

Legal Consequences of Sale and Purchase Deeds Made by Unregistered Land Deed (PPAT) Officers at the Land Office

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Abstract. *The transfer of land rights must be proven by an authentic deed made by a PPAT as a guarantee of legal certainty, as stipulated in Article 40 paragraph (1) of PP 24/1997 which requires PPATs to submit sales and purchase deeds along with supporting documents to the Land Office no later than seven working days after signing. However, in practice, PPAT negligence still occurs, so this normative legal research, using a statutory and theoretical approach and using secondary data from primary, secondary, and tertiary legal materials, analyzes the status of PPAT deeds and the legal consequences of delays in registration. The results of the study indicate that PPAT deeds still have strong legitimacy and qualify as authentic deeds with perfect evidentiary power, although the regulatory norms need to be strengthened to be equal to other authentic deeds. Sales and Purchase Deeds are valid as evidence of transfer of rights, but obtain full legal force after registration; so that delays in submitting the deed can reduce legal protection for buyers, although buyers can still take civil suits to obtain an inkracht decision as a basis for registration and legal certainty.*

Keywords: *Buying; Official; Registration; Selling.*

1. Introduction

Article 28D of the 1945 Constitution affirms that everyone has the right to recognition, guarantees, protection, and fair legal certainty. Legal certainty in the land sector is crucial considering that land is a basic human need and has strategic socio-economic value. Therefore, Article 19 of Law Number 5 of 1960 (UUPA) stipulates that the government organizes land registration throughout Indonesia to ensure legal certainty and protection for land rights holders. Land registration includes measurement, recording of rights, transfer of rights, and issuance of certificates as strong evidence. Land, as a source of human life, often gives rise to competition and potential conflict, so orderly land registration is a

crucial instrument in preventing disputes and maintaining orderly land administration.¹

Land rights transfers can occur through assignment or transfer. Since the enactment of the Basic Agrarian Law (UUPA) and Government Regulation No. 24 of 1997, every transfer of rights through legal acts (such as sale, purchase, gift, or exchange) must be evidenced by an authentic deed drawn up by a Land Deed Official (PPAT). A PPAT deed constitutes a legal transfer (*juridische levering*) that meets the formal requirements of the law and serves as the basis for registering changes in legal data at the Land Office. Recent legal developments through Government Regulation No. 18 of 2021 have even opened up opportunities for digitalization through the electronic creation of PPAT deeds, as an effort to modernize land administration to improve legal certainty and service efficiency.²

The position of a PPAT deed as an authentic deed is regulated in PP 37 of 1998, which stipulates that the PPAT is tasked with making deeds that prove the existence of certain legal acts on land, becoming the basis for changes to land registration data. The provisions of Article 40 paragraph (1) of PP 24 of 1997 require the PPAT to submit the deed along with supporting documents to the Land Office no later than seven working days from the date of signing. This provision is imperative because it functions to maintain order in land administration. Negligence by the PPAT can lead to uncertainty in the status of land rights, potential disputes, and the risk of administrative sanctions or lawsuits if this causes losses to the parties. Under certain conditions, a deed that is not made according to procedure can lose its authentic nature and only have value as a private deed, and can even be declared legally flawed or null and void if the objective or subjective requirements are not met.³

Based on the importance of the role of PPAT in ensuring legal certainty of land title transfer and the potential problems that arise due to delays or negligence in submitting deeds, this study is important to examine the status of PPAT deeds and the legal consequences if the sale and purchase deed is not registered within the specified time limit. This study is expected to provide a comprehensive understanding of the PPAT's responsibilities, the legal implications for the parties, as well as normative and practical solutions to prevent procedural violations. Therefore, the author presents a study entitled "Legal Consequences of Sale and Purchase Deeds Prepared by Land Deed Making Officials (PPAT) that are not Registered at the Land Office."

¹Philipus M. Hadjon, 1987, *Legal Protection for the People in Indonesia: A Study of its Principles, Handling by the Courts in the General Court Environment and the Formation of State Administrative Courts*, Bina Ilmu, Surabaya. P. 2.

²Boedi Harsono, 2008, *Indonesian Agrarian Law, History of the Formation of the Basic Agrarian Law, Contents and Implementation*, 12th Edition, Djambatan, Jakarta, p. 584.

³Andrian Sutedi, 2014, *Transfer of Land Rights and Registration*, 6th edition, Sinar Grafika, Jakarta, p. 112.

2. Research Methods

The type of research used is a normative juridical approach. The approach method used by the author to answer the problem is a statute approach and a theoretical approach. The data sources used are secondary data consisting of primary, secondary, and tertiary legal materials. The data analysis method used is perspective analysis, an approach that not only explains existing legal facts but also provides assessments and recommendations on how the law should run in accordance with ideal norms and principles.⁴

3. Results and Discussion

3.1. The status of the Deed of Sale and Purchase made by the Land Deed Making Officer (PPAT) in the Registration of Transfer of Land Rights at the Land Office

According to the Civil Code, a sale and purchase is a form of reciprocal agreement that creates a legal relationship between a seller and a buyer. In its simplest terms, a sale and purchase is a two-party agreement, in which the seller is obligated to transfer ownership of an object, while the buyer is obligated to pay the price of the object in the form of money. Article 1457 of the Civil Code stipulates that a sale and purchase is an agreement that binds the parties to deliver the object and pay the agreed price. Similarly, Article 1458 of the Civil Code emphasizes that a sale and purchase is deemed to have occurred upon reaching an agreement regarding the object and price, even if the object has not been delivered or the price has not been paid. Therefore, legally, the point of birth of a sale and purchase agreement is at the moment of agreement, not at the time of physical delivery or payment of the price.⁵

Although a sale and purchase agreement is considered valid from the moment it is made, this does not automatically transfer ownership of the property to the buyer. Transfer of ownership, particularly land, can only occur through a legal transfer (*juridische levering*), which is a transfer executed by a deed before an authorized official. Under national land law, legal transfer is executed by a deed by a Land Deed Official (PPAT) and registration of the transfer of rights at the Land Office. This means that even if the buyer has paid the full price for the land and the land has been physically handed over, ownership does not transfer until the legal transfer mechanism is implemented.⁶

⁴ Johnny Ibrahim, 2005, *Normative Legal Research Methodology Theory*, Bayumedia, Malang, p. 321.

⁵ Supriadi, 2010, *Agrarian Law*, Sinar Grafika Fourth Edition, Jakarta, p. 20

⁶ Harsono, Boedi. 2005. *Indonesian Agrarian Law: History of the Formation of the UUPA, Its Contents, and Implementation*. Revised Edition. Djambatan. Jakarta. pp. 456-457

The requirements for a valid agreement, including the sale and purchase of land, are regulated in Article 1320 of the Civil Code. These requirements encompass four elements: agreement between the parties, legal capacity to enter into an agreement, a specific object of the agreement, and a lawful cause. These four requirements must be fully met for the agreement to be considered valid and legally binding. If any one of these elements is not met, the agreement can be canceled or even void. In the context of land sales, the object must be clear and definable, the subject must be legally competent, and the price and other terms must be formulated transparently.⁷

The sale and purchase of land rights must comply with formal provisions as stipulated in the Basic Agrarian Law (UUPA). The term "sale and purchase" specifically appears in Article 26 of the UUPA, which regulates the sale and purchase of property rights. However, other articles use the term "transfer of rights," which encompasses various forms of legal acts, such as sale, gift, and exchange. Therefore, a sale and purchase is a form of land transfer that must follow formal procedures to be legally valid.

To ensure legal certainty, the land sale and purchase process must be recorded in an authentic deed prepared by a Land Deed Official (PPAT). Boedi Harsono stated that the legal transfer of land rights is carried out through a written deed prepared by an authorized official and then registered with the Land Office. The validity of the transfer of rights is determined by the fulfillment of material and formal requirements. Material requirements include the seller's right to sell the land, the buyer's right to purchase the land, and the land's status as a land that can be bought and sold and is not in dispute. Meanwhile, formal requirements relate to the parties' capacity as legal subjects and the requirement for legal acts to be documented in an authentic deed.

Hans Kelsen, through his Grundnorm theory, explained that the validity of a legal norm depends on a higher norm in the legal hierarchy, not on moral or political considerations. Therefore, every process of transferring land rights must comply with the principles of legality, formality, legal certainty, good faith, and transparency. These principles serve as a fundamental foundation for ensuring that the transfer of rights is orderly, structured, and dispute-free.⁸

PPAT has an important role as a public official authorized to make authentic deeds related to the transfer of land rights. PPAT deeds are authentic deeds as stipulated in Article 1 paragraph (1) and Article 3 paragraph (1) of PP Number 37 of 1998. Authentic deeds have perfect evidentiary power before the law. Habib Adjie explained that authentic deeds contain material evidence, meaning that

⁷Harsono, Boedi. 2005. *Indonesian Agrarian Law: History of the Formation of the UUPA, Its Contents, and Implementation*. Revised Edition. Djambatan. Jakarta. pp. 456-457

⁸Kelsen, Hans. 2017. *Pure Legal Theory (Reine Rechtslehre)*. Translated by Raisul Muttaqien. Nusa Media. Bandung. pp. 163-175

every content of the deed is considered true for the parties who made it unless it can be proven otherwise. Thus, PPAT deeds provide strong legal protection for the parties.⁹

After signing the deed of sale and purchase, the PPAT is required to submit the deed to the Land Office no later than seven working days from the date the deed was signed. This obligation is stipulated in Article 40 paragraph (1) of Government Regulation Number 24 of 1997. Submission of documents within this time limit aims to ensure legal certainty and orderly land administration. If the PPAT delays submission of the deed, the potential for misuse and disputes is very likely to occur because the transfer of rights has not been officially recorded in the land administration system. The function of the deed of sale and purchase (AJB) is not only as evidence of a land sale and purchase agreement, but also as a legal basis for the Land Office to issue a certificate in the name of the new owner. In addition, the AJB serves to provide legal certainty, is the basis for changing the name on the certificate, and is a source of evidence if a dispute arises in the future.¹⁰

According to the theory of proof put forward by Sudikno Mertokusumo, an authentic deed provides certainty regarding legal events because it is made by an authorized public official.¹¹Subekti also emphasized that a deed is a document created to serve as evidence of a legal event. Therefore, a PPAT deed, as an authentic deed, cannot be denied unless proven otherwise through litigation.¹²

Land sale and purchase deeds must also fulfill the legal ideals as stated by Gustav Radbruch: justice, utility, and legal certainty. Justice demands equal protection for sellers and buyers, utility emphasizes that the deed must provide concrete benefits to the community, and legal certainty ensures that the deed provides clarity regarding the subject, object, price, and legal procedures to be followed.¹³The Land Deed Official's (PPAT) authority to draw up a deed of sale covers several aspects, including identifying and verifying the subject and object data, examining the land certificate, ensuring the parties' capacity, and ensuring there are no disputes over the land being sold. The PPAT is also required to refuse to draw up a deed if it is found to be inconsistent with legal requirements or if there is any ambiguity regarding the land object.

⁹Habib Adjie, Assessing the Proof of Notarial Deeds accessed through [http://habibadjie.dosen.narotama.ac.id/files/2013/07/Menilai-Pembuktian akta Notaris.pdf](http://habibadjie.dosen.narotama.ac.id/files/2013/07/Menilai-Pembuktian%20akta%20Notaris.pdf) on October 3, 2025

¹⁰Baharudin, "The Authority of Land Deed Officials (Ppat) in the Land Sale and Purchase Process," *Progressive Justice*, Vol. 5, No. 1, 2014, pp. 88–97

¹¹Sudikno Mertokusumo, 1998, *Indonesian Civil Procedure Law*, Liberty, Yogyakarta. p. 110

¹²Subekti. 2001. *Basics of Agrarian Law*. Intertime. Jakarta. h. 135

¹³Riduan Syahrani, 1999, *Summary of the Essence of Legal Science*, Publisher Citra Aditya Bakti, Bandung, p. 23

In carrying out their duties, PPATs work to prevent future land disputes. This is done by examining land documents, ensuring there is no overlapping ownership, and ensuring that transactions are carried out in good faith and transparently. AP Parlindungan explained that the PPAT's duties are part of the recording of deeds system, namely the official recording of every legal act related to land rights. Thus, the PPAT deed serves as evidence of the implementation of certain legal acts that serve as the basis for changes to legal data at the Land Office.

Government Regulation Number 24 of 1997 stipulates that every transfer of rights, including sales and purchases, must be evidenced by a Land Deed (PPAT) and registered to ensure legal force. Article 37 of the regulation states that the transfer of land rights can only be registered if evidenced by a PPAT deed. This demonstrates that a PPAT deed is a mandatory instrument for legal certainty in land transactions.

The modern land registration system also emphasizes digital aspects, as stipulated in Government Regulation Number 18 of 2021. Article 84 of this regulation states that land registration can be conducted electronically, resulting in an electronic certificate that has the force of law and serves as strong evidence. With this technological advancement, the transfer of rights is expected to be faster, more transparent, and reduce the risk of misuse.¹⁴

The role of a Land Deed Official (PPAT) extends beyond drafting deeds, including providing legal education to the parties to ensure they understand their rights and obligations. The PPAT is tasked with ensuring that all formal and material requirements are met, ensuring the resulting deed is valid and protects the interests of the parties. Furthermore, the PPAT has a moral and ethical responsibility to maintain integrity, professionalism, and objectivity in every transaction involving land rights. A Deed of Sale and Purchase (AJB) essentially indicates that the transfer of rights occurs when the deed is signed before the PPAT, provided that the formal and material requirements are met. However, the AJB does not provide legal certainty to third parties until it is recorded and registered at the Land Office. Once registration is complete, a certificate in the buyer's name is issued as valid and legally binding proof of ownership.

Thus, the land sale and purchase system in Indonesia is a long and structured series of legal processes, starting with the agreement between the parties, the creation of an authentic deed by the Land Deed Official (PPAT), and finally, the land registration at the Land Office. This system is designed to provide legal certainty, legal protection, and prevent land disputes. The role of the PPAT is very strategic because it acts as a bridge between the parties and the state land administration system. Through authentic deeds prepared carefully and based on

¹⁴Sumardjono, 2019, *Land Reform and Governance in Indonesia*, Pustaka Agraria, Jakarta. pp. 85-87.

legal principles, the PPAT plays a crucial role in maintaining order, fairness, and certainty in land sale and purchase transactions.

3.2. The legal consequences of not registering the transfer of land rights by the Land Deed Making Officer (PPAT) are reviewed from Government Regulation Number 18 of 2021 concerning Management Rights, Land Rights, Apartment Units, and Land Registration.

The Land Deed Official (PPAT) plays a crucial role in every land transfer process. The deed drawn up by the PPAT serves as the legal basis for the transfer of rights from the previous owner to the new owner. In the land law system, a PPAT deed is an authentic deed with full evidentiary force as long as the material and formal requirements are met. The transfer of land rights must essentially be conducted in writing, using a PPAT deed, and then registered with the Land Office. This formal procedure determines the legal validity of the transfer of rights. Evidence of land ownership is divided into certificates (for registered land) and supporting evidence (for unregistered land).¹⁵

In civil law, the sale and purchase of land according to Articles 1457-1459 of the Civil Code occurs when the parties have reached an agreement. However, land rights are not transferred until a legal transfer is made, namely the registration of the change of name. Thus, the PPAT deed is not only proof of the transaction, but also an administrative document that serves as the basis for registering the transfer of rights. According to Article 40 paragraph (1) of Government Regulation Number 24 of 1997, the PPAT is required to submit the deed and supporting documents to the Land Office no later than seven working days from the date of signing. This rule is reaffirmed in Government Regulation Number 18 of 2021 and various technical regulations of the Ministry of ATR/BPN. This registration has important purposes, namely:¹⁶

- 1) Strengthening legal certainty for buyers.
- 2) Fulfilling the principle of publicity, so that the buyer's rights are recognized by the state.
- 3) Becomes the basis for issuing a certificate in the name of the new owner.
- 4) Assert legitimate ownership to counter third party claims.
- 5) If AJB is not registered, then:

¹⁵Andy Hartanto, 2014, Land Law: Characteristics of Land Purchase and Sale for which Land Rights are Not Registered, Laksbang Justitia, Surabaya, p. 74.

¹⁶Sari, NR & Wibowo, A., Analysis of the Authority and Consequences of Cancellation of Deeds of Land Deed Making Officials (PPAT) in the Indonesian Land Law System, Journal of Law and Development, Vol. 54, No. 3 (2024), pp. 589-605.

- a. Land rights have not been legally transferred.
 - b. Buyers are not legally protected.
 - c. The buyer cannot pledge, sell or inherit the land.
- 6) Disputes or double sales occur because the seller is still listed as the legal owner.
- 7) The first to register principle applies: whoever first registers a right is the one who gets state recognition.

Legally, every transfer of land rights must be made in writing through a Land Deed (PPAT) and then registered with the Land Office. This registration is crucial to ensuring that the transfer of rights is fully legal, in accordance with the principles of legal certainty and publicity in land law. Both before and after the enactment of the Basic Agrarian Law, transfers of rights always required the fulfillment of formal and material requirements to avoid future disputes.

From a civil law perspective, a deed drawn up by a Land Deed Official (PPAT) is an authentic deed with full evidentiary force. In the event of a dispute, the deed can be used as primary evidence in court. A Deed of Sale and Purchase (AJB) signed by the parties indicates that a legally valid transaction has taken place. The provisions of Articles 1457 to 1459 of the Civil Code stipulate that a sale and purchase is deemed to have occurred upon reaching an agreement on the object and price, even if the land has not yet been handed over. However, land rights do not automatically transfer to the buyer. The buyer only obtains full rights after a legal transfer through a name transfer process at the Land Office. In jurisprudential practice, the Supreme Court, through Circular Letter No. 4 of 2016, affirmed that a material transfer of rights is deemed to have occurred if the buyer has paid in full and taken possession of the land in good faith. However, registration remains a requirement for formal legal certainty. This is in line with Article 40 paragraph (1) of PP Number 24 of 1997 which requires PPAT to submit the sale and purchase deed to the Land Office no later than seven working days after signing.¹⁷

Delays or even failures by the Land Office (PPAT) to submit the sale and purchase deed to the Land Office pose legal risks for the buyer and could potentially lead to land ownership disputes. Administratively, the seller remains registered as the legal owner, while the buyer has not yet received legal recognition from the state. Because the certificate is the strongest form of evidence, the buyer is not protected in the event of a claim by another party against the land. This risk is

¹⁷Fatmawati Parenrengi, Febby Mutiara Nelson, PPAT's Responsibility for Delays in Registering Deeds at the National Land Agency Office, *Centralist Study Journal* Vol.10, No.12 (2022), p.. 2835.

reinforced by the "first to register" principle, which states that the first registered title is recognized by the state.¹⁸

A PPAT deed can lose its evidentiary force if formal and material requirements are not met. Legally, a PPAT deed can be revoked or nullified if it conflicts with applicable provisions, fails to meet the terms of the agreement, or contains certain legal defects. Consequently, the deed cannot be used as a basis for registering rights and does not provide legal certainty for the parties. The PPAT's authority and obligations in preparing and submitting deeds are clearly regulated in Government Regulation Number 37 of 1998 and Government Regulation Number 24 of 1997. Furthermore, Government Regulation Number 18 of 2021 stipulates that land registration can now be conducted electronically, including the preparation of PPAT deeds. Further provisions are regulated through the Regulation of the Minister of ATR/BPN concerning land registration procedures. All these provisions emphasize that the PPAT must submit the deed within seven days so that the transfer of rights can be registered and a certificate in the name of the buyer can be issued. In practice, negligence by PPATs is not uncommon. This negligence can result in administrative sanctions such as warnings, guidance, and even permit revocation. Furthermore, PPATs can also be sued in civil court if their negligence results in losses for the buyer. Based on the theory of official responsibility, PPATs, as public officials, are obligated to act professionally, diligently, and in a timely manner. Failure to fulfill these obligations constitutes a violation of the code of ethics and can harm the legal interests of the public.¹⁹

The jurisprudence of the Gorontalo High Court Decision Number 723/Pdt.G/2021/PA.Gtlo confirms that the PPAT's failure to submit the deed to the Land Office hampered the transfer of title, preventing the issuance of a certificate in the buyer's name. The court stated that the PPAT's actions disrupted legal certainty regarding land rights. Therefore, the technical regulations governing the PPAT's obligation to submit the deed must be complied with to ensure legal certainty for the parties.

From the perspective of Gustav Radbruch's theory of legal certainty, the law must be firm, consistent, and predictable in its consequences. When a deed of sale and purchase is not registered, the legal status of the land becomes unclear and creates uncertainty for buyers. The same point was emphasized by Soerjono Soekanto, who stated that legal certainty depends not only on clear regulations but also on their implementation in the field. Similarly, Maria SW Sumardjono explained that legal certainty in the land sector is a primary requirement for legal protection for rights holders. Without land registration, these rights become

¹⁸Subekti. 2001. Principles of Agrarian Law. Intermasa. Jakarta. p. 135

¹⁹Mega Mentari, et.al., Responsibilities of Temporary Land Deed Officials or PPATS Regarding the Deadline for Registration of Land Sale and Purchase Deeds, Diponegoro Law Journal, Vol. 9 No. 2 (2020), pp. 1-15

vulnerable to disputes and claims from other parties. From a civil perspective, a sale and purchase remains valid because it meets the requirements for a valid agreement as stipulated in Article 1320 of the Civil Code. However, without registration, the sale and purchase cannot be used as a basis for the transfer of rights. Article 37 paragraph (1) of PP 24/1997 stipulates that every transfer of rights can only be registered if evidenced by a valid PPAT deed. Article 85 of PP 18/2021 even requires registration to be carried out no later than seven working days from the time the deed is signed. Minister of ATR/BPN Regulation Number 16 of 2022 reaffirms that land registration includes surveying, mapping, signing land administration documents, and issuing certificates. If the deed is not registered, the buyer lacks formal legal protection, even if they have paid for and control the land under civil law. If a second buyer registers first, they have the potential to receive stronger legal protection than the first buyer. Therefore, land registration is the primary instrument for protecting buyers' rights and preventing double transfers or land disputes.²⁰

In the context of legal protection, Philipus M. Hadjon distinguishes between preventive and repressive protection. Preventive protection is provided through the regulation of land registration obligations and strict administrative mechanisms. Meanwhile, repressive protection is provided when the buyer experiences a loss due to the negligence of the Land Deed Official (PPAT) or another party. The buyer can file a civil lawsuit under Article 1365 of the Civil Code concerning unlawful acts or through the mechanisms stipulated in Government Regulation 24/1997. These legal remedies provide protection for parties who are harmed due to the failure to register the deed in accordance with the provisions.²¹ By fulfilling administrative and procedural obligations, Land Deed Officials (PPAT) play a significant role in ensuring legal certainty, legal protection, and order in land administration. Failure by a PPAT to register a deed of sale and purchase is not only an administrative violation but can also give rise to disputes and harm the buyer. Therefore, the land registration process is an integral part of the transfer of rights and an absolute requirement for achieving equitable legal protection.

4. Conclusion

The Deed of Sale and Purchase (AJB) prepared by the Land Deed Making Officer (PPAT) is an authentic deed that has perfect evidentiary power and is the main legal basis for registering the transfer of land rights. However, if the AJB is not registered with the Land Office as required by Article 40 paragraph (1) of PP 24/1997, then the buyer's rights have not been officially recorded, thus

²⁰Yapiter Marpi. 2020, *An Introduction to Legal Science*. PT. Zona Media Mandiri. Tasikmalaya. Page 40

²¹Philipus M. Hadjon. 1987. *Legal Protection for the Indonesian People*. Rajawali Pers. Jakarta. p. 14

weakening legal certainty and opening up the opportunity for disputes because the land data is still in the name of the previous owner. This condition indicates the need to strengthen norms regarding the status and authority of PPAT in regulations at the level of laws, harmonization between the provisions of the Civil Code, UUPA, and implementing regulations regarding land sales and purchases, and acceleration of the implementation of electronic land registration with security standards that guarantee that electronic AJBs still have the same evidentiary power as physical authentic deeds.

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