

Legal Analysis of the Difference in the Authority of Notaries and Land Deed Officials in Making Deeds Related to Land Affairs

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Abstract. *The issue of the authority of Notaries and Land Deed Making Officials (PPAT) in making deeds related to land still causes ambiguity due to differences in regulations. Article 15 paragraph (2) letter f of Law Number 2 of 2014 concerning Amendments to Law Number 30 of 2004 concerning the Position of Notaries gives Notaries the authority to make deeds related to land, while the authority of PPAT is specifically regulated in Government Regulation Number 37 of 1998 as amended by Government Regulation Number 24 of 2016. This study aims to analyze the differences in the authority of Notaries and PPATs and formulate an ideal concept to realize legal certainty. The study uses normative legal methods with a statutory and analytical approach. The results of the study indicate that the authority of Notaries is general, while PPATs have special authority in making certain deeds in the land sector. Based on the principle of *lex specialis derogat legi generali*, the special authority of PPATs must take precedence over legal acts that fall under their authority. The ideal concept required is the harmonization and reformulation of regulations through the formation of a Law on the Position of PPAT which clearly and limitatively regulates the division of authority between Notaries and PPATs in order to prevent overlapping authority and to create legal certainty.*

Keywords: Authority; Certainty; Land; Legal; Notary.

1. Introduction

One of the important documents used in carrying out legal actions regarding land rights is a deed made by a public official. In the Indonesian legal system, the authority to make authentic deeds is given to several public officials, including Notaries and Land Deed Making Officials (PPAT). Notaries obtain their authority based on Law Number 2 of 2014 concerning Amendments to Law Number 30 of 2004 concerning the Position of Notary (UUJN). Article 15 paragraph (1) of the UUJN gives Notaries the authority to make authentic deeds regarding all actions, agreements and determinations required by statutory regulations or desired by

the parties as long as their making is not assigned or excluded to other officials. In addition to these general authorities, Article 15 paragraph (2) letter f of the UUJN also states that Notaries are authorized to make deeds related to land. On the other hand, PPAT is a public official who is granted authority based on Government Regulation Number 37 of 1998 concerning the Regulations on the Position of PPAT as amended by Government Regulation Number 24 of 2016. Based on these provisions, PPAT is given special authority to make authentic deeds regarding certain legal acts related to land rights or Ownership Rights for Apartment Units, such as sale and purchase, exchange, gift, company investment, joint distribution of rights, granting of Building Use Rights or Usage Rights over Ownership Rights, granting of Mortgage Rights, and granting of power of attorney to encumber Mortgage Rights. These two professions have the authority to create authentic deeds related to land to ensure legal certainty for the parties and their heirs as perfect evidence.

Authentic deeds hold a crucial position in the Indonesian legal system because they provide complete evidentiary force. According to Article 1868 of the Civil Code (KUHPerdata), authentic deeds have strong evidentiary force in court. This means that in the event of a dispute between the parties to an agreement, an authentic deed prepared by a notary will serve as valid evidence and have greater evidentiary value than a private deed.¹

Notary Public is not only a position but also a profession. The duties and authorities of a Notary Public are attributive and delegated. They are attributive because they carry out some state or government activities based on the mandate of laws and regulations. Furthermore, they are delegated because the State delegates the authority of a Notary Public through an oath.² The public generally assumes that every time they need to take care of land matters, they have to go to a notary's office, even though notaries and PPATs are different positions with different authorities. In law, both PPATs and Notaries are public officials who are given the authority to make certain authentic deeds. What differentiates the two is the legal basis that governs them. PPATs are regulated in the UUPA, PP No. 24 of 1997, PP No. 37 of 1998 as amended to PP No. 30 of 2016, while Notary Officials are regulated in Law No. 30 of 2004 as amended to Law No. 2 of 2014 concerning the Position of Notary (hereinafter abbreviated as UUJN-P). This difference is clearly illustrated by the legal institutions responsible for appointing and dismissing Notaries, their duties and authorities in the context of making certain authentic deeds, as well as the system of guidance and supervision of Notaries and PPATs. Notaries are appointed and dismissed by the Minister, specifically the Minister of Law and Human Rights. Supervision and supervision fall under the

¹Rezeki Ghani Abwabur, Firdaus Muhammad and Al Ansari Muhammad, 2025, The Role of Notaries in Making Authentic Deeds and Their Impact on Legal Validity in Indonesia, Indonesian Journal of Islamic Jurisprudence, Economic and Legal Theory, Volume 3 Number 2, p. 1577.

²Parapat, P. Miando, et al., 2022, Notary Law Volume II, Bandung: CV Media Sains Indonesia, p. 33.

authority of the District Court, which is under the Ministry. Land Deed Officials (PPAT) are appointed and dismissed by the Head of the National Land Agency (KBPN), while supervision and supervision fall under the authority of an appointed official at the district or city level, specifically the Head of the local Land Office.³

Notaries as public officials have the authority to make authentic deeds, including deeds related to land. This is regulated in Article 15 paragraph 2 letter f of Law Number 30 of 2004 as amended by Law Number 2 of 2014 concerning the Position of Notaries which regulates the authority of notaries in making deeds related to land while this authority is also held by PPAT which is regulated in Article 2 of Government Regulation Number 37 of 1998 as amended by Government Regulation Number 24 of 2016 concerning the regulations for the position of Land Deed Making Officials. The absence of limitations or explanations from Article 15 paragraph 2 letter f of the Notary Position Law has the potential to cause confusion among stakeholders in making deeds related to land, especially the general public. The existence of two public officials who both have the authority to make deeds related to land often gives rise to different interpretations in practice. The phrase "deeds relating to land" in Article 15 paragraph (2) letter f of the UUJN is not explained in detail regarding its scope, thus giving rise to various interpretations regarding the limits of the Notary's authority. On the other hand, the authority of the PPAT has been regulated in a limited manner regarding the types of deeds that can be made. This condition raises questions regarding the limits of the authority of each official to prevent overlapping authority.

In notarial and land practice, there are still differences in understanding regarding certain deeds related to land, for example, Sales and Purchase Agreements (PPJB), power of attorney to sell, power of attorney to manage certificates, agreements to vacate land objects, agreements to divide assets whose objects are land, to deeds of establishment of legal entities whose assets are land. Some people believe that these deeds are under the authority of Notaries because they are not included in the list of PPAT deeds, while others believe that all deeds whose objects are related to land should be under the authority of PPAT. This difference in interpretation has the potential to create legal uncertainty for the public and for the public officials concerned.

This problem is further complicated by the fact that, in practice, a notary public often also serves as a land deed official (PPAT). Although held by the same person, these two positions are distinct, with different legal bases, scopes of authority, areas of work, appointment mechanisms, guidance, and responsibilities. Therefore, the distinction between the actions of a notary public and those of a land deed official (PPAT) must be clearly understood to avoid errors in the application of the law or in determining the validity of a deed.

³Kholidah, et al., 2023, Notaries and PPAT in Indonesia, Yogyakarta: Semesta Aksara, p.17.

Differences in interpretation and practice of these two rules give rise to different views:

1) Those emphasizing the role of PPAT argue that the authority of a notary in Article 15 of the UUJN should be interpreted to include deeds not specifically required to be drawn up by a PPAT. Examples of deeds that a notary can draw up include a Sales and Purchase Agreement (PPJB) or a lease, but a sale and purchase deed used for a transfer of title at the land office must be drawn up by a PPAT.

2) Those who believe the UUJN is fully applicable argue that notaries have the right and obligation to issue all types of deeds related to land, including those previously considered the domain of PPATs. However, this authority cannot be exercised in practice because the government still requires PPAT deeds for land administration processes.

From the perspective of the theory of authority, every public official's authority must be based on statutory regulations and can only be exercised within predetermined limits. The principle of legality requires that every official's action must have a clear legal basis. Furthermore, in resolving normative conflicts, the principle of *lex specialis derogat legi generali* applies, meaning that specific provisions override general provisions.

Most people assume that a Notary and a Land Deed Official (PPAT) are the same position because in practice, both are often held by the same person and have their offices in the same location. As a result, people tend not to distinguish between when an official is acting as a Notary and when they are acting as a PPAT. They are more familiar with the term "notary office" than "PPAT office," so all land-related services are often considered to be the authority of a Notary. The public also assumes that all land-related deeds can be prepared by a Notary. However, according to legal provisions, there are certain deeds that are the exclusive authority of a PPAT, as regulated in Article 2 of Government Regulation Number 37 of 1998 as amended by Government Regulation Number 24 of 2016 concerning the regulations for the position of Land Deed Official. This misunderstanding is influenced by several factors, including:

- 1) Many notaries also serve as PPAT.
- 2) Lack of socialization regarding the differences in authority between the two positions.
- 3) The term "Notary" is better known to the public than "PPAT".
- 4) Services for both positions are often carried out in the same office.
- 5) The community is more oriented towards completing land administration rather than understanding the legal basis for the authority of officials who make deeds.

Therefore, it is necessary to analyze whether the authority of the PPAT as a special official in the land sector overrides the general authority of the Notary in making authentic deeds related to land, or whether the two authorities complement each other according to their respective scopes.

2. Research Methods

This type of legal research uses normative legal research, in this research will be discussed regarding the legal analysis of the difference in authority between notaries and PPAT in making deeds related to land, in this case an example is a power of attorney to impose mortgage rights where the notary has the authority from Article 15 of Law Number 4 of 1996 concerning mortgage rights while PPAT gets its authority from Article 2 of Government Regulation 37 of 1998 concerning the Regulation of the position of PPAT. In this research the author chose the Legislation approach and analytical approach to describe the differences related to the authority of notaries and PPAT in making deeds related to land. With the Legislation study approach method will be accompanied by an analytical approach to produce comprehensive research related to what is discussed in this research. In normative legal research or literature data collection techniques in normative legal research are carried out by literature studies of legal materials, both primary legal materials, secondary legal materials, secondary legal materials, as well as tertiary legal materials and or non-legal materials. Searching for these legal materials can be done by reading, watching, listening, and now many searches for these legal materials are carried out via the internet.

3. Results and Discussion

3.1. Legal Analysis of the Difference in Authority of Notaries and PPAT in Making Deeds Related to Land

Notaries and Land Deed Officials (PPAT) play crucial roles in the land deed creation process, but they have different functions and procedures. A notary acts as a public official with the authority to create authentic deeds, provide legal assurance regarding the deed's contents, and ensure that all parties understand their rights and obligations.⁴

Many people don't understand the difference between a notary and a PPAT, and when to use each profession's services. Many prefer notary services due to the perception that notaries have higher authority and simpler processes. However, for land matters, PPATs are actually more competent and have specific authority. This limited public understanding can lead to various problems in practice. First, people who are unaware of the differences in the roles and authority of notaries and PPATs may choose services that don't suit their needs, which can result in inefficient transaction processes and potentially lead to legal issues later on.

⁴Namira Rizki and B Erlina, 2024, Responsibilities of Notaries/Land Deed Officials (PPAT) in Making Land Deeds, JAHE - Journal of Legal Accounting and Education, Volume 2 Number 1, p. 333.

Second, this lack of understanding can also lead to distrust of the PPAT profession, which actually has specific authority and competence in land matters. More intensive education and outreach to the public regarding the roles and authority of notaries and PPATs is needed. The government, professional associations, and legal education institutions can collaborate to disseminate clearer and more structured information regarding the roles of these two professions. This can be done, for example, through seminars, workshops, and information campaigns in the mass media and on social media. With a better understanding, people will be better able to choose the right services according to their needs, so that the property buying and selling transaction process can run more efficiently and safely.⁵

Article 15 paragraph 2 letter f states that a Notary is also authorized to make "deeds related to land" but it can be understood that the notary's authority has been limited in paragraph 1 that the Notary is authorized to make deeds that have been clearly described in the article "as long as the making of the deed is not also assigned or excluded to other officials or other people determined by law". Here is the key that the notary's authority has been limited and must be understood properly.

The confusion in interpreting the meaning of Article 15 paragraph (2) letter f of the UUJN also gives rise to a conflict of authority in its implementation, coupled with the provisions of Article 15 paragraph (1) of the UUHT, which explains that the SKMHT can be made by a Notary. Reconceptualization of the authority of Notaries and PPAT is needed so that there is a limitation of the Notary's authority against the PPAT's authority in making land deeds, in this case the SKMHT, making the latest regulations that replace the UUJN and UUHT, this is to clarify and provide clarity regarding the authority obtained by a Notary so that the authority held by a Notary does not overlap with the authority held by a PPAT.⁶

PPAT and notary are two different positions, PPAT is a public official who is specifically appointed to carry out some land registration activities. The basis of his authority is regulated in Article 2 paragraph (2) of PP Number 37 of 1998 as amended by PP Number 24 of 2016. PPAT has the authority to make deeds related to land limited to:

- a. buy and sell;
- b. exchange;

⁵Nur Pratama Fadhli and Ana Silviana, 2024, Comparative Study of the Role of Notaries and Land Deed Officials (PPAT) in Making Sale and Purchase Deeds, UNES LAW REVIEW, Volume 7 Number 1, p. 632.

⁶Noor Aslan and Rodiah Alviraisah, 2023, Reconceptualization of the Authority of Notaries and Land Deed Officials to Issue Powers of Attorney to Assign Mortgage Rights Based on Positive Law in Indonesia, ACTA DIURNAL Journal of Notary Law, Faculty of Law, Padjadjaran University, Volume 6 Number 2, p. 242.

- c. grant;
- d. land transfer into the Company (inbreng);
- e. distribution of joint rights;
- f. granting of Building Use Rights/Use Rights over Ownership Rights;
- g. granting of Mortgage Rights;
- h. Power of Attorney to Charge Mortgage Rights (SKMHT).

A PPAT deed is an absolute requirement for registering changes to legal data, as stipulated in Government Regulation Number 24 of 1997 concerning Land Registration. Without a PPAT deed, the Land Office cannot, in principle, transfer or encumber land rights.

Legally, there are several differences in authority between Notaries and PPAT in making deeds related to land, including:

No.	Aspect	Notary Public	Land Deed Official
1	Legal basis	Article 15 paragraph 2 letter f Law no. 30 of 2004 as amended by Law no. 2 of 2014 concerning Notary Positions	Article 2 of PP No. 37 of 1998 as amended by PP No. 2 of 2016 concerning the Position of PPAT
2	Position Status	Public officials authorized to make authentic deeds	Public officials who are given special authority to make land deeds
3	Source of Authority	Attribution from the Notary Public Law	Attribution of Government Regulations based on UUPA
4	Character of Authority	General authority	Special authority
5	Object of Authority	All legal actions as long as they are not within the authority of another official	Certain legal acts concerning land rights and ownership rights to apartment units
6	Purpose of Making a Deed	Provide certainty regarding the legal relationship between the parties	Become the basis for changes to legal data in land registration
7	Function of Deed	Authentic evidence of civil legal relations	Authentic evidence and basis for land registration
8	Legal Consequences	Binding the parties in a legal relationship	Resulting in changes to the legal status of land rights after registration
9	Relationship with Land Registry	Not directly the basis for changing the name on the certificate	Becomes the basis for registering the transfer or encumbrance of land rights
10	Type of Deed	PPJB, power of attorney to sell, cooperation agreement, land lease agreement, division of joint assets, deed of establishment of a legal entity	AJB, Deed of Grant, Deed of Exchange, APHT, Deed of Joint Rights Distribution, Deed of Inbreng, Deed of Grant of HGB/Right of Use over Ownership Rights, SKMHT
11	Transfer of Rights	Does not transfer land rights	Transferring land rights in accordance with statutory provisions

12	Encumbrance of Rights	Does not impose mortgage rights, only SKMHT (power of attorney to impose mortgage rights)	Authorized to make APHT (Deed of Granting Mortgage Rights) and SKMHT (power of attorney to encumber mortgage rights)
13	Legal Changes	Data	Do not change legal data at the Land Office
14	Power of Proof	Authentic Deed according to Article 1868 of the Civil Code	Become the basis for changes to legal data at the Land Office
15	Scope of Supervision	Minister of Law through the Notary Supervisory Board	Authentic Deed according to Article 1868 of the Civil Code and land regulations
16	Area of Office	All provinces where notaries are located	Minister of ATR/BPN through guidance and supervision of PPAT
17	Appointment	Appointed by the Minister of Law	Regency/City or work area according to the appointment of PPAT
18	Professional Organization	Indonesian Notaries Association (INI)	Appointed by the Minister of ATR/Head of BPN
19	Code of Ethics	Notary Code of Ethics	Association of Land Deed Officials (IPPAT)
20	Philosophical Basis	Guaranteeing legal certainty in the legal relationship between the parties	PPAT Code of Ethics

3.2. The Ideal Concept of Regulating the Authority of Notaries and PPATs to Ensure Legal Certainty in the Making of Deeds Relating to Land

Based on the sentence that gives the Notary the authority to make deeds related to land as stated in Article 15 paragraph (2) letter f UUJN, namely: "The Notary is also authorized to make deeds related to land", it can be immediately understood that this authority is immediate or automatic, meaning that this authority is due to the Notary's position, not because of being a Land Deed Making Official (PPAT). The provisions that give the Notary the authority to make deeds related to land do not require that the Notary must first become a PPAT, likewise there are no provisions that require the Notary to go through certain procedures to truly be able to carry out the authority, especially in making deeds related to land. Therefore, based on UUJN, the authority given to the Notary to make deeds related to land is an authority that is immediate/attributive because of his position as a Notary.⁷

Boedi Harsono also stated that the PPAT deed is an authentic deed, as stated in Article 19 paragraph (1) of the UUPA and also in the General Explanation number 7 of Law No. 4 of 1996 concerning Mortgage Rights on Land and Objects Related to Land (UUHT). By stating that PPAT is in the UUHT, public officials have no doubts

⁷Letizia Dessy Andreasari, 2022, Conflict of Authority Norms for Making Deeds Related to Land, WARKAT, Volume 2 Number 1, p. 23.

regarding the naming, legal status, duties and authority of the PPAT.⁸

Although the UUJN has clearly and firmly regulated and stipulated that Notaries are authorized to make land deeds, the fact is that this provision has not been implemented in practice in the field. This means that a Notary who does not hold a concurrent position as a PPAT still does not dare to make deeds regarding land. This is due to the rejection by the National Land Agency Office of the Notary's authority to make land deeds. If land deeds are made by a Notary who does not hold a concurrent position as a PPAT, the deeds will not be processed by the Land Office for land registration purposes. The Land Office, which is an organ of the BPN at the Regency/City level, does not want to accept land deeds made by Notaries who do not hold or hold concurrent positions as PPAT. Even though according to Article 15 paragraph (2) letter f of the UUJN, Notaries are also given the authority to make land deeds which have been carried out by PPAT.⁹

The principles that can be used as guidelines in applying the principle of *lex specialis derogat legi generali* according to Bagir Manan, consist of:¹⁰

- a. The provisions found in general legal rules remain valid, except those specifically regulated in the special legal rules;
- b. The provisions of *lex specialis* must be equal to the provisions of *lex generalis* (law with law);
- c. The provisions of *lex specialis* must be within the same legal environment (regime) as the *lex generalis*. For example: the Commercial Code (KUH Dagang) is *lex specialis* of the Civil Code (KUH Perdata) because it is within the same legal environment, namely civil law.

The following is a comparative table of the legal basis for the authority of Notaries and PPATs in making deeds related to land, along with alternative recommendations for harmonizing the regulations on the authority of Notaries and PPATs:

Problems	Current Legal Conditions	Recommended Alternatives
Disharmony in norms regarding the authority to make deeds related to land	Article 15 paragraph (2) letter f of the Notary Law gives Notaries the authority to make deeds relating to land, while PPAT based on PP No. 37 of 1998 has special authority to make deeds which form the basis	Alternative I: Improve the regulation of PPAT from Government Regulation to Law on the Position of PPAT.

⁸Intansari Oktaviantin and Ratna MS Edith, 2023, Authenticity of Deeds of Electronic Land Deed Making Officials, NOTARY, Volume 16 Number 2, p. 919.

⁹Chayatun Siti and Saleh M, 2022, Problems of the Authority to Make Land Deeds by Notaries and PPATs Reviewed from Article 15 Paragraph (2) of the UUJN, JOURNAL OF LAW and NOTARIALITY, Volume 6 Number 3, p. 1481.

¹⁰Understanding the 3 Principles of Law: *Lex Superior*, *Lex Specialis*, and *Lex Posterior*. 2022. Binus University School of Accounting taken <https://accounting.binus.ac.id/2022/11/22/memahami-3-asas-hukum-lex-superior-lex-specialis-dan-lex->, accessed July 26, 21.01 WIB.

	for land registration.	
Overlapping authority between Notaries and PPAT	There are multiple interpretations of the phrase "deeds relating to land".	Alternative II: Merging the authority of the PPAT into the position of Notary by amending the Notary Law and eliminating the position of PPAT as a separate position.
There are no clear limitations regarding the types of land deeds that fall under the authority of each official.	The regulations are still scattered across various regulations, giving rise to different interpretations.	Alternative III: Maintain the two positions, but revise the Notary Law and PPAT regulations to provide a clear and limited division of authority.

4. Conclusion

There is a disharmony in the regulation of authority between Notaries and Land Deed Officials (PPAT) in making deeds related to land. This disharmony stems from Article 15 paragraph (2) letter f of Law Number 2 of 2014 concerning Amendments to Law Number 30 of 2004 concerning the Position of Notary Public which grants authority to Notaries to make deeds related to land. On the other hand, the authority of PPAT is regulated in Government Regulation Number 37 of 1998 as amended by Government Regulation Number 24 of 2016 which grants special authority to PPAT to make deeds regarding certain legal acts regarding land rights which form the basis for land registration. This difference in the hierarchy of regulations creates ambiguity regarding the limits of authority of each official, thus potentially giving rise to multiple interpretations, overlapping authority, and reduced legal certainty for the public. Legally, the authority of Notaries and PPAT has a different but complementary character. A notary is a public official authorized to issue authentic deeds for all civil legal acts, including deeds related to land, as long as they are not within the authority of a PPAT. Conversely, a PPAT is a public official with specific authority in the land sector to issue deeds that serve as the basis for changes to legal data in land registration. Thus, the application of the principle of *lex specialis derogat legi generali* indicates that for legal acts expressly within the authority of a PPAT, specific provisions concerning PPATs must take precedence. The ideal concept for regulating the authority of Notaries and Land Deed Officials (PPAT) to achieve legal certainty is to reformulate the regulations through the establishment of a Law on the Position of PPAT. This regulation needs to affirm the position of PPAT as a public official with a legal basis at the level of a statute, thus aligning it with the Law on the Position of Notaries. Furthermore, harmonization of norms is needed by formulating a limit on the types of deeds under the authority of Notaries and those under the authority of PPAT. This regulation will provide legal certainty, avoid conflicts of authority, improve the quality of public services in the land sector, and strengthen the national land registration system.

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