

Legal Protection For Notaries In Carrying Out Their Duties As Public Officials

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Abstract

The principle of the rule of law is to guarantee certainty, order, and legal protection based on truth and justice. Article 1868 of the Civil Code is the basis for the authority of notaries in drawing up authentic deeds. In practice, there are legal issues related to notarial deeds. The main issues of this study are: 1) How is legal protection regulated for notaries in carrying out their duties as public officials; 2) How Notaries Perform Their Duties and Responsibilities as Public Officials. Protection for notaries in carrying out their duties is very necessary. Legal protection for notaries in carrying out their duties takes the form of fulfilling the rights of notaries as officials and as individuals, in accordance with the provisions of the 1945 Constitution. Preventive legal protection is provided through supervision and guidance by the Notary Supervisory Council, the Notary Law and its implementing regulations, and the Notary Code of Ethics. Repressive legal protection (resolution) is provided in the form of sanctions imposed on notaries who are proven guilty of violating their duties. Legal protection for the notary profession through the Notary Honorary Council (MKN) can be carried out repressively because it is related to the application of Article 66 paragraph 1 of the Notary Profession Law, namely in granting approval or rejecting requests from investigators who wish to summon notaries in court proceedings.

Keywords: Legal Protection, Notary, Job Duties.

A. Introduction

The Republic of Indonesia is a constitutional state as stipulated in the 1945 Constitution of the Republic of Indonesia. As a constitutional state, it guarantees certainty, order, and legal protection for every citizen. To guarantee certainty, order, and legal protection, it is necessary, among other things, that legal transactions in society require evidence that clearly determines the rights and obligations of a person as a legal subject in society.¹

The existence of the Notary institution is due to the community's need for authentic written evidence that can clearly determine the rights and obligations of a person as a legal subject in legal transactions in society. Article 15 paragraph (1) of Law of the Republic of Indonesia Number 30 of 2004 concerning the Position of Notary, which was amended by Law of the Republic of Indonesia Number 30 of 2004 concerning the Position of Notary (UUJN), states that notaries have the authority to draw up authentic deeds concerning all deeds, agreements, determinations required by laws and regulations and/or desired by interested parties to be stated in authentic deeds. Notaries also guarantee the certainty of

¹ Republik Indonesia. Undang-undang Nomor 2 Tahun 2014 tentang Perubahan atas Undang-undang Nomor 30 Tahun 2004 tentang Jabatan Notaris.



the date of deed creation, store deeds, provide gross copies, copies and excerpts of deeds, all of which are not also assigned or exempted to other officials or persons designated by law. ²

Notaries, as public officials authorized to draw up authentic deeds, must fulfill all specified requirements, particularly in the drafting process, so that the deeds they draw up meet the requirements of valid authentic deeds. Consequently, notaries, as public officials authorized to draw up authentic deeds, must be held accountable for any irregularities or violations of the requirements in drawing up deeds, which will result in the invalidity of civil deeds. The authentic deeds they draw up provide legal certainty, order, and protection for people who perform legal acts in the field of civil law. As stated in the UUJN, "In order to guarantee legal certainty and protection, written evidence of an authentic nature is required regarding legal acts, agreements, decisions, and events, which are made before or by an authorized official." ³

Notaries, as public officials authorized to draw up authentic deeds concerning all legal acts required by law, are also authorized to draw up agreements for parties so that their legal acts are stated in authentic deeds. In legal practice, there may be legal acts that are not or have not yet been covered by legislation, but have arisen due to dynamics and needs within society. In such cases, notaries play a role in finding the most appropriate form of agreement for the legal event while still referring to the elements of the agreement and the requirements for a valid agreement. ⁴

Deeds drawn up by notaries play an important role in creating legal certainty in every legal relationship, because notarial deeds are authentic and constitute the strongest and most complete evidence in every case related to the notarial deed. Article 1868 of the Civil Code is the legal basis for authentic deeds drawn up before a public official (notary). Article 1868 of the Civil Code states that:

"An authentic deed is a deed drawn up in the form prescribed by law, drawn up by or before a public official authorized for that purpose in the place where the deed is drawn up."

Authenticity is a characteristic of a deed made by or before a public official who is authorized to make it, the form and procedure of which are determined by law. Notaries derive their authority to create authentic deeds from the Notary Profession Law, namely Law No. 2 of 2014 concerning amendments to Law No. 30 of 2004, better known as UUJN-P. Thus, the function and position of notaries and their role in national life in supporting the development process are very important. The

² Herlien Budiono, *Demikian Akta Ini (Tanya jawab mengenai Pembuatan Akta di Dalam Praktek)* (Bandung: Citra Aditya Bakti, 2018), hlm. 1.

³ Jimly Asshiddiqie, *Pengurus Pusat. Jati Diri Notaris Indonesia (dulu, sekarang dan Masa yang akan datang)* (Jakarta: gramedia utama, 2008), hlm. 79.

⁴ Ibid.



power of a notarial deed as a means of evidence lies in the unique character of its creator, namely as a public official who is specifically authorized to create deeds.

Notaries, as public officials who practice their profession in providing legal services to the community, need to receive protection and guarantees in order to achieve legal certainty. Guarantees of protection and guarantees of legal certainty in the performance of notarial duties are regulated in Law No. 30 of 2004, as amended by Law No. 2 of 2014 concerning the Position of Notary. The guidance, supervision, and protection of notaries as public officials who carry out some of the duties of the state, so that in the investigation of a notary, the parties must respect his or her honorable position, just as they would respect an ambassador, prosecutor, judge, council member, or minister. Supervision of notaries must also be accompanied by guidance and protection; without this trilogy, the process will not run optimally.

There are so many legal issues involving notaries that legal protection regarding the rights of notaries in carrying out their duties, which can lead to legal problems and criminalization of notaries, remains a common task. How should legal protection be regulated for notaries in carrying out their duties as public officials?

B. Research Method

The method used in this study is qualitative, using normative legal research, which is also known as doctrinal legal research. Normative legal research is research based on legal theories, particularly those related to regulations, in this case concerning legal protection for notaries in carrying out their public duties in the field of civil law. The data used in this study is secondary data. Secondary data is data obtained from a source that has been collected by another party and supported by data from interviews with sources who have competence in the field of law related to the substance of the discussion. Secondary data as a source or source of information consists of three types of legal materials, namely Primary Legal Materials, Secondary Legal Materials, and Tertiary Legal Materials.

C. DISCUSSION

1. How is legal protection regulated for notaries in carrying out their duties as public officials?

Notaries as public officials are granted general authority or power relating to the public (*openbaar grzaag*) by the State based on the Law in exercising part of the State's authority in the field of civil law in making authentic deeds. One of the objectives of national development is protection as a state based on the rule of law, and the state is obliged to realize this aspect of protection for all Indonesian citizens. Notaries, as representatives of the state in civil matters, need legal protection guaranteed by law. The importance of protecting notaries is correlated with another objective of national development, namely



to achieve public welfare through the state's efforts to ensure certainty, order, and legal protection for acts, agreements, decisions, and legal events in the field of civil law carried out by citizens. In relation to the goal of realizing general welfare, the important role of notaries was created by the state and is also very relevant if notaries, as representatives of the state, need to receive legal protection guaranteed by law

Notaries are one of the legal subjects entitled to legal protection. Based on the nature of notaries, the scope of legal protection for notaries covers two aspects, namely:

- a. Legal protection for notaries as a profession, namely legal protection for notaries in carrying out their duties in order to exercise the authority granted to them by the state;
- b. Protection for notaries as individual citizens, namely legal protection for notaries in order to maintain the continuity of their duties through the fulfillment of their basic rights as citizens, including the right to work and a decent livelihood for humanity, the right to life and to defend life and livelihood, the right to physical and spiritual well-being, the right to justice in economic matters, including justice in accessing sources of income, in accordance with the principles of human rights.⁵

With regard to notaries, both as a profession and as individuals, based on Article 28 I paragraph (4) of the 1945 Constitution Amendment IV, the state, particularly the government, is responsible for the protection, promotion, enforcement, and fulfillment of human rights, including fundamental rights. Based on the concept of "legal protection for notaries," this is a progressive effort by the state through the government to provide recognition and protection, both preventively and repressively, of the dignity and integrity of notaries fairly, both as office holders (public officials) and as individual citizens, by maintaining, preserving, caring for, and safeguarding the dignity of the notary position and the natural rights of notaries from arbitrariness, violations, abuse, or other acts of denial, including balancing fundamental rights and obligations through fair and certain legal substance, supported by an integrity-based legal structure and culture.

Theoretically, legal protection is divided into two forms, namely:

1. Preventive protection.

Preventive legal protection is protection that is preventive in nature. This protection gives the people the opportunity to raise objections (*inspraak*) to their opinions before a government decision takes definitive form. Thus, this legal protection aims to prevent disputes and is very important for government actions based on freedom of action. This preventive protection encourages the government

⁵ Bachrudin, et.al. *Hukum Kenotariatan (Membangun sistem kenotariatan berkeadilan)* (Bandung: Rafika Aditama, 2019), hlm. 73.



to be cautious in making decisions related to the principle of *freies ermesen*, and the public can submit objections or be asked for their opinions on the planned decision.⁶

Preventive protection for notaries is protection provided to prevent violations in the performance of their duties. This protection can be provided through legislation:

- a. The right of notaries to refuse to perform certain acts as stipulated in Article 170 of the Criminal Code; Article 19019 paragraph 3 of the Civil Code; Article 146 paragraph (1) paragraph 3 of the HIR; Article 277 of the HIR; Article UUHN and Article 16 paragraph (1) letter e of the UUJN.
 - b. The procedure for taking minutes of deeds and summoning notaries through Article 66 of the Notary Profession Law. Supreme Court Decision Number 702K/SIP/1973, Jurisprudence that can be used as a basis for consideration in several cases related to criminal acts faced by notaries, which states that a notary only records/writes down what is desired and stated by the parties appearing before the notary.
2. Repressive protection.

Repressive legal protection serves to resolve disputes.⁷ Repressive legal protection for notaries is carried out when resolving disputes that arise due to violations committed by notaries. This legal protection can take the form of sanctions imposed on notaries who are proven to have violated their official duties. These sanctions include civil sanctions, administrative sanctions, and sanctions under the notary code of ethics. In this case, if a notary commits an error that leads to a court case, repressive protection in the form of assistance is provided.

According to Herlina,⁸ the importance of a code of ethics in the performance of a notary's duties is that "A notary's code of ethics is an applied code of ethics that can be changed and modified in accordance with developments in science and technology and in accordance with cultural developments in society. The code of ethics is a manifestation of intrinsic moral values and cannot be imposed from outside, therefore it is only effective if it is imbued with the ideals and values that exist within the profession itself, so that it can become a benchmark for the actions of members of the profession in preventing unethical behavior.

Thus, the notary code of ethics is a requirement, guidance, moral guideline, or code of conduct for a notary. In addition, notaries require effective supervision and continuous guidance regarding their

⁶ Salim & Erlies Setiana Nurbani, *Penerapan teori hukum pada penelitian tesis dan disertasi*, (Depok: PT. Rajagrafindo Persada, 2013), hlm. 264.

⁷ *Ibid*

⁸ Wawancara dengan Dr. Herlina, Pengurus Wilayah Lampung, pada hari kamis 18 september 2024.



personal behavior both in and outside of their position to prevent abuse of their position, which would result in uncertainty in positive legal norms and disloyalty to the notary code of ethics.

In general, the benefits of a code of ethics include maintaining and improving moral quality, maintaining and improving technical skills, protecting the material welfare of professionals, and being open.

When described in detail, the following benefits can be achieved through a code of ethics:

- a. Avoiding elements of unfair competition among members of the profession. The code of ethics contains professional morality, limitations on what is permissible and prohibited for members, and possible choices that must be made if a dilemma arises in the practice of the profession.
- b. Fostering solidarity and collegiality among members to promote mutual respect.
- c. Requiring members to prioritize the interests of the general public. The code of ethics continuously demands optimal service.
- d. The professional code of ethics requires members to work openly and transparently in practicing their professional expertise.

There are various bodies in Indonesia that partially handle legal protection for the people, which are grouped into two bodies, namely:

- a. Courts within the scope of general justice
- b. Government agencies that are administrative appeal institutions. An administrative appeal institution is an appeal against a government action by a party who feels aggrieved by that government action. Government agencies have the authority to change or even cancel government actions.

Based on Habib Adjie's opinion, the prosecution of notaries can be carried out with the following limitations:

- a. There are legal actions taken by notaries against formal aspects of deeds that are intentional, conscious, deliberate, and planned, whereby deeds made before notaries or by notaries are mutually agreed to be used as a basis for committing a criminal act.
- b. There are legal actions taken by the notary in drawing up a deed before or by the notary which, when measured against the UUJN, are not in accordance with the UUJN.
- c. The actions of the notary are according to the authority responsible for assessing the actions of a notary, in this case the Notary Supervisory Council.

The Notary Profession Law does not regulate criminal provisions; however, this does not mean that a notary is free from criminal liability if they commit a criminal act.



2. how to implement legal protection for notaries in carrying out their duties.

With regard to the responsibilities of notaries, especially in the case of deed preparation, it is important to first understand the relationship between notaries and their clients. This is to identify when and in what situations notaries may face lawsuits due to errors or negligence. Is the assignment of tasks by clients to notaries to prepare deeds a contract as stipulated in Book III of the Civil Code? In practice, it often happens that the assignment of the task of preparing a deed to a notary is not seen as an agreement between the notary and the client, as regulated in Book III of the Civil Code, so that in fact all issues of responsibility to the notary have been resolved, because it is clear that the relationship between the notary and the client is not a contract, but is solely governed by Article 60 of the Notary Profession Law and Article 1365 of the Civil Code, as well as other articles in the Notary Profession Law where such liability is stated.

Notarial deeds must be drawn up in the form specified by law. This is one of the characteristics of notarial deeds. Although there is an inaccuracy in Article 38 paragraph (3) letter a of the Notary Law Notary Position Law, which has placed subjective and objective requirements as part of the deed body, the framework of a notarial deed must re-place subjective and objective requirements as part of the deed body, so that the framework of a notarial deed must re-place subjective and objective requirements of a notarial deed in accordance with the meaning of an agreement that can be canceled and is null and void.⁹

A deed drawn up by a notary serves as evidence that has maximum evidentiary value if all the requirements and procedures for drawing up the deed are fulfilled. If a procedure is not carried out and this can be proven, the deed, through a court process, can be considered as a deed that only has the evidentiary value of a private deed. In such circumstances, the assessment of the evidentiary value will be left to the judge. Article 1 paragraph 1 of Law Number 30 of 2004 concerning the Position of Notary is formulated as follows: "that a notary is a public official who has the authority to draw up authentic deeds and other authorities as referred to in the Law on the Position of Notary".¹⁰

Other authorities related to these provisions include the authority to draw up authentic deeds concerning all acts, agreements, and stipulations required by laws and regulations and/or desired by interested parties to be stated in authentic deeds, guaranteeing the certainty of the date of the deed's creation, storing deeds, providing gross copies, copies, and excerpts of deeds, all of which are subject

⁹ Habib Adjie, *Problematika Dan Solusi Terpilih Tentang Hukum Kenotariatan Indonesia* (Bandung : PT Citra Aditya Bakti, cetakan kesatu, 2020), hlm. 136-138.

¹⁰ Sjaifurrahman, dan Habib Adjie, *Aspek Pertanggungjawaban dalam Pembuatan Akta*, (Bandung: CV. Mandar Maju, 2011), hlm. 228.



to the provision that the creation of such deeds is not also stipulated or excluded to other officials designated by law.

Based on the above provisions, it can be seen that notaries are considered very important and necessary figures in society, because the information contained in notarial deeds must be trustworthy, reliable, provide strong evidence, and offer legal protection for the parties concerned in the future. As a consequence of the principle of the rule of law, which guarantees certainty, order, and legal protection based on truth and justice, the legal system of society requires evidence that can clearly determine the rights and obligations of a person as a legal subject in society. Therefore, authentic deeds made by/before a notary become the strongest and most complete evidence and play an important role in every legal relationship in society.¹¹

In providing public services, in the sense of deed preparation services and other responsibilities assigned to notaries, which are related to their position as public officials within the limits of their duties and authority. Public services are the essence of government tasks based on the principle of providing and guaranteeing legal certainty for members of the community. In certain areas, these duties are assigned and entrusted to notaries by law, so that the public must also trust that the deeds issued or released by notaries provide legal certainty for its citizens. The authority granted by law and the trust of the community served are the basis for the duties and functions of notaries in legal transactions.

With this trust in place, it is important to ensure that there is oversight so that notaries always perform their duties in accordance with the legal principles underlying their authority, thereby preventing abuse of power or betrayal of trust. Therefore, the main purpose of supervision is to ensure that all rights, authorities, and responsibilities given to notaries in carrying out their duties in accordance with applicable regulations are exercised within the established legal limits, not only from a legal perspective but also based on professional ethics and morals in order to guarantee legal protection and certainty for the community. Given that the position of notary is one of service to the interests of the state and society, supervision, especially the examination of notaries, must be carried out with mutual respect and esteem among state officials.

Ikhwan Sukri¹² said that in carrying out his duties, if there are reports from the public who feel aggrieved and violations committed by notaries are found, the notary will be summoned in accordance with the procedures stipulated in the law. Indeed, in carrying out their duties, notaries are limited to the information provided by the parties in the preparation of deeds, but as public officials, they need

¹¹ *Ibid.*, hlm 230.

¹² Wawancara dengan Wakapolres Tulang Bawang Kompol Ikhwan Sukri S.H. S.I.K. MH, Pada Hari Sabtu, tanggal 7 Juli 2024.



to exercise caution and prudence in view of the increasingly modern and sophisticated developments in society, as the crimes and characters of the people who come to them are not necessarily all good. This aims to minimize problems and also serve as a filter for notaries who are involved in legal cases.

The other side of supervision of notaries is the element of legal protection for notaries when performing their duties as public officials. In other words, it focuses on how legal protection is provided to notaries in carrying out their roles and responsibilities as mandated by law. As ordinary human beings, notaries can instinctively make mistakes, both personal and professional, in carrying out their duties. The UUJN has established notaries as public officials who practice a profession in the field of law. Legal protection for notaries is notaries as a profession, not as individuals; legal protection in this case must be protection provided by law. The protection provided by law is protection of the rights of notaries, which is the result of the transformation of interests carried out through the legislative process in law-making institutions or parliament, so that the rights of notaries can be respected, protected, and obeyed.

In order for legal protection for notaries to be effectively implemented, legal measures must be provided, including non-judicial legal measures, namely by taking actions that are permitted by law, as well as legal measures through non-judicial channels or through the courts. Judicial measures include preventive or precautionary legal measures to avoid violations of notary rights, which are carried out by issuing warnings, reprimands, summonses, objections, and complaints to executive officials. Meanwhile, if a violation of the law has occurred, then the legal action is no longer preventive but corrective in nature because the aim is to correct the consequences that have occurred due to the actions of the violator. Corrective legal measures can be non-judicial in nature because they involve non-judicial institutions, such as state administrative officials. Meanwhile, other corrective legal measures are carried out by judicial institutions, thereby entering the law enforcement process.

The Notary Law regulates the form of legal protection that can be provided to notaries as a profession, as reflected in Article 66 of the Notary Law, which states: "that for the purposes of judicial proceedings, the public prosecutor or judge, with the approval of the Regional Supervisory Council, has the authority to take photocopies of the minutes of deeds and/or letters attached to the minutes of deeds or notarial protocols in the notary's custody and to summon the notary to appear in an examination related to the deeds he has made or the notarial protocols in his custody."¹³

It is hoped that legal protection for notaries can be reformulated or reconstructed in the UUJN in such a way as to achieve protection of the rights of notaries as public officials, which will further strengthen and reinforce the position of notaries in accordance with its essence. The state has an

¹³ Pasal 66 Undang-Undang Jabatan Notaris.



obligation to provide protection to all Indonesian citizens, including notaries. This protection for notaries is correlative with other objectives of national development, namely to achieve general welfare through the state's efforts to guarantee certainty, order, and legal protection for acts, agreements, decisions, and legal events in the field of civil law carried out by citizens.

An interview with R. Sumendro¹⁴, a notary in the city of Yogyakarta who is also an academic and serves as a member of the Regional Honorary Council, revealed the parameters for the Notary Honorary Council in approving or rejecting the summoning of notaries as witnesses. According to him, the philosophy of notaries as public officials must be understood, who notaries are and what their functions and authorities are, so that notaries are not automatically allowed to be summoned. The provisions of Article 66 of the UJN also provide limitations regarding the notary's right of refusal and the confidentiality of the parties' deeds. Furthermore, it is stated that the Notary Honorary Council allows notaries to be examined based on references from Permenkumham Number 17 of 2021 Articles 32 and 33. Furthermore, the MPN supervises notaries in relation to behavioral guidance and the notary code of ethics so that they do not deviate from the provisions of the law. The role of the Supervisory Board, from the reporting stage to the appeal stage filed by the Reporter, is structured in accordance with Regulation of the Minister of Law and Human Rights Number 15 of 2020 concerning "procedures for the Notary Supervisory Board in examining reports in line with the principles of complaint handling".¹⁵

D. Conclusion

The state has an obligation to provide protection to all citizens, including notaries, by guaranteeing certainty, order, and legal protection for actions, agreements, and decisions in legal matters within the field of civil law. The scope of a notary's duties is to create the evidence desired by the parties for a specific legal action within the civil law system. However, it has been found that when a notarial deed is disputed by other parties, the notary is often implicated as a party who participated in or contributed to a criminal act. The concept of legal protection for notaries cannot be separated from the concept of legal protection in general, which is to use legal means. Legal protection for notaries can be provided in two ways, namely preventive (prevention) and repressive (resolution). Preventive protection encourages the government to be cautious in making decisions, while repressive protection serves to

¹⁴ Wawancara, dengan R. Sumendro, Majelis Kehormatan Notaris unsur Notaris, Selasa, 4 Juni Tahun 2024, Pukul 10 Wib.

¹⁵ Yoel Charlye Karinda, "Peran Majelis Pengawas Notaris terhadap Laporan Masyarakat (Studi Kasus Putusan MPPN Nomor 02/b/mppn/x/2018)", *Notary Journal*, 3, 1 (2023).



resolve disputes. The Notary Code of Ethics and supervision of notaries constitute protection through the use of legal means or protection provided by law.

The protection provided by law is protection of notary rights, which is the result of the transformation of interests carried out through the legislative process in law-making institutions or parliament, so that notary rights can be respected, protected, and complied with. Legal protection for notaries can be effectively enforced through legal measures, which include non-judicial legal measures, namely by taking actions that are permitted by law, as well as legal measures through judicial channels or through the courts. Non-judicial legal measures include preventive or precautionary measures to avoid violations of notary rights, which are carried out by issuing warnings, reprimands, summonses, objections, and complaints to executive officials. Meanwhile, if a violation of the law has occurred, then the legal action is no longer preventive in nature, but becomes corrective in nature because its purpose is to correct the consequences that have occurred due to the actions of the violator of rights.



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