

Authority of Bawaslu in Handling Civil Service Neutrality Violations in 2024 Elections

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Abstract

Violations of the neutrality of Civil Servants (ASN) constitute a critical issue in the administration of the 2024 General Election and Regional Elections, as they potentially undermine electoral fairness and democratic integrity. As state apparatuses, civil servants hold strategic positions that are vulnerable to political intervention. This study aims to analyze the authority of the General Election Supervisory Agency (Bawaslu) of Kuningan Regency in handling violations of ASN neutrality during the 2024 elections and to assess the effectiveness of its implementation. This research employs a normative-empirical legal method, drawing on statutory, conceptual, and case-study approaches. Data were collected through literature review, interviews, and document analysis, and examined using qualitative descriptive analysis. The findings indicate that although Bawaslu normatively possesses authority to supervise and handle violations of ASN neutrality, such authority is administrative and recommendatory in nature. In practice, Bawaslu of Kuningan Regency faces several challenges, including limited sanctioning authority, weak inter-institutional coordination, and the lack of binding follow-up mechanisms on its recommendations by competent staffing authorities. These constraints reduce the effectiveness of legal enforcement against violations of ASN neutrality. This study concludes that strengthening Bawaslu's authority and enhancing institutional coordination are essential to ensuring civil service professionalism and safeguarding the quality of local electoral democracy.

Keywords: Bawaslu, ASN Neutrality, Election, Authority, Electoral Law Enforcement

Abstrak

Pelanggaran netralitas Aparatur Sipil Negara (ASN) merupakan salah satu persoalan krusial dalam penyelenggaraan Pemilu dan Pemilihan Tahun 2024 yang berpotensi mengganggu prinsip keadilan dan integritas demokrasi. ASN sebagai unsur aparatur negara memiliki posisi strategis yang rentan disalahgunakan untuk kepentingan politik praktis. Penelitian ini bertujuan untuk menganalisis kewenangan Badan Pengawas Pemilu (Bawaslu) Kabupaten Kuningan dalam menangani pelanggaran netralitas ASN pada Pemilu dan Pemilihan Tahun 2024 serta menilai efektivitas pelaksanaannya. Metode penelitian yang digunakan adalah hukum normatif-empiris dengan pendekatan perundang-undangan, konseptual, dan studi kasus. Data diperoleh melalui studi kepustakaan, wawancara, dan studi dokumentasi, kemudian dianalisis secara kualitatif-deskriptif. Hasil penelitian menunjukkan bahwa secara normatif Bawaslu telah memiliki kewenangan dalam pengawasan dan penanganan pelanggaran netralitas ASN, namun kewenangan tersebut bersifat

administratif dan rekomendatif. Dalam praktiknya, Bawaslu Kabupaten Kuningan menghadapi berbagai kendala, terutama keterbatasan kewenangan penjatuhan sanksi, lemahnya koordinasi antarlembaga, serta tidak optimalnya tindak lanjut rekomendasi oleh instansi kepegawaian. Kondisi tersebut menyebabkan efektivitas penegakan hukum terhadap pelanggaran netralitas ASN belum sepenuhnya tercapai. Penelitian ini menyimpulkan bahwa penguatan kewenangan Bawaslu dan peningkatan sinergi kelembagaan merupakan kebutuhan mendesak guna menjamin profesionalisme ASN dan menjaga kualitas demokrasi elektoral di tingkat lokal.

Kata Kunci: Bawaslu, Netralitas ASN, Pemilu 2024, Kewenangan, Penegakan Hukum Pemilu

INTRODUCTION

General Elections (Pemilu) and Regional Head Elections are fundamental instruments in Indonesia's constitutional democratic system, serving as concrete manifestations of the principle of people's sovereignty (Hutapea, 2015). The Constitution of the Republic of Indonesia, through Article 1, paragraph (2), emphasizes that sovereignty rests with the people and is exercised in accordance with the Constitution. In this context, elections are not only understood as a periodic procedure for electing people's representatives and government leaders, but also as a legal and political mechanism that must be held democratically, honestly, and fairly to guarantee the legitimacy of state power. Therefore, the implementation of elections requires an effective oversight system to maintain the integrity and quality of democracy (Wathoni & Mufidah, 2024).

One crucial aspect of democratic elections is maintaining the principle of neutrality of the State Civil Apparatus (ASN). ASN, as an element of the state apparatus, holds a strategic position within the government structure and public service. ASN involvement in practical politics has the potential to create unfairness in electoral competition, given that ASN has access to state resources, administrative authority, and social influence within society (Akbar & Frinaldi, 2024). Therefore, the principle of ASN neutrality is a primary prerequisite for ensuring equality among election participants and preventing abuse of bureaucratic power. Normatively, the obligation for ASN neutrality is stipulated in Law Number 5 of 2014 concerning the State Civil Apparatus, which emphasizes that the implementation of ASN policies and management must be based on the principle of neutrality (Sari & Juniar, 2024).

However, the practice of election administration in Indonesia shows that violations of ASN neutrality remain a recurring and systemic problem. In the 2024 General Elections, the Election Supervisory Agency (Bawaslu) recorded a high number of alleged violations of civil servant neutrality in various regions. This phenomenon indicates a gap between legal norms governing civil servant neutrality and actual practice. These violations are not only individual in nature but also reflect structural issues within the bureaucracy, such as power relations between political officials

and civil servants, a weak legal culture, and a low level of awareness of professionalism among state officials in the context of electoral democracy (Rahayu et al., 2025; Riyanto et al., 2023).

In the Indonesian constitutional system, the Elections Supervisory Agency (Bawaslu) plays a strategic role as a national, permanent, and independent election supervisory body. Under Law Number 7 of 2017 concerning General Elections, Bawaslu is authorized to supervise all stages of the election, prevent violations, and handle suspected election violations, including violations of civil servant neutrality (Law Number 7 of 2017 concerning General Elections, 2017). Bawaslu's existence is intended to strengthen election law enforcement and maintain the integrity of the democratic process. However, normatively, Bawaslu's authority in handling violations of civil servant neutrality is limited and recommendatory, as the authority to impose administrative sanctions rests with civil service institutions, such as the State Civil Service Commission (KASN) and the Civil Service Development Officer (Suri, 2023).

This limited authority raises questions about the effectiveness of election law enforcement, particularly regarding violations of civil servant neutrality. Bawaslu is authorized only to conduct supervision, clarification, and initial studies, and to submit recommendations to authorized agencies. In practice, these recommendations are not always fully implemented by relevant institutions, potentially weakening the law's coercive power and reducing the deterrent effect on civil servants who commit violations. This situation raises fundamental questions about the extent to which Bawaslu's authority can ensure legal certainty and justice in handling violations of civil servant neutrality (Djati et al., 2025; Nasoha, 2025).

These issues are also reflected at the regional level, including in Kuningan Regency. During the 2024 General Elections, the Kuningan Regency Elections Supervisory Agency (Bawaslu) discovered and received several reports of alleged violations of civil servant neutrality involving various bureaucratic actors (Wahyu et al., n.d.; Yusuf & Hertanto, 2023). Local political dynamics, hierarchical relations within the regional bureaucracy, and Bawaslu's limited normative authority are factors influencing the process of handling these violations. Furthermore, inter-agency coordination in following up on Bawaslu recommendations often faces administrative and institutional obstacles, resulting in lengthy handling processes and uncertain law enforcement outcomes (Bunda et al., 2025).

Academically, the issue of Bawaslu's authority in handling violations of civil servant neutrality lies at the intersection of election law and state administrative law. On the one hand, Bawaslu is required to ensure election integrity through effective oversight. On the other hand, Bawaslu's limited repressive authority creates a dilemma for law enforcement, as the effectiveness

of oversight depends heavily on the follow-up actions of other institutions. This condition indicates the need to conduct an in-depth empirical and normative study of the implementation of Bawaslu's authority, especially at the regional level, in order to assess the effectiveness of the mechanism for handling violations of ASN neutrality (Apparatus & ASN, 2025; Leti et al., 2025).

Several previous studies have examined the issue of civil servant (ASN) neutrality in elections from various perspectives. Riyanto and Nasoha (2025) emphasized that violations of civil servant neutrality in regional head elections are a manifestation of weak bureaucratic governance and persistent political interference within government officials (Nasoha, 2025). These findings indicate that regulations on civil servant neutrality are not yet fully effective in preventing bureaucratic involvement in practical politics.

Furthermore, Leti (2025) highlighted the division of authority between the Election Supervisory Agency (Bawaslu) and the State Civil Service Commission (KASN) in prosecuting violations of civil servant neutrality (Leti et al., 2025). The study concluded that Bawaslu's recommendatory authority makes the handling of violations of civil servant neutrality highly dependent on the commitment of civil service institutions, thereby weakening legal certainty and the effectiveness of sanctions.

Another study by Sari and Juniar (2024) analyzed Bawaslu's authority from a legal perspective and found that election oversight was not yet supported by robust law enforcement instruments, particularly for administrative violations involving state officials (Sari & Juniar, 2024). Meanwhile, Yustisi (2024) emphasized that in the 2024 Simultaneous Elections, violations of civil servant neutrality remained a recurring pattern at the regional level due to the power relations between political officials and civil servants (Yustisi, 2024).

Unlike previous studies, which tended to emphasize normative aspects or general institutional analysis, this study specifically examines the implementation of Bawaslu's authority at the regional level through a case study of the Bawaslu in Kuningan Regency. Using a normative-empirical approach, this study not only analyzes the legal basis for Bawaslu's authority but also evaluates the effectiveness of its implementation in addressing violations of civil servant neutrality during the 2024 General Elections, thereby making an empirical and contextual contribution to the development of election law in Indonesia.

Based on this description, this research is important and relevant to conduct. This study not only aims to analyze the legal basis for Bawaslu's authority to handle violations of civil servant neutrality but also to evaluate its implementation in practice during the 2024 General Elections in Kuningan Regency. Using a normative-empirical approach, this research is expected to provide a

comprehensive overview of the legal and institutional obstacles faced by Bawaslu, as well as offer normative and strategic recommendations to strengthen election law enforcement and maintain civil servant professionalism in Indonesia's democratic system.

METHODS

This research uses a normative-empirical legal approach (socio-legal research), namely one that examines law not only as written norms (law in books), but also as practices in real life (law in action) (Rizkia & Fardiansyah, 2023; Suyanto, 2023). This approach was chosen to gain a comprehensive understanding of the Election Supervisory Agency (Bawaslu)'s authority to handle violations of neutrality of the State Civil Apparatus (ASN), both from a normative regulatory perspective and in its practical implementation during the 2024 General Elections.

Normatively, this study examines various laws and regulations that form the basis for Bawaslu's authority and regulate ASN neutrality, including Law Number 7 of 2017 concerning General Elections, Law Number 5 of 2014 concerning State Civil Apparatus, Government Regulation Number 94 of 2021 concerning Civil Servant Discipline, as well as technical regulations and policies issued by Bawaslu and the State Civil Apparatus Commission (KASN). Statutory and conceptual approaches are used to analyze the concepts of authority, election oversight, and ASN neutrality within the framework of constitutional law and state administrative law (Arifuddin et al., 2025).

Meanwhile, an empirical approach was conducted through a case study of the Kuningan Regency Election Supervisory Agency (Bawaslu), which served as the research locus. The case approach was used to examine the practice of handling civil servant neutrality violations in the 2024 General Election, from the receipt of reports or findings through the clarification and review process to the submission of recommendations to the relevant authorities. Empirical data were obtained through semi-structured interviews with the leadership and/or staff of the Kuningan Regency Bawaslu directly involved in handling civil servant neutrality violations, as well as through a documentary study of supervisory reports and documents related to the handling of violations (Yustisi, 2024).

The obtained data were analyzed qualitatively and descriptively by classifying them according to the research focus, linking empirical facts to applicable legal provisions, and systematically interpreting them to address the research problem formulation (Sukmawan & Damayanti, 2025). This analysis aims to assess the effectiveness of the Kuningan Regency Bawaslu's authority in handling violations of civil servant neutrality and to identify the legal and institutional obstacles to enforcing election law.

RESULT AND DISCUSSION

Overview of Civil Servant Neutrality Violations in the 2024 Elections in Kuningan Regency

Based on empirical research conducted by the Kuningan Regency Elections Supervisory Agency (Bawaslu), violations of civil servant (ASN) neutrality in the 2024 Elections were a significant oversight issue. Findings and reports submitted to the Kuningan Regency Bawaslu indicate that violations of civil servant neutrality occurred not only explicitly but also in indirect actions that could potentially benefit or harm certain election participants. The identified patterns of violations included civil servants' involvement in practical political activities, the use of state facilities for electoral purposes, and expressions of partisanship through social media (Wahyu et al., n.d.; Yusuf & Hertanto, 2023).

This phenomenon indicates that the principle of civil servant neutrality has not been fully understood and internalized as a legal obligation and professional ethics. In the context of regional bureaucracy, the hierarchical relationship between political officials and civil servants, as well as local political dynamics, are factors influencing violations. This condition aligns with the finding that violations of civil servant neutrality tend to increase ahead of crucial election stages, such as the campaign and voting periods (Sari & Juniar, 2024). Thus, monitoring civil servant neutrality presents a serious challenge for the Kuningan Regency Elections Supervisory Agency (Bawaslu) in maintaining election integrity at the local level.

Bawaslu's Normative Authority in Handling Violations of Civil Servant Neutrality

Normally, Bawaslu's authority to handle violations of civil servant neutrality stems from Law Number 7 of 2017 concerning General Elections. Within this legal framework, Bawaslu is authorized to supervise, prevent, and handle election violations, including violations of civil servant neutrality. However, research shows that this authority is limited and does not include the authority to directly impose administrative sanctions on civil servants found to have violated the law.

In practice, the Kuningan Regency Bawaslu can only conduct initial handling, including receiving reports or findings, clarifying them, gathering evidence, and preparing legal studies. The results of these studies are then submitted to authorized agencies, such as the State Civil Service Commission (KASN) or the Civil Service Development Officer (PPK), in the form of recommendations. This model of the recommendatory authority indicates that Bawaslu functions as an administrative supervisor, not as an enforcement agency for civil servant sanctions. This

condition confirms that Bawaslu's authority regarding violations of ASN neutrality lies at the intersection of election law and state administrative law (Nasoha, 2025; Suri, 2023).

Implementation of Handling of Civil Servant Neutrality Violations by the Kuningan Regency Election Supervisory Agency (Bawaslu)

The research results indicate that the Kuningan Regency Election Supervisory Agency (Bawaslu) has exercised its authority in accordance with the procedures and mechanisms stipulated by law and regulation. The process for handling violations begins with receiving public reports or findings from supervision, followed by formal and material verification, clarification with relevant parties, and the preparation of a legal review. During this stage, Bawaslu strives to ensure that each report handled meets the requirements for civil servant neutrality violations (Kuntag et al., 2023).

However, the effective implementation of this authority still faces various limitations. One major issue is Bawaslu's reliance on follow-up from other agencies in imposing sanctions. In several cases, recommendations submitted by the Kuningan Regency Bawaslu were not promptly followed up or accompanied by information on the outcome of the handling by the authorized agency. This creates legal uncertainty and could weaken Bawaslu's oversight function due to the lack of clear feedback on the recommendations issued (Rusmana, 2024).

Furthermore, this study found that the absence of a normative obligation for civil service agencies to involve Bawaslu in the sanctioning process results in Bawaslu's role in the final stages of law enforcement. As a result, Bawaslu is uncertain about the effectiveness of its recommendations and cannot determine whether the sanctions imposed are commensurate with the severity of the civil servant's violation (Alaydrus et al., 2023).

Legal and Institutional Obstacles in Handling Violations of Civil Servant Neutrality

Empirical research reveals that the obstacles faced by the Kuningan Regency Election Supervisory Agency (Bawaslu) in handling violations of civil servant neutrality can be classified into two main categories: legal and institutional. Legal obstacles stem from Bawaslu's limited normative authority and lack of executive authority. Its recommendatory authority model prevents Bawaslu from possessing strong coercive legal powers to impose sanctions on violating civil servants (Kolang et al., 2022).

Meanwhile, institutional obstacles relate to inter-agency coordination in handling violations of civil servant neutrality. The research indicates that coordination between the Kuningan Regency Bawaslu, the KASN (National Elections Supervisory Agency), and the Elections Supervisory Committee (PPK) has not been optimal. The handling process often takes a long time, and in some cases, a copy of the decision is not provided to Bawaslu. This situation weakens law enforcement's

accountability and undermines public trust in the effectiveness of election oversight (Azharie, 2023).

In addition to legal and institutional constraints, sociological factors also pose obstacles to addressing violations of civil servant neutrality. Low public participation in reporting violations, coupled with local political pressure on civil servants, complicates efforts to enforce the principle of neutrality. These factors demonstrate that addressing violations of civil servant neutrality depends not only on normative considerations but also on the local social and political context (Heriyanto, 2025; Srilaksmi, 2022).

Analysis of the Effectiveness of Bawaslu's Authority from an Election Law Enforcement Perspective

Based on the results and discussion above, the effectiveness of the Kuningan Regency Bawaslu's authority in handling violations of civil servant neutrality during the 2024 General Election remains relative. From a procedural perspective, Bawaslu has carried out its oversight and violation handling functions in accordance with applicable legal provisions. However, from a substantive perspective, limited authority and weak inter-agency coordination have resulted in violations not yet having a fully deterrent effect on civil servants.

From a law enforcement perspective, this situation demonstrates that the existence of legal norms alone is insufficient to guarantee effective election law enforcement (Reumi et al., 2025). Synergy is needed between legal factors, law enforcement, institutional factors, and public legal awareness. Bawaslu's administrative and recommendatory authority needs to be supported by a clear, binding coordination mechanism to ensure that the handling of violations of civil servant neutrality provides legal certainty and justice.

Thus, the results of this study confirm that strengthening Bawaslu's authority, both through reformulating legal norms and improving institutional coordination, is an urgent need to maintain civil servant professionalism and election integrity. The case study of the Kuningan Regency Bawaslu shows that without such strengthening, violations of civil servant neutrality have the potential to recur and undermine the quality of democracy at the local level.

Implications of Research Findings for Election Law Enforcement and Civil Servant Neutrality

The results of this study indicate that the Kuningan Regency Election Supervisory Agency (Bawaslu)'s authority to handle violations of civil servant neutrality has been procedurally implemented in accordance with legal provisions but substantively has not ensured effective and equitable enforcement of election law. This finding emphasizes that the administrative and

recommendatory nature of its authority is not commensurate with the complexity of civil servant neutrality violations, which are structural and political.

The legal implication of this finding is the need to reformulate Bawaslu's authority regulations so that it functions not solely as an administrative oversight body but also has a stronger position in ensuring follow-up on recommendations for handling violations. Without a legally binding mechanism, Bawaslu's recommendations may lose their coercive power and fail to deter violations by civil servants.

Institutionally, the results of this study underscore the importance of strengthening coordination among Bawaslu, KASN, and the Civil Service Development Officer through an integrated, transparent working mechanism. The absence of official feedback on Bawaslu's recommendations not only weakens law enforcement's accountability but also risks undermining public trust in the election oversight system.

Furthermore, the sociological implications of this research indicate that enforcing civil servant neutrality cannot be separated from the local political context and bureaucratic culture. Therefore, strengthening regulations must be accompanied by increased legal awareness and professional ethics among civil servants, as state officials are obligated to maintain professionalism and impartiality in every stage of the election. Therefore, this research confirms that strengthening Bawaslu's authority is an integral part of efforts to maintain election integrity and the quality of electoral democracy at the local level.

CONCLUSION

This study concludes that the authority of the Kuningan Regency Election Supervisory Agency (Bawaslu) in handling violations of the neutrality of State Civil Apparatus (ASN) in the 2024 General Election and Election has been normatively implemented in accordance with the applicable legal framework but substantively has not been fully effective in ensuring legal certainty and electoral justice. The limitations of Bawaslu's administrative and recommendatory authority make the law enforcement process for violations of ASN neutrality highly dependent on follow-up by personnel agencies, thereby weakening legal coercion and deterrent effects against violators. In addition, legal, institutional, and sociological obstacles, including suboptimal inter-agency coordination, the absence of a binding feedback mechanism, and local political pressure, are inhibiting the handling of violations of ASN neutrality. Therefore, strengthening Bawaslu's authority through regulatory refinements and increased institutional synergy is an urgent need to ensure ASN professionalism and maintain the integrity and quality of electoral democracy at the local level.

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