

# Legal Defects Of Sale And Purchase Deeds: A Review Of The Responsibilities Of Officials Making Land Deeds In Indonesia

Elvina Magistasari<sup>1\*</sup>, Sentot Sudarwanto<sup>2</sup>, Burhanuddin Harahap<sup>3</sup>

<sup>1</sup> Master of Notary Student at the Faculty of Law, Sebelas Maret University, Surakarta, Indonesia

<sup>2,3</sup> Lecturer of the Faculty of Law, Sebelas Maret University, Surakarta, Indonesia

\*Corresponding Author:

Email: [elvinamagista31@gmail.com](mailto:elvinamagista31@gmail.com)

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## Abstract.

*This research discusses legally defective sale and purchase deeds and the responsibilities of Land Deed Drafting Officials (PPAT) in Indonesia. Land is a vital element for fulfilling human needs, and land certificates as proof of ownership are very important in the agrarian legal system. The land buying and selling process must be carried out in accordance with legal provisions so that the resulting sale and purchase deed (AJB) has valid legal force. PPAT, as the official who has the authority to make authentic deeds, must ensure the validity of the documents and the completeness of the legal process when making AJB. Making AJB that meets formal and material requirements is very important; otherwise, legal defects may occur that result in PPAT's liability. This article examines the sanctions that can be imposed on PPAT if there are errors, both in administrative, civil and criminal contexts, in accordance with applicable laws and regulations. This research uses the nature of normative juridical research to analyze PPAT accountability and expand understanding of practices that are in accordance with law and professional ethics. The results show that PPAT has a big responsibility in maintaining the validity of deeds, and violations of legal procedures can result in serious sanctions, both administrative and criminal.*

**Keywords:** Sale and Purchase Deed, Legal Defects, PPAT Accountability and Legal Sanctions.

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## I. INTRODUCTION

Land plays an important role in human life as a basis for fulfilling basic needs, including as a place to live. In the Indonesian agrarian legal system, as regulated in Law Number 5 of 1960 concerning Basic Agrarian Principles (UUPA), land is classified into various types of land rights<sup>1</sup>. In accordance with Article 16 paragraph (1) UUPA, land rights include ownership rights, building use rights, business use rights, and others. Of these various types of rights, property rights are considered the strongest and most commonly used rights for ownership of land as a residence<sup>2</sup>. According to the UUPA, all land in Indonesia is under state control (Article 2 paragraph (1) UUPA)<sup>3</sup>. To prove ownership of land by an individual or legal entity, a land certificate is required, which functions as legal proof of ownership. Land certificates are issued after the land is registered at the Land Office, as regulated in Article 19 paragraph (1) UUPA and clarified through Government Regulation Number 24 of 1997 concerning Land Registration. This certificate has the function of providing legal certainty and legal protection for land rights holders (Article 1 number 20 PP No. 24 of 1997)<sup>4</sup>. The process of buying and selling land as a form of transferring land rights must be carried out in accordance with legal provisions. Based on Article 37 paragraph (1) PP No. 24 of 1997, the transfer of land rights through sale and purchase can only be proven by a Deed of Sale and Purchase (AJB) made before the Land Deed Making Officer (PPAT). This deed is authentic proof of the agreement between the seller and the buyer regarding the object being traded and the agreed price.

Furthermore, AJB becomes the basis for registering the transfer of land rights to the Land Office, which then issues a land certificate in the name of the new owner. Land Deed Making Official (PPAT) is a public official who has the authority to make authentic deeds related to land rights or ownership rights to

apartment units, regulated in Government Regulation Number 37 of 1998 which was amended by Government Regulation Number 24 of 2016. According to Article 1 number 1 PP 37 of 1998, PPAT is given the authority to make authentic deeds for certain legal acts<sup>5</sup>. The Land Deed Making Official (PPAT) has the authority to make authentic deeds relating to the transfer of land rights as described in Article 2 paragraph (1) of Government Regulation Number 37 of 1998 concerning PPAT Position Regulations. An authentic deed made before the PPAT has legal evidentiary power, as regulated in Article 1868 of the Civil Code (Civil Code). This deed provides legal certainty for legal actions taken, such as buying and selling land<sup>6</sup>. However, AJB can be considered null and void if it does not fulfill the requirements determined by law. One of the main requirements is the skill of the parties carrying out the legal action, as regulated in Article 1320 of the Civil Code.

If one of the parties is incompetent, then the deed made can be cancelled. Apart from that, the process of making an AJB must also be carried out in good faith, in accordance with Article 1338 of the Civil Code, which states that agreements must be carried out in good faith. In this case, both parties are obliged to carry out the agreed obligations honestly and in accordance with applicable norms<sup>7</sup>. PPAT has a big responsibility in ensuring the validity of the deeds it makes. If there are errors or omissions in making the deed, the PPAT may be subject to administrative, civil or even criminal sanctions, as regulated in Article 62 of Government Regulation Number 24 of 1997. Therefore, the PPAT is obliged to act professionally and carefully in carrying out its duties. Before making a deed, PPAT must verify the documents submitted by the parties to ensure their correctness and validity. This is important to prevent disputes or legal problems in the future<sup>8</sup>. The AJB made before the PPAT must have valid evidentiary power, because it will be the basis for issuing a land certificate to the new owner. If there are provisions that violate the law in making the deed, then the process of issuing a land certificate may be hampered or cannot be carried out at all. An authentic deed that meets formal and material requirements, as defined by Sudikno Mertokusumo, has the main function as a very valid piece of evidence in court, as well as a formal requirement to complete a legal act. The process of making an AJB does not always run smoothly, disputes often arise due to misunderstanding between the parties, errors in making the deed, or negligence of the PPAT in carrying out its duties.

Therefore, fulfilling applicable legal procedures is very important to guarantee the validity of AJB as authentic evidence and provide legal certainty for the parties involved.<sup>9</sup> Based on this description, the author is interested in conducting a more in-depth study regarding the actions of a Land Deed Official who makes a deed of sale and purchase that is legally flawed, and the PPAT's responsibility is seen as a whole, namely from sanctions from the code of ethics and other laws.<sup>10</sup> Thus, the author is interested in conducting legal research on this issue in the form of a thesis with the title: **“LEGAL DEFECTS OF SALE AND PURCHASE DEEDS: A REVIEW OF THE RESPONSIBILITY OF OFFICIALS MAKING LAND DEEDS IN INDONESIA”**.

## II. METHODS

This research uses normative juridical research characteristics, namely research characteristics that emphasize the use of written legal norms, such as books, theses, laws, court decisions, and literature from libraries. Apart from that, the research also adopts the doctrinal legal research method, which focuses on legal theories and the opinions of legal experts, especially those related to the issues discussed.<sup>11</sup> In this research, we will examine normatively the responsibility of the PPAT as a public official in making deeds of sale and purchase that are legally flawed. The analysis technique used is Qualitative is a data analysis method analytical descriptive, by explaining primary, secondary and tertiary legal materials according to the problems studied. Sources of legal materials used include primary legal materials, such as 1945 Constitution,

Civil Code (*Burgelijke wetboek*), Law Number 5 of 1960 concerning Basic Agrarian Laws, Regulation of the Minister of State for Agrarian Affairs / Head of the National Land Agency Number 3 of 1997 concerning Provisions for Implementing Government Regulation Number 24 of 1997 concerning Land Registration, Regulation of the Head of the National Land Agency Number 23 of 2009 concerning Amendments to Regulation of the Head of the National Land Agency Number 1 of 2006 concerning Amendments to the Regulation of the Head of the National Land Agency of the Republic of Indonesia Number 1 of 2006 concerning Provisions for Implementing Government Regulation Number 37 of 1998 concerning Position

Regulations for Officials Making Land Deeds, Government Regulation Number 10 of 1961 concerning Land Registration as per Government Regulation Number 24 of 1997 concerning Land Registration, Government Regulation Number 24 of 2016 Amendment to Government Regulation Number 37 of 1998 concerning Regulations Position of Official Land Deed Maker. Apart from that, the author also uses secondary legal materials that provide explanation and support, such as legal journals, literature, research results and legal articles. The technique for collecting legal materials is carried out through library research, by studying literature that is relevant to this research material. For the analysis of legal materials, researchers apply descriptive techniques, using primary, secondary and tertiary legal materials according to the problem being studied. The conclusion from the results of this research uses a qualitative normative analysis method. The normative method is used because this research starts from statutory regulations as positive law, while qualitative analysis relies on juridical data by examining concepts, principles and doctrines, which are presented in sentence form.

### III. RESULTS AND DISCUSSION

#### PPAT's Responsibility in Making Legally Defective Deeds of Sale and Purchase

Deed products made before a Land Deed Making Official (PPAT) have the potential to cause problems or conflicts if there are deviations from the legal provisions of land and building sale and purchase agreements. Apart from that, deviations in the procedures for making deeds involving material requirements (both subject and object) as well as formal requirements (procedures and requirements) can also be the cause.<sup>12</sup> The process of making a Deed of Sale and Purchase (AJB) is carried out by PPAT in the presence of the parties involved or their proxies as evidenced by a written power of attorney in accordance with applicable laws and regulations. The making of the deed must be witnessed by at least two witnesses who meet the requirements as witnesses in the legal action. After the deed is made, the PPAT is obliged to read the contents of the deed to the parties, providing an understanding of the contents, the purpose of making the deed, as well as the registration procedures that must be carried out in accordance with applicable regulations. Before making a Deed of Sale and Purchase, PPAT is obliged to pay attention to the validity of the documents and legal acts that are the conditions for making the deed. Transfer of land rights through buying and selling in front PPAT can only be carried out by people who are legally competent and have the authority to carry out these legal acts<sup>13</sup>.

Based on Article 1868 of the Civil Code, the elements of an authentic deed are:

1. Acts made in the form prescribed by law;
2. Made before an authorized public official;
3. Made where the deed was made.

Article 37 paragraph (1) PP No. 24 of 1997 on Land Registration clarifies the conditions for the validity of the sale deed

- 1) Material
  - a) The seller is the person entitled to the land he will sell;
  - b) The buyer is the person who is entitled to have rights over the land he bought;
  - c) The land in question may be bought and sold or not in dispute.
- 2) Formal

The formal requirements for buying and selling land rights are the formality of the sale and purchase transaction. These formalities include the deed which is proof of the sale and purchase agreement as well as the official who is authorized to make the deed. In order to register the transfer of rights, the formal requirements for buying and selling land rights must be proven by a deed made by and before a land deed official (PPAT).

If the Deed of Sale and Purchase made by PPAT contains legal defects due to PPAT's negligence or deliberate intent, then PPAT must be held morally and legally responsible.<sup>14</sup> The professional responsibilities of a Land Deed Official (PPAT) can be categorized into two main aspects: professional ethics and law. Legal aspects include criminal, civil and administrative responsibilities arising from the implementation of their duties<sup>15</sup>. The PPAT is responsible for deeds that contain legal defects. Administrative errors or maladministration carried out by PPAT in carrying out some land registration activities will certainly give rise to legal consequences. Regarding the issue of official accountability, according to Kranenburg and Vegtig, there are two underlying theories, namely: Theory *personal mistakes* and Theory *service faults*. Theory *personal mistakes*, namely the theory which states that losses to third parties are borne by the official whose actions have caused the loss. In this theory the burden of responsibility is focused on humans as individuals. Theory *service faults*, namely a theory which states that losses to third parties are borne by the institution of the relevant official. For this theory, responsibility is assigned to the position. In implementation, the losses that arise are adjusted so that that mistake was made can be categorized serious mistakes or minor mistakes that have implications for the responsibility that must be borne<sup>16</sup>.

As explained previously, based on theory *mistakes personal*, PPAT can be held responsible for making a legally defective sale and purchase deed. PPAT's actions in this case can be categorized as an abuse of authority, considering that the authority given to him based on Article 2 of the PPAT Position Regulations has been deviated from its original purpose. In other words, PPAT has failed to carry out its duties in accordance with applicable regulations<sup>17</sup>. Based on the authority possessed by PPAT in making authentic deeds, a PPAT is required to always act carefully and cautiously in dealing with every problem. This is because a PPAT is equipped with professional skills both in theory and practice. If there is negligence by the PPAT in the process of making the deed which results in the deed being legally defective, then this action can be considered an abuse of authority. As a public official who is authorized by law, every PPAT is required to resolve problems related to their authority professionally. Therefore, negligence or mistakes committed cannot be separated from accusations of abuse of authority. This abuse becomes increasingly clear if there is a loss experienced by one or several parties, especially when the deed made by the PPAT is canceled as a result of legal defects.<sup>18</sup>

PPAT can be held responsible for intentional actions, omissions and/or omissions in making a Deed of Sale and Purchase if the process deviates from the formal and material requirements as regulated in the procedures for making a PPAT deed. In this case, PPAT may be subject to administrative sanctions. Based on the Regulation of the Head of the National Land Agency (Wrapping) Number 1 of 2006, deviations from formal and material requirements are categorized as serious violations. This violation can be subject to sanctions in the form of dishonorable dismissal from his position by the Head of the Indonesian National Land Agency. Apart from that, PPAT's administrative responsibilities are also regulated in Article 62 of Government Regulation Number 24 of 1997. PPAT which in carrying out its duties ignores the provisions as intended in Article 38, Article 39 and Article 40, as well as the provisions and instructions given by the Minister or appointed official, the PPAT may be subject to administrative action. The administrative sanction is in the form of a written warning up to dismissal from his position as PPAT. Apart from that, PPAT can also be asked for compensation by parties who have suffered losses due to violations of these provisions<sup>19</sup>.

Not only administrative sanctions, PPATs who commit intentional acts, negligence and/or negligence in making a Deed of Sale and Purchase that deviate from formal and material requirements can also be held liable in the form of compensation claims by the injured parties.<sup>20</sup> In relation to errors committed by PPAT, it is necessary to examine whether these errors fall into the category of breach of contract or unlawful acts (*unlawful act*). Default occurs when an agreement is violated. On the other hand, if there is no contractual relationship, then the violation is categorized as an unlawful act (*unlawful act*).

To determine whether an action can be qualified as an unlawful act, there are four conditions that need to be considered, namely:

1. This action is contrary to the perpetrator's legal obligations,
2. Contrary to the subjective rights of others,
3. Contrary to morality, and
4. Contrary to propriety, thoroughness and caution<sup>21</sup>.

Not all of these conditions must be met cumulatively. Simply fulfilling one of the conditions can alternatively fulfill the criteria for an unlawful act. Based on Article 1365 of the Civil Code (Civil Code), unlawful acts that cause loss to another party require the perpetrator to compensate for the loss. Article 1365 states: "*Every unlawful act that causes harm to another person requires that the person whose fault caused the harm be compensated for the loss.*".

PPAT can also be subject to criminal sanctions if it is proven to have committed a criminal act, such as making a fake document, manipulating a deed, or including false information in a deed that is made. Formal and material requirements in the procedures for making a PPAT deed are aspects that must be fulfilled in its implementation. Deviations from these requirements can be the basis for imposing sanctions, either in the form of administrative, civil or criminal sanctions, depending on the category of violation.<sup>22</sup> The formal aspect of a deed can be the basis for criminalizing PPAT if it is proven that the violation was carried out intentionally, namely there was awareness, planning and premeditated action by PPAT. In this context, PPAT can be subject to criminal sanctions if it is proven that it has deliberately violated applicable legal provisions, either directly or jointly with related parties, committing unlawful acts.<sup>23</sup> The imposition of criminal sanctions on PPAT is carried out taking into account the applicable legal restrictions. Apart from having to meet the criteria for violations in the law regarding PPAT, the actions taken must also meet the criminal formulation in the Criminal Code (KUHP).<sup>24</sup>

Several criminal acts related to the formal aspects of PPAT deeds or Notaries in making authentic deeds include<sup>25</sup>:

1. Making fake letters or falsifying letters and using those letters (Article 263 paragraphs (1) and (2) of the Criminal Code),
2. Forgery of authentic deeds (Article 264 of the Criminal Code),
3. Ordering to include false information in an authentic deed (Article 266 of the Criminal Code),
4. Committing, ordering to commit, or participating in the violation (Article 55 in conjunction with Article 263 paragraphs (1) and (2) of the Criminal Code or Article 266 of the Criminal Code), and
5. Assisting in making fake letters or falsifying letters and using them (Article 56 paragraphs (1) and (2) in conjunction with Article 263 paragraphs (1) and (2) of the Criminal Code or Article 266 of the Criminal Code)<sup>26</sup>.

#### **PPAT Malpractice Sanctions in Making Legally Defective Deeds of Sale and Purchase**

PPAT is responsible for intentional, negligent, or negligent actions in making a sale and purchase deed that does not meet the formal and material requirements in accordance with the manufacturing procedure. Based on PERKABAN No. 23 of 2009, the deviation is considered a serious violation that can

cause PPAT to receive administrative sanctions in the form of dishonorable dismissal by the Head of BPN. This administrative responsibility is regulated in Article 62 PP No. 24 of 1997<sup>27</sup>. PPAT that violates the provisions in Article 38, Article 39 and Article 40 as well as directions from the Minister or appointed official, can receive administrative sanctions ranging from a written warning to termination of office (Article 10 PJPPAT). In addition, according to Article 6 paragraph (1) of the IPPAT Code of Ethics, members who violate the code of ethics can be subject to sanctions such as reprimands, warnings, temporary or permanent dismissal from IPPAT membership, as well as dishonorable dismissal from IPPAT membership.<sup>28</sup> The granting of sanctions is based on the quality and quantity of violations committed by members (Article 6 paragraph (2) of the IPPAT Code of Ethics). The supervision and construction of the implementation of PPAT tasks is carried out by the Head of BPN (Article 65 juncto Article 1 number 10 PERKABAN No. 23 Year 2009)<sup>29</sup>.

#### **PPAT Efforts to Guarantee the Validity of the Sale and Purchase Deed**

As a public official, the Land Deed Making Officer (PPAT) has the authority to make authentic deeds that have strong legal force. Therefore, PPAT is required to have special expertise in the land sector so that every deed it makes does not contain legal defects that could cause problems in the future.<sup>30</sup> One of the efforts that can be made by the Land Deed Drafting Officer (PPAT) to prevent legal defects in the sale and purchase deed is to carry out their duties in accordance with statutory provisions and the professional code of ethics. In this way, PPAT can provide quality, fair and neutral services to interested parties. Apart from that, compliance with statutory regulations can also minimize the risk of legal sanctions that can be imposed on PPAT<sup>31</sup>.

#### **IV. CONCLUSION**

Land Deed Making Officials (PPAT) have the potential to make mistakes in carrying out their duties. If the sale and purchase deed made before the PPAT does not comply with the applicable provisions and causes it to be null and void by law, the PPAT will be subject to administrative sanctions, civil sanctions or even criminal penalties. Administrative sanctions include warnings, warnings, suspension, onzetting, up to dishonorable dismissal of office and administrative fines for violating provisions or failing to carry out obligations. For criminal sanctions, PPAT can be sentenced to criminal penalties if it is proven to have falsified files or falsified deeds, which are included in criminal acts. In carrying out their duties as public officials, PPAT must provide services to the public wisely, in accordance with existing regulations, so that the risk of sanctions can be minimized regarding accountability for the deeds they make.

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