically, the General Election Commission in terms of determining political parties that meet the requirements and do not meet the requirements as election participants based on the recapitulation of administrative verification results needs to be stipulated by the General Election Commission decision, as well as the factual verification results recapitulation needs to be stipulated by the General Election Commission decision as well, this is done in order to fulfill legal certainty for political parties that have registered with the General Elections Commission to become political parties participating in elections.

Apart from Law no. 30 of 2014 as a basis for administering government, the General Election Commission as well as a government administration institution in terms of holding elections needs to apply Law no. 14 of 2008 concerning Public Information Disclosure. The General Election Commission as a State Administrative official who organizes government, especially in administering elections with the authority to verify (both administrative and factual) needs to pay attention to Law 14 of 2008 concerning Public Information Disclosure as an implementation of one of the general principles of good governance, namely principle of openness. Public Information Disclosure has a broad meaning because all management of public agencies must be accountable to the public. This is because every performance of a public official or State Administration official needs to have transparency as a

condition for guaranteeing citizens' rights to know plans for making public policies, public policy programs and the process of making public decisions as well as the reasons for making a public decision, to realize good state administration, namely transparent (Article 3 Law No. 14 of 2008). Through this Law, the government as State Administrative officials is obliged to provide information regularly to its citizens so that they can find out what the government has done, so that through this disclosure of information an active role of the community is created both in the monitoring aspect, the implementation aspect and the involvement aspect in the process. decision-making [16].

III. CONCLUSION

The Existence of the General Election Commission Decree No. 518 of 2022 concerning Determination of Political Parties Participating in the General Election of Members of the People's Representative Council and Regional People's Representative Council and Local Aceh Political Parties Participating in the General Election of Members of the Aceh Representative Council and Regency/City Representative Council in 2024 raises problems in practice, because there are political parties who feel aggrieved by the Election Commission's decision. One of them is the Justice and Unity Party which considers there is legal uncertainty as a registrant political party, because they want to obtain clarity from the registration of the political party they are doing. Political parties that register with the General Election Commission in the hope that their parties can qualify as parties participating in the 2024 election, but General Election Commission Decree No. 518 of 2022 does not provide clarity on the political parties registering because the General Election Commission Decree does not clearly state whether other political parties have passed or not, and only mentioned political parties that have passed. Thus, they consider that the General Election Commission Decree No. 518 of 2022 does not pay attention to statutory regulations and general principles of good governance.

The recommendation is that the General Election Commission as a state institution mentioned in the 1945 Constitution whose authority is regulated in law, namely holding general elections, is expected to carry out the government sector, in this case holding elections, needs to follow statutory regulations and the general principles of good governance. This is important because the Indonesian state adheres to the rule of law in carrying out its government.

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