

Analysis of Legal Certainty in Determining the Position, Duties, and Responsibilities of Temporary Notary Officials

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ABSTRACT

The position of a Notary is a crucial part of the Indonesian state that adheres to the principles of a legal state. The Notary is the only public official authorized to create authentic deeds. An authentic deed is a document whose form is determined by the law or is created by or in the presence of a public official authorized for that purpose. This means that an authentic deed has a form stipulated by the law and is created by a public official designated by the law. In the course of performing their duties, notaries may sometimes be unable to fulfill their responsibilities due to reasons such as leave, illness, temporary impediment, or death. Therefore, to continue providing services and being accountable to the public, the position of Temporary Notary Official is established. The procedure for a Temporary Notary Official to perform the duties of a temporarily dismissed notary is explained in Article 80 of the UUJN: "(1) While the Notary is temporarily dismissed from his position, the Central Supervisory Board proposes a Temporary Notary Official to the Minister. (2) The Minister appoints a Notary who will receive the Notary Protocol from the temporarily dismissed Notary." Referring to Article 80 of the UUJN, it can be interpreted that if a notary is temporarily dismissed, the Regional Supervisory Board proposes a Temporary Notary Official to carry out the duties of the temporarily dismissed notary. However, with the development of the law, in 2014, Law Number 30 of 2014 or the UUJN Amendment was enacted, amending the previous UUJN which stated, "Temporary Notary Official is a person who temporarily serves as a Notary to carry out the duties of a Notary who has died." This change was made to ensure legal certainty, order, and protection and also because the UUJN was no longer in line with legal developments and the needs of society. However, the change in the definition was not accompanied by a change in Article 80 of the UUJN, where the Central Supervisory Board proposes a Temporary Notary Official while the Notary is temporarily dismissed. This leads to inconsistency in the law, as in the UUJN Amendment, the Temporary Notary Official is specifically designated to perform the duties of a deceased notary, but the regulation in Article 80 of the UUJN, where the Central Supervisory Board proposes a Temporary Notary Official while the Notary is temporarily dismissed from his position, remains unchanged

INTRODUCTION

Indonesia is a legal state based on Pancasila and the 1945 Constitution, which guarantees legal protection for the entire society and ensures legal certainty and order. Therefore, to execute the mandates stipulated in the 1945 Constitution, every action or deed of every person may require authentic proof for everyday life purposes, especially in carrying out an agreement. (Rizky, 2021).

One of the essential needs in this regard is the societal requirement for services in the form of a notary, closely related to instilling trust from each party. This trust empowers the notary to carry out every entrusted interest as a form of responsibility for the authority vested in them. In other words, legal actions must be based on trust from the parties seeking the services of a notary. (Irianto, 2023).

In the context of the current complex and rapidly evolving national development,

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the function and role of notaries have also evolved in line with the times. This is due to the increasing complexity of legal certainty desired by all parties, and it cannot be separated from the role of a notary in providing services and legal products. Both the government and the public requiring notarial services certainly hope that every form of service available has a measurable standard that can be accountable.

The position of a Notary is indeed a crucial part of the Indonesian state, which adheres to the principle of the rule of law. The evidence that Indonesia is a legal state is implicit in Article 1 Paragraph (3) of the 1945 Constitution of the Republic of Indonesia. With this principle, the state ensures legal certainty, order, and legal protection through evidence that clearly defines the rights and obligations of individuals as legal subjects in society. One of the guarantees for legal certainty that provides legal protection is the strongest and most complete evidence, and it plays a significant role in the form of authentic deeds.

The regulation governing the position of a Notary is Law Number 2 of 2014, which provides the definition of a Notary, stating that "A Notary is a public official authorized to create authentic deeds and has other authorities as referred to in this law or based on other laws." (Utami et al., 2015). The community, in carrying out its activities, is largely related to the law and requires legal services, namely a Notary.

A Notary is the only public official authorized to create authentic deeds (Borman, 2019). The provisions regarding the Notary as a public official are regulated in Law Number 30 of 2004 concerning Notary Positions, hereinafter referred to as the "UUJN," and Law Number 2 of 2014 concerning Amendments to Law Number 30 of 2004 concerning Notary Positions, hereinafter referred to as the "Amendment to UUJN." (Nurlaela, 2020).

A Notary, as a public official, provides services to the community in creating written evidence, especially in the form of authentic deeds, which are perfect and binding instruments of proof. Notarial deeds must also be accountable by the notary throughout their lifetime. Additionally, the role of a Notary in Indonesia is crucial in ensuring legal certainty through the deeds they create. In the execution of their duties, a notary as a public official has obligations, including drafting deed minutes, providing copies of deeds, obtaining fingerprints from the appearing parties on deed minutes, reading the deed in front of the appearing parties, and more. The Notary's protocol is a collection of state archives that must be stored, preserved, and maintained by the notary. The position is a field of tasks or work intended to be formed by legal rules for specific purposes and functions and has a continuous nature. A position is a legal entity that can bear obligations and rights. For a position to function properly, it must be filled by an individual, referred to as an official. A position that is not filled by an official cannot function as it should. (Maradesa, 2014).

In carrying out their duties, sometimes a notary may not be able to fulfill their responsibilities due to reasons such as taking leave, being sick, having temporary obstacles, or even passing away. Therefore, to continue providing services and being accountable to the public, a Temporary Notary Official is appointed.

In Article 1 Paragraph (2) of the Notary Position Law, a Temporary Notary Official is defined as follows:

"A Temporary Notary Official is an individual who temporarily assumes the role of a Notary to fulfill the duties of a Notary who has passed away, been dismissed, or temporarily suspended."

According to the above article, it can be interpreted that a Temporary Notary



Official is appointed to carry out the duties of a notary who is temporarily unable to fulfill their role due to three reasons. These three reasons include decease, dismissal, and temporary suspension.

To become a Temporary Notary Official, there are two requirements that must be fulfilled, namely being an Indonesian citizen with a Bachelor of Law degree and having worked as an employee in a notary office for at least two consecutive years. Additionally, a Temporary Notary Official has the same authority as a notary in creating authentic deeds and also shares the same responsibilities as a notary, such as drafting deed minutes as part of the notarial protocol, issuing copies of deeds, and other duties.

The termination of a notary can be divided into three types: termination with honor, termination without honor, and temporary suspension. The procedures for a Temporary Notary Official to assume the duties of a temporarily suspended notary are explained in Article 80 of the Notary Position Law:

- 1. During the temporary suspension of a Notary from their position, the Central Supervisory Council proposes a Temporary Notary Official to the Minister.
- 2. The Minister appoints a Notary to receive the Notarial Protocol from the temporarily suspended Notary.

Referring to Article 80 of the Notary Position Law above, it can be interpreted that if a notary is temporarily suspended, the Regional Supervisory Council proposes a Temporary Notary Official to assume the duties of the temporarily suspended notary.

Meanwhile, the procedure for a Temporary Notary Official to replace a notary who has passed away is outlined in Article 35 of the Notary Position Law:

- 1. If a Notary passes away, the spouse or blood relatives in the direct line of descent up to the second degree must notify the Regional Supervisory Council.
- 2. The notification as referred to in paragraph (1) must be submitted within a maximum of 7 (seven) working days.
- 3. If a Notary passes away while on leave, the duties of the Notary are carried out by the Substitute Notary as the Temporary Notary Official for a maximum of 30 (thirty) days from the date of the Notary's death.
- 4. The Temporary Notary Official shall submit the Notarial Protocol of the deceased Notary to the Regional Supervisory Council within a maximum of 60 (sixty) days from the date of the Notary's death.
- 5. The Temporary Notary Official as referred to in paragraphs (3) and (4) may create deeds in their own name and have a Notarial Protocol.

However, with the development of the law, in 2014, Law Number 30 of 2014 or the Amendment to the Notary Position Law was established, amending the old Notary Position Law (UUJN). This change was made to ensure legal certainty, order, and legal protection, and also because the old Notary Position Law was no longer in line with legal developments and the needs of society.

With the issuance of the Amendment to the Notary Position Law, the definition of Temporary Notary Official according to Article 1, paragraph 2, was changed as follows.

"A Temporary Notary Official is an individual who temporarily assumes the role of a Notary to fulfill the duties of a Notary who has passed away.."

With this change, it can be observed that a Temporary Notary Official now only



assumes the position of a Notary who has passed away. This is different from the previous definition in the old Notary Position Law (UUJN) where a Temporary Notary Official also assumed the position of a notary who had been dismissed or temporarily suspended. In other words, since the issuance of the Amendment to the Notary Position Law, a Temporary Notary Official is specifically designated to fulfill the duties of a deceased Notary.

However, the change in the definition is not accompanied by an amendment to Article 80 of the Notary Position Law (UUJN), where the Central Supervisory Council proposes a Temporary Notary Official when a Notary is temporarily suspended. This leads to a lack of harmony in the law, as in the Amendment to the Notary Position Law, the Temporary Notary Official is specifically designated to fulfill the duties of a deceased Notary only. The regulation regarding Article 80 of the Notary Position Law, where the Central Supervisory Council proposes a Temporary Notary Official during the temporary suspension of a Notary, remains unchanged.

Referring to Article 80 of the Notary Position Law, it can be interpreted that if a notary is temporarily suspended, the Regional Supervisory Council proposes a Temporary Notary Official to assume the duties of the temporarily suspended notary. However, this regulation is no longer in line with the definition of Temporary Notary Official found in the Amendment to the Notary Position Law, because the scope of the Temporary Notary Official is now limited to only fulfilling the duties of a deceased Notary, not a temporarily dismissed or suspended Notary.

METHOD

The type of research used by the author is juridical-normative research, which is focused on examining the legal norms applicable to a particular issue. Normative research is also referred to as doctrinal research, where the object of study is legal products such as regulations and library materials. (Peter Mahmud, 2005).

Normative legal research aims to examine the norms within existing legislation, thereby avoiding legal vacuums, contradictions, or ambiguities, allowing for legal construction and discovery. The reason the author used normative juridical research is because in the issues explained in the background, there is a conflict of norms between Article 80 of UUJN and Article 1 Number 2 of UUJN.

The sources of this research include primary legal sources that examine UUJN and secondary legal sources by reviewing various literature, including publications on law found in official documents such as textbooks, legal journals, and opinions of legal experts relevant to the legal issues discussed. Tertiary legal materials consist of books, journals, theses, as well as non-legal websites related to the research topic (Nurcholis et al., 2022). This research refers to the legislation regarding the temporary notary official based on UUJN. The writing technique used is through the document study technique with the collection of legal materials and the analysis of legal issues using deductive reasoning. Additionally, the legal material used consists of primary legal sources, including norms, legal principles, and regulations that are in line with the responsibilities of a Notary in Legal Certainty in Establishing the Position, Duties, and Responsibilities of Temporary Notary Officials.



RESULTS AND DISCUSSION

A Notary, as a state official performing legal services for the public, requires protection and guarantees to achieve legal certainty while carrying out their duties. Furthermore, a Notary, as a state official, provides assurance of legal certainty, order, and legal protection. To fulfill this role, a written instrument with authentic characteristics regarding the conditions, events, or legal acts organized through a specific office is necessary. (Abdullah, 2017).

A Notary is a position desired by the state to assist in providing public services, particularly in the creation of authentic deeds. (Swastika, 2016). For this purpose, the state attributes authority to the position of Notary as stipulated in the UUJN-Amendment and other laws, while the person holding the position is referred to as an official. The norm formulation of Article 1, paragraph 1 of the UUJN-Amendment, as explained above, is addressed to the person holding the position of Notary (official). The term "jabatan" (position) means the work environment in an organization, whether it be a state organization or a private organization. The meaning of "jabatan" in this context is the general meaning of a position created intentionally for the interests of a group of people that can be adjusted, modified, added, or dissolved at a certain time, considering the needs and existing conditions. "Jabatan" in the sense of "ambt" (office) is the function, duties, and scope of work in both state organizations and related equipment. According to E. Utrecht, "jabatan" (ambt) is a permanent job position formed and carried out for public interest. (Ridwan, 2013).

Based on this position, even if the Notary (official) can no longer perform his duties, the position will still exist. In this regard, several factors can prevent the Notary from fulfilling his duties.

The theory of legal responsibility is an analysis of the legal responsibility of legal subjects who have committed an unlawful act or a criminal act to bear the costs or losses or to carry out punishment for their mistakes or negligence. According to Hans Kelsen, someone is legally responsible for a particular act, meaning that the person is responsible for a sanction if they do something contrary to the law.

From an etymological perspective, responsibility is an obligation towards everything or the function of accepting the consequences of one's own actions or those of others. According to the KBBI (Indonesian Dictionary), responsibility is a condition of being obliged to bear everything if a situation arises that can be demanded, blamed, litigated, and so on. According to legal dictionaries, there are two types of accountability: liability and responsibility. Liability is a broad legal concept, referring to legal accountability that arises due to mistakes made by legal subjects. Responsibility leans more towards political accountability. Liability is defined to encompass all the characteristics of rights and obligations. Additionally, liability is a condition of being subject to actual or potential obligations, a condition of being responsible for actual or potential things such as losses, threats, crimes, costs, or burdens—a condition that creates a duty to comply with the law promptly or in the future. On the other hand, responsibility means something can be accounted for or an obligation and includes decisions, skills, abilities, and capabilities.

Responsibility also means the obligation to be accountable for the laws implemented and to rectify or, conversely, compensate for any damage caused by them. In the administration of a state and government, accountability is inherent in a position and has a close relationship with authority. This relationship is related to the general principle known as "there is no authority without responsibility," which means



there is no authority without accountability.

As previously explained in the background, the temporary dismissal of a Notary is followed by a proposal for the appointment of a Temporary Notary Official to carry out the duties of a Notary when the Notary is temporarily dismissed from his position, as stipulated in Article 80 paragraph (1) of the UUJN: "During the temporary dismissal of a Notary from his position, the Central Supervisory Council proposes a Temporary Notary Official to the Minister.""(Pradnyana & Mertha, 2021)

A Temporary Notary Official, according to UUJN, is someone who temporarily assumes the position of a Notary to carry out the duties of a Notary who has passed away. Therefore, the position of a Temporary Notary Official arises when a Notary has passed away. The position of a Temporary Notary Official can arise under two possibilities: first, when a Notary passes away while on leave, and second, when a Notary passes away while not on leave.

Based on Article 33 paragraph (2) of UUJN, the authority of a Temporary Notary Official is the same as that of the Notary who has passed away. The Temporary Notary Official has the task of completing the work of the Notary who has passed away. Therefore, authority is granted to the Temporary Notary Official to create authentic deeds. The authority of the Temporary Notary Official in creating authentic deeds must, of course, be based on UUJN. (Tantri, 2020)

According to Article 2 Number 2 of UUJN Amendment, a Temporary Notary Official is a person who temporarily serves as a Notary to carry out the duties of a Notary who has passed away. To be appointed as a Temporary Notary Official, certain requirements must be met, as stipulated in Article 33 paragraph (1) of UUJN Amendment, namely:

- 1. "The requirements to be appointed as a Substitute Notary and Temporary Notary Official are Indonesian citizens with a law bachelor's degree and have worked as an employee in a Notary's office for at least 2 (two) consecutive years.
- 2. The provisions stipulated in Article 15, Article 16, and Article 17 apply to Substitute Notaries and Temporary Notary Officials, unless otherwise specified by this Law.

From these two articles, it can be understood that there are three requirements to be appointed as a Temporary Notary Official. These requirements include being an Indonesian citizen, having a bachelor's degree in law, and having worked as an employee in a notary office for a minimum of 2 consecutive years.

Furthermore, in Article 33 Paragraph (2) of the amended UUJN, it can be understood that a notary official has the same authority, obligations, and prohibitions as a notary.

Before the issuance of the amended UUJN, a Temporary Notary Official was defined as someone who temporarily holds the position of a Notary to perform the duties of a Notary who has passed away, been dismissed, or temporarily suspended.

After the issuance of the amended UUJN, there was a change in the definition of Temporary Notary Official, where a Temporary Notary Official is defined as someone who temporarily holds the position of a Notary to perform the duties of a Notary who has passed away only. In the amended UUJN, it is no longer mentioned that a Temporary Notary Official can perform the duties of a temporarily suspended Notary. Thus, from the comparison of the two definitions above, it can be found that, after the enactment of the amended UUJN, the scope of the Temporary Notary Official is limited



only to performing the duties of a Notary who has passed away.

The provisions regarding Temporary Notary Officials can be found in Article 33 of the amended UUJN, which reads:

- (1) The requirements to be appointed as Substitute Notary and Temporary Notary Official are Indonesian citizens with a bachelor's degree in law and have worked as an employee in a Notary's office for at least 2 (two) consecutive years.
- (2) The provisions applicable to the Notary, as stipulated in Article 4, Article 15, Article 16, and Article 17, apply to Substitute Notaries and Temporary Notary Officials, unless otherwise determined by this Law.

Provision in Article 33 paragraph (2) differs from the previous UUJN. The UUJN Amendment adds Article 4 to apply to Substitute Notaries and Temporary Notary Officials. Article 4 contains the notary's oath of office. With the UUJN Amendment, Substitute Notaries and Temporary Notary Officials are required to take the notary oath before assuming their duties. Thus, from these two articles, it can be understood that similar to UUJN, there are three requirements to be appointed as Temporary Notary Officials, namely having Indonesian citizenship, having a law bachelor's degree, and having worked as an office notary employee for a minimum of 2 consecutive years.

The provisions regarding who will carry out the duties of a temporarily dismissed notary are stipulated in Article 80 of UUJN, which reads as follows:

- (1) During the temporary dismissal of a Notary from their position, the Central Supervisory Board proposes a temporary Notary official to the Minister.
- (2) The Minister appoints a Notary who will receive the Notarial Protocol from the temporarily dismissed Notary.

In Article 80 of the UUJN, it is stated that the Central Supervisory Board proposes a Temporary Notary Officer to the Minister to carry out the duties of a temporarily dismissed Notary. This provision is no longer in accordance with the definition of Temporary Notary Officer, which has been replaced by Article 1, Number 2, of the UUJN. The existence of Article 1, Number 2, in the UUJN has resulted in the Temporary Notary Officer no longer performing the duties of a temporarily dismissed Notary but only handling the duties of a deceased Notary.

Therefore, there is an inconsistency between Article 1, Number 2, of the UUJN Amendment, which limits the scope of the Notary Officer to handling the duties of a deceased Notary only, and Article 80 of the UUJN, which states that the Regional Supervisory Board may propose a Temporary Notary Officer to handle the duties of a temporarily dismissed Notary. If we follow the definition of Temporary Notary Officer in Article 1, Number 2, of the UUJN Amendment, then the Temporary Notary Officer should not be able to replace a temporarily dismissed Notary because its scope is limited to handling the duties of a deceased Notary only. From the explanation above, it can be seen that the regulations regarding Temporary Notary Officers in the UUJN and its amendment are not consistent with each other, leading to legal uncertainty regarding the scope of Temporary Notary Officers and who should actually handle the duties of a temporarily dismissed Notary.

Certainty is a matter that is definite; law fundamentally must be certain and just. Legal certainty is a question that can only be answered normatively, not sociologically. Normatively, legal certainty is when a regulation is created and enacted precisely because it regulates in a precise and logical manner. (Cst Kansil, 2009) Legal certainty



is one of the objectives of law and can be considered an effort to achieve justice. A tangible form of legal certainty is the implementation and enforcement of the law against an action, regardless of who committed it..

The existence of legal certainty allows individuals to anticipate what will happen if they engage in a legal action. Certainty is crucial to realizing justice. Certainty is an inseparable characteristic of law, especially for written legal norms. Law without certainty loses its meaning as it cannot serve as a guide for everyone's behaviour. Clarity means avoiding ambiguity (multiple interpretations), and logic implies forming a system of norms that coexist without conflicting or causing normative conflicts. Referring to the law points to the enforcement of laws that are clear, accurate, consistent, and consequential, unaffected by subjectively influenced circumstances.

According to Jan Michiel Otto, true legal certainty does indeed have a more juridical dimension. However, Otto provides a further definition of legal certainty, defining it as the possibility that in a specific situation, namely:

- a. Clear (transparent), consistent, and easily accessible rules are available.
- b. Governing authorities (government institutions) consistently apply and adhere to these legal rules.
- c. Civilian individuals adjust their behaviour according to these rules.
- d. Independent and impartial judges apply these legal rules consistently when resolving legal disputes.
- e. Concrete court decisions are implemented.(Jan Michel Otto, 2006)

The law enforced by law enforcement agencies assigned to this task must ensure "Legal Certainty" for the maintenance of order and justice in society.

According to Sudikno Mertokusumo, legal certainty is an assurance that the law must be implemented in a proper manner. Legal certainty requires legal regulation efforts in legislation made by authorized and authoritative parties so that these rules have juridical aspects that can guarantee the certainty that the law functions as a regulation that must be obeyed. (Asikin Zainal, 2012)

In the case of a Notary, who is a public official authorized to create authentic deeds with perfect evidentiary power, Notarial deeds must be made in a form specified by the law. This is one of the characteristics of Notarial deeds. If the Notarial deed meets the required conditions, it provides legal certainty and protection to the parties involved regarding the agreements made. By adhering to these standards, a Notary exercises part of the State's authority in the field of civil law to serve the interests of the community in need of evidentiary instruments in the form of authentic deeds that offer legal certainty in case of disputes. (Habib Adjie, 2009)

By conducting this research, it is hoped to provide insights into the field of law in general, particularly regarding legal certainty concerning the position, duties, and responsibilities of Temporary Officials.

The procedure for dismissal and handover of the Notary Protocol is further explained with the existence of the Minister of Law and Human Rights Regulation Number 19 of 2019, hereinafter referred to as the Ministerial Regulation Regarding the Requirements and Procedures for Leave, Transfer, Dismissal, and Extension of the Notary's Term of Office. This regulation provides the same definition of Temporary Notary Officer as the UUJN Amendment, namely, someone who performs the duties of a Notary who has passed away.

In the two aforementioned articles, it is only mentioned that if a Notary is temporarily dismissed, the notary protocol is handed over to the Regional Supervisory



Board. The protocol is then handed over by the Regional Supervisory Board to the Protocol-Holding Notary, and when the temporary dismissal period of the Notary ends, the protocol-holding notary is obligated to hand over the transfer back to the temporarily dismissed notary. These three articles do not explicitly mention who the Protocol-Holding Notary is.

The legal certainty regarding the replacement of a temporarily dismissed notary can pose issues because it is related to the holder of the notary protocol. Who is responsible for the deeds made by the temporarily dismissed notary and what happens when a client requests a copy of the deed.

CONCLUSION

The regulation of Temporary Notary Officials in Article 1 Number 2 of the UUJN Amendment and Article 80 paragraph (1) of the UUJN lacks legal certainty according to Nurhassan Ismail. This is because there is no consistency in the legal norms of legislation, where in Article 80 paragraph (1) it is explained that while the Notary is temporarily dismissed from his position, the Central Supervisory Board proposes a Temporary Notary Official to carry out the duties of the temporarily dismissed notary. However, the definition of Temporary Notary Official in Article 1 Number 2 of the UUJN Amendment has clearly stated that a Temporary Notary Official is only allowed to perform the duties of a deceased notary. From the above facts, it can be concluded that there is legal uncertainty about who replaces the Notary when the notary is temporarily dismissed.

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