

## Synchronization Of Land Administration And Ppat Deeds: A Legal Review Of Efforts To Reduce Overlapping Land Ownership

*Ayu Megawati* <sup>1</sup>; *Maret Priyanta* <sup>2</sup>; *Yani Pujiwati* <sup>3</sup>.

*1,2,3 Master of Notarial Law, Padjadjaran University, Indonesia.*

*E-mail: ayu24004@mail.unpad.ac.id, maret.priyanta@unpad.ac.id, y.pujiwati@unpad.ac.id*

*Manuscripts received : 02/12/2025, Revision and Review : 15/01/2026, Approved 31/01/2026*

### Abstract

Overlapping land ownership is one of the pressing issues in national land governance, leading to an increase in civil and criminal disputes, as well as the criminalization of land administration officials. One of the root problems lies in the lack of synchronization between land administration managed by the Ministry of ATR/BPN and legal documents prepared by PPAT, particularly authentic deeds related to the sale and transfer of land rights. This article aims to examine the strategic role of PPAT in preventing overlapping land ownership through the integration of systems and functions of land administration. The main focus of the study is directed towards the evaluation of the Strategic Plan (RENSTRA) of the Directorate General of Survey and Land Mapping (SPPR) 2020–2024, which emphasizes the acceleration of land registration, as well as analyzing the direction of formulating the RENSTRA 2025–2029, which begins to include the improvement of data quality as a strategic objective. The approach used is juridical-normative and policy analysis. The study results indicate that the disharmony of regulations and the weak integration of data between notarial documents and land information systems increase the potential for overlap. Therefore, this article recommends strengthening structural collaboration between PPAT and the Land Office, as well as reformulating policies in the RENSTRA Ditjen SPPR 2025–2029 to explicitly accommodate the role of PPAT as part of the preventive legal-based agrarian conflict prevention system.

**Keywords:** Overlapping land ownership, PPAT, Land administration, RENSTRA Ditjen SPPR, Agrarian Integration Introduction

### A. Introduction

One of the most important issues in national land management in Indonesia is the overlap of land ownership. This problem not only disrupts the land administration system but also leads to horizontal disputes between communities, legal uncertainty for landowners, and possible sanctions against land officials deemed irresponsible or involved in the issuance of questionable land rights. From individuals, formal entities, governments, to customary law groups, cases of overlapping ownership have occurred in a variety of contexts, both urban and rural, in different forms and actors. This condition shows that land issues are not only administratively technical, but also related to legal, social, cultural, and policy factors.<sup>1</sup> Land is one of the most vital factors in people's lives, especially in Indonesia,

---

<sup>1</sup> Harumuningtyas, Y. A. (2024). *Analysis Of Vertical And Horizontal Agrarian Conflicts (Case Study: Land*

where most of the population still depends on the use of land for their livelihoods.<sup>2</sup> Apart from being a place to live, land is the main source of income for agriculture, plantations, and other businesses. In a social context, land has high symbolic and cultural value because it is inherited from generation to generation and shapes the way of life of a society. As a result, land ownership and control issues affect not only economic stability, but also social, cultural, and legal stability within society.

Data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) shows that in 2019 there were more than 8,959 land disputes, with 56% of them involving conflicts between communities and 27% between communities and governments.<sup>3</sup> This figure only reflects the number of formally reported cases, not including various conflicts that have not been officially recorded. Within the framework of strategic planning, the government through the Directorate General of Land and Space Survey and Mapping (Ditjen SPPR) has set an ambitious target in the 2020–2024 Strategic Plan (RENSTRA), which is to accelerate the land registration process nationally with the aim of achieving 100% coverage.<sup>4</sup> Although quantitatively this program shows significant results in increasing the number of certified land plots, qualitatively, this program raises new problems, one of which is the overlap of ownership data that is not fully valid or well integrated.

The problem of overlapping land ownership cannot be separated from the problem of synchronization between the land administration system managed by the land office and the legal documents prepared by the Land Deed Making Officer (PPAT).<sup>5</sup> In practice, authentic deeds such as sale and purchase deeds, grant deeds, and inheritance deeds made by PPAT become important documents in the process of transferring land rights.<sup>6</sup> However, in many cases it was found that the data or land objects listed in the PPAT deed did not fully match the data recorded in the land system. This discrepancy can occur due to differences in base maps, incomplete information on land boundaries, or the use of analog/manual data that has not been fully digitized.<sup>7</sup> This inconsistency has the potential to lead to the birth of two or more rights to the same plot of land, which then leads to disputes, both civil and criminal.

The role of PPAT in this regard is very important and strategic. As a public official who has the authority to make authentic deeds, PPAT is responsible for ensuring the validity and accuracy of the documents that are the basis for the transfer of land rights. In the context of agrarian law, the PPAT deed serves as preliminary evidence of transactions

---

*Problems In Tobelo, North Halmahera Regency*) (Doctoral Dissertation, National Land College).

<sup>2</sup> Relinawati Simanjuntak (Et.Al), "Juridical Review Of State Land (Vacant Land) Controlled By The Community", *Lex Administratum*, Volume Xi, Number 04, May 2023, P. 1.

<sup>3</sup> Wirawan, V., Sidokarto, J., & Godean, S. (2021). Political Reconstruction Of Land Dispute Resolution And Land Conflict Resolution In Indonesia. *Journal Of Progressive Law*, 9(1), 1-15.

<sup>4</sup> Ministry Of Agrarian And Spatial Planning/National Land Agency, *Regulation Of The Minister Of Agrarian And Spatial Planning/National Land Agency Number 27 Of 2020 Concerning The Strategic Plan Of The Ministry Of Agrarian And Spatial Planning/National Land Agency For 2020-2024* (Jakarta: Ministry Of Agrarian And Spatial Planning/National Land Agency, 2020).

<sup>5</sup> Pratama, F. N., & Silviana, A. (2024). Comparative Study Of The Role Of Notaries And Land Deed Making Officials (Ppat) In The Making Of Sale And Purchase Deeds. *Unes Law Review*, 7(1), 626-634.

<sup>6</sup> Sari, B. F. (2021). As A Result Of The Law, Ppat's Negligence In Making The Sale And Purchase Deed Which Resulted In The Deed Not Having Formal Evidentiary Force (Formale Bewijskracht) (Study Of The Appeal Decision Of The Medan High Court Number 115/Pdt/2018/Ptmdn). *Indonesian Notary*, 3(3), 24.

<sup>7</sup> Arnowo, H. (2020). Map Governance In The Kkp (Computerization Of Land Activities) Towards The Realization Of A Single Map System. *Journal Of Land*, 10(1).

involving land objects. If the deed contains invalid or incorrect data, then the potential for overlapping rights will be greater.<sup>8</sup> Therefore, PPAT is required not only to carry out its role administratively, but also to be proactive in ensuring the clarity of the subject matter and legal object of the land that is the object of the transaction.

Unfortunately, the preventive role of PPAT in the prevention of land conflicts has not been fully recognized and integrated in the strategic planning system of the Ministry of ATR/BPN. In the 2020–2024 STRATEGIC Plan document of the Directorate General of SPPR, the main orientation is still focused on accelerating land registration (quantity), without being balanced with affirmative policies to improve data quality and synergy between institutions, including with PPAT.<sup>9</sup> Mathematical performance targets and pressure on quantitative achievement often make land offices work under time pressure and limited resources, resulting in data verification being less than optimal. As a result, even a certified land parcel may not have strong legal certainty if it turns out that there are other claims to the same object, which are based on PPAT deeds or other evidence of rights that are not well documented.

Evaluation of the Strategic Plan of the Directorate General of SPPR 2020–2024 is important to be carried out as a basis for formulating more holistic and sustainable policies in the future. In the context of the formulation of the 2025–2029 RENSTRA, there is a shift in orientation from merely accelerating registration to improving the quality of land data.<sup>10</sup> However, this strategic plan needs to be strengthened with an integrative strategy that involves the role of legal actors outside the ATR/BPN structure, one of which is PPAT. The integration of data between authentic deeds and land systems can be a key step in strengthening the prevention system against conflicts and land ownership disputes.

The need for synchronization of land administration with PPAT deeds is increasingly relevant in today's digital era. In contemporary land practices, many Land Deed Making Officials (PPAT) have utilized digital systems in the land rights registration process, including through platforms such as *Touch My Land*, HT-el (Electronic Dependent Rights), and other electronic services provided by the Ministry of ATR/BPN.<sup>11</sup> However, the information system used by PPAT has not been fully connected or integrated in real-time with the land database managed by the Ministry of ATR/BPN. This lack of interoperability results in gaps in the data verification process, which in turn can increase the risk of input errors, duplication, or even overlapping land tenure. Therefore, an affirmative policy is needed from the Directorate General of Land and Spatial Survey and Mapping (SPPR) to strengthen technical coordination between PPAT and the Land Office. This can be done through strengthening technical regulations, increasing digital infrastructure support, and developing a shared service system that is able to ensure the validity and accuracy of data from the upstream of the land rights transfer process.

Furthermore, the collaboration between PPAT and the land office will also

---

<sup>8</sup> Adistia, M. (2024). The Accountability Of The Land Deed Making Officer To The Validity Of The Sale And Purchase Deed. *Unes Law Review*, 6(3), 8016-8026.

<sup>9</sup> Adiyanti, N. K. W. S., & Pidada, I. B. A. (2024). The Role Of Land Deed Making Officials In The Issuance Of Electronic Land Certificates. *Student Research Journal*, 2(4), 382-396.

<sup>10</sup> Agrarian Magazine. (2019, October 24). *Public Consultation On The Atr/Bpn Ministry Of Atr/Bpn Strategic Plan For 2020–2024*. <https://www.majalahagraria.today/Berita-Kementerian/Kementerian-Atr-Bpn/46675/Konsultasi-Publik-Renstra-Kementerian-Atr-Bpn-Tahun-2020-2024/>

<sup>11</sup> Arif, M. (2024). *Normative Review Of Legal Protection For Electronic Land Certificate Holders* (Doctoral Dissertation, Sultan Agung Islamic University Semarang).

strengthen the preventive legal approach in managing agrarian conflicts.<sup>12</sup> So far, the approach used tends to be reactive and litigation, namely handling disputes after conflicts have occurred. In fact, by strengthening the accuracy of the data at the time the deed is made, the risk of conflict in the future can be reduced. PPAT can be the vanguard in the initial validation process, for example by checking certificates, remeasuring land boundaries with BPN, or attaching other supporting documents such as field maps and information from villages/sub-districts. This not only strengthens the legal position of the landowner, but also provides legal protection for PPAT itself as a deed maker.

Within the framework of the national legal system, the relationship between PPAT and land administration should be symbiotic of mutualism. Both are part of the legal service system that aims to realize legal certainty, justice, and utility. Therefore, the synchronization between the two cannot only be imposed on technical or institutional aspects, but also needs to be strengthened in the government's strategic planning, especially in the future RENSTRA document of the Directorate General of SPPR. There needs to be a new regulation that places PPAT as part of the national strategy in strengthening the land database.

This article was compiled to fill a study gap that has not been widely discussed, namely the role of PPAT in the context of strategic land policy evaluation. With a juridical-normative approach and policy analysis, this paper will examine how the legal position of PPAT can be maximized to support the prevention of land overlap, as well as propose an integrative and collaborative policy formulation in the Strategic Plan of the Directorate General of SPPR 2025–2029. Thus, it is hoped that the strategy for resolving land conflicts in the future will not only be based on law enforcement downstream, but also on strengthening the prevention system upstream through synergy between PPAT and land institutions.

## B. Research Method

This research uses a normative juridical method, which focuses on the analysis of applicable legal norms and land policies. The approach used includes a legislative approach, to examine the legal position and authority of the Land Deed Making Officer (PPAT), as well as a conceptual and policy approach, in order to evaluate the suitability between the ideal legal concept and strategy in the RENSTRA document of the Directorate General of SPPR. The analysis techniques used are content analysis of regulations and strategic plans, as well as evaluation of public policies to assess the extent to which these policies accommodate the role of PPAT in preventing overlapping land ownership.

## C. Results and Discussion

### 1. Strategic Plan (RENSTRA) of the Directorate General of SPPR in accommodating the strategic role of PPAT in preventing overlapping land ownership

The Strategic Plan (RENSTRA) of the Directorate General of Land and Space Survey and Mapping (Ditjen SPPR), Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN), is a medium-term development policy framework designed to strengthen land information systems and spatial mapping in an integrated and accurate manner. In the 2020–2024 period, the Strategic Plan of the Directorate General of SPPR

---

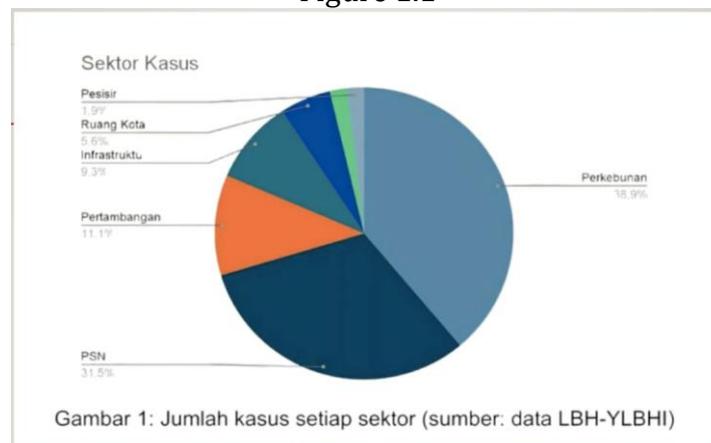
<sup>12</sup> Fadhila, M. H. (2020). *The Validity Of The Deed Of Grant Of Land Rights To One Of The Prospective Heirs Without The Consent Of Other Prospective Heirs: A Perspective Of The Compilation Of Islamic Law (Case Study Of The Decision Of The Polewali Religious Court Number.119/Pdt.G/2018/Pa. Pwl)* (Master's Thesis, Sriwijaya University).

focuses on accelerating land registration through Complete Systematic Land Registration (PTSL), strengthening spatial and juridical data, and digitizing the land administration system.

However, a review of the RENSTRA document shows that the role of the Land Deed Making Officer (PPAT) has not been explicitly accommodated as a strategic element in preventing overlapping land rights. In fact, PPAT has an important position as an initial actor in the process of legalizing land transactions, which produces authentic deeds as the basis for land registration and registration.<sup>13</sup> Without effective integration between the PPAT system and the Land Office, the chance of data inconsistency that leads to land tenure disputes remains high.

Land registration in Indonesia is regulated in Article 19 of the UUPA, then implemented by Government Regulation Number 10 of 1961 which is valid for 27 years then replaced by Government Regulation Number 24 of 1997 concerning Land Registration (hereinafter referred to as PP 24/1997) which is effective from October 8, 1997 which was later amended by Government Regulation Number 18 of 2021 concerning Management Rights, Land Rights, Flats, and Land Registration (hereinafter referred to as PP 18/2021). The regulation is a form of land registration in the framework of cadastral rights (land registration) which aims to provide legal protection and certainty to land rights holders.<sup>14</sup>

Figure 1.1



Source: Siti Rakhma Mary Herwati, "A Study of Laws and Regulations in Minimizing Overlapping Land Ownership," a paper presented at a seminar organized by the Ministry of ATR/BPN, Jakarta, October 3, 2024.

Based on data from LBH-YLBHI, the largest proportion of agrarian conflict cases occurred in the National Strategic Project (PSN) sector at 31.5%, followed by the plantation sector at 18.9%, and mining at 11.1%. Meanwhile, the infrastructure sector accounted for 9.3% of the total conflicts, followed by urban spaces at 5.6%, and coastal areas at 1.9%.<sup>15</sup> This data shows that the most dominant agrarian conflicts arise from large-scale development sectors, especially PSN and plantations, which are often not

<sup>13</sup> Sulkifli, S., & Fadhilah, N. The Urgency Of Sub-District Education As A Temporary Ppat In Achieving The Value Of Justice. *Journal Of Law & Development*, 53(2), 271-284.

<sup>14</sup> Isnaini And Anggreni A. Lubis, *Agrarian Law: A Comprehensive Study*, Pustaka Prima, Medan: 2022, P. 47

<sup>15</sup> Siti Rakhma Mary Herwati, "A Study Of Laws And Regulations In Minimizing Overlapping Land Ownership," A Paper Presented At A Seminar Organized By The Ministry Of Atr/Bpn, Jakarta, October 3, 2024.

optimally synchronized with the land administration system. This inconsistency has the potential to give rise to disputes over land ownership and control, as well as widen the gap between development interests and the protection of people's land rights.

Juridically, PPAT is a public official appointed by the Minister of ATR/BPN and has the authority to make authentic deeds related to the transfer of land rights, the imposition of rights, and other legal activities related to land rights. This authority is regulated in Government Regulation Number 24 of 1997 concerning Land Registration, and is strengthened in other laws and regulations related to the PPAT profession. In practice, the deed made by PPAT is the basic document in the application for registration of land rights to the Land Office.<sup>16</sup>

However, the weak communication and coordination system between PPAT and the Land Office resulted in a lack of cross-validation between the deeds made and the factual and juridical conditions of the land plot. The disconnection between the PPAT work platform and the national land information system is one of the main causes of data missynchronization. This is a gap in the occurrence of overlapping ownership, both due to duplication of juridical data and due to differences in spatial information that are not validated accurately.

In the Strategic Plan of the Directorate General of SPPR 2020–2024, no strategy or policy was found that directly regulates the integration of PPAT deed data into the land electronic system. The main focus is aimed at internal institutional activities such as the acceleration of PTSL and the digitization of land services, but it has not touched the realm of cooperation with external parties such as PPAT. As a result, the initial process of land transactions that should be a crucial point in data validation is not optimally utilized as part of a dispute prevention system.

In fact, if from the beginning PPAT is given access or mechanism to connect the data they produce with the Land Office system, then the process of validating documents, rights status, and owner identity can be carried out directly and in real time. Thus, the verification process before registration can be a means of early detection of potential overlap or duplication of land rights.

The draft RENSTRA of the Directorate General of SPPR 2025–2029 begins to show a more advanced policy direction, namely an emphasis on improving the quality of land data, strengthening spatial and judicial information systems, and completing certification backlogs. However, there was again no explicit mention of PPAT's role as a strategic partner. This shows that there is still a limited institutional view that sees the solution of land data problems only sourced from internal agencies, without optimal involvement from external parties who directly produce land law documents.<sup>17</sup>

To overcome this, the RENSTRA in the future must firmly establish an institutional and technological integration strategy between PPAT and the Land Office. It is necessary to design an interoperability system that allows the automatic and secure exchange of deed data. In addition, it is necessary to prepare a joint standard operating procedure (SOP) between PPAT and BPN, which sets minimum parameters for data validation before the deed can be accepted for registration. This step will make PPAT an integral part of the national land data quality control system.

---

<sup>16</sup> Yusuf, A. M. R., Kurniati, N., & Rukmana, Y. Y. (2024). Implementation Of Electronic Land Registration At The National Land Agency And Land Deed Making Officials. *Diurnal Acta Journal Of Notary Law*, 7(2), 271-289.

<sup>17</sup> Directorate General Of Land And Space Survey And Mapping. (2024, October 3). *Preparation Of Laws And Regulations To Minimize Overlapping Land Ownership*. Delivered At An Event In Jakarta.

The problem of overlapping land ownership comes not only from the technical aspects of administration, but also from the root of structural problems in the legal system and land management. Various large agrarian cases that have not been resolved, such as in the forestry, plantation, infrastructure, and mining sectors, show that there is an indecisiveness in law enforcement of problematic land rights.<sup>18</sup>

One case that can be used as an example is the Pundenrejo HGB dispute in Pati Regency, Central Java. The land that is legally controlled by PT LPI through HGB, has been abandoned and cultivated by the farming community for a long time. The request for the cancellation of the HGB was not granted, and the conflict that occurred developed into intimidation and criminalization of farmers. This case shows that despite the rules on abandoned land, their implementation is very weak. Even extensions of land rights are often granted without a thorough audit, reflecting weak political will and regulatory inconsistencies.

In addition, access to land data, such as HGU that has expired, is still very closed.<sup>19</sup> The lack of transparency hinders public participation in land management supervision, as well as increases the potential for data manipulation by certain parties. In this context, the involvement of PPAT as an actor who can detect irregularities from the beginning of the transaction process is crucial.

To create an effective and transparent land administration ecosystem, a strategic approach is needed that brings together internal and external institutional strengths. The government must establish an interoperability system between the PPAT work application and the national land electronic system, so that all deed data can be validated and verified systematically.

The government needs to provide administrative and regulatory incentives to PPAT that actively support data validation and synchronization. In the accreditation system or rating cooperation between PPAT and the Land Office, where PPAT with high performance gets priority services or administrative convenience. These incentives will encourage the creation of a mutually beneficial collaborative ecosystem and strengthen the integrity of the national land data system.

Overlapping land ownership is one of the serious challenges in national land reform. To overcome this, a systemic approach is needed that involves all stakeholders, including PPAT. PPAT's role as the creator of authentic deeds in every land transaction makes them at the forefront of ensuring the validity of juridical data and ownership identity.

The Strategic Plan of the Directorate General of SPPR in the future must develop policies that not only strengthen internal digitalization, but also make PPAT a strategic partner in the early detection and prevention of agrarian conflicts. Through technology integration, the preparation of collaborative SOPs, and the provision of incentives, the role of PPAT can be maximized to achieve the great goal of national land: legal certainty, justice, and transparency in land tenure in Indonesia.

## **2. Synchronization strategy between PPAT deed data and land administration managed by the Ministry of ATR/BPN.**

---

<sup>18</sup> Farina, T., Nugraha, S., Mulyawan, A., & Wijaya, A. (2024). Recognition And Protection Of Customary Forests In Realizing The Rights Of Customary Law Communities In Central Kalimantan Province. *Unes Law Review*, 6(3), 9377-9389.

<sup>19</sup> Nugroho, R. A., & Rahmat, P. N. (2024). Strategy For Accelerating Access Arrangement For Abandoned Land Redistribution Results In Bilok Petung Village. *Journal Of Land*, 14(2).

The synchronization strategy between PPAT deed data and land administration is one of the keys in preventing agrarian conflicts, especially cases of overlapping land ownership. Effective synchronization not only ensures the accuracy of data, but also speeds up the service process and increases public trust in the national land law system.

In the context of implementing the synchronization strategy, the role of information technology is very vital. Digitization of land data, both sourced from deeds made by Land Deed Making Officials (PPAT) and from land administration managed by government agencies, can create a single database that is valid and easily accessible.<sup>20</sup> Geographic information systems (GIS), blockchain, and the integration of electronic service systems between the Ministry of ATR/BPN and related institutions can be solutions in creating data integration.<sup>21</sup> Thus, potential conflicts due to overlapping or duplication of ownership can be detected early, so that dispute resolution can be carried out faster and on target. The active involvement of stakeholders, including notaries and PPATs, is also indispensable in maintaining the accuracy and sustainability of this data update process.

Figure 2.1



Source: Siti Rakhma Mary Herwati, "A Study of Laws and Regulations in Minimizing Overlapping Land Ownership," a paper presented at a seminar organized by the Ministry of ATR/BPN, Jakarta, October 3, 2024.

This image shows the distribution and extent of agrarian conflicts in 18 provinces in Indonesia from 2021 to 2024, with a total conflict area of 290,337 hectares. Some of the regions with the highest level of conflict include Central Java with 463,687 hectares, followed by Samarinda with 147,803 hectares, Lampung with 69,560 hectares, Papua with 18,604 hectares, Riau with 18,350 hectares, and Makassar with 3,211.47 hectares. This map emphasizes the urgency of a synchronization strategy between PPAT deed data and land administration, considering that the impact of agrarian conflicts is not only geographically widespread but also targets strategic areas with high economic potential. Data mismatches in the land system contribute to the increased risk of

<sup>20</sup> Yusuf, A. M. R., Kurniati, N., & Rukmana, Y. Y. (2024). Implementation Of Electronic Land Registration At The National Land Agency And Land Deed Making Officials. *Diurnal Acta Journal Of Notary Law*, 7(2), 271-289.

<sup>21</sup> Faramadina, A. (2024). *Readiness Towards Electronic-Based Land Registration In Indonesia* (Doctoral Dissertation, National Land College).

overlapping ownership claims, especially in densely populated areas and those with abundant natural resource wealth. Therefore, accurate and systematic data integration is the main foundation in developing fair, transparent, and sustainable land policies.

From the perspective of state administrative law, PPAT is a public official who receives delegated authority from the state through laws and regulations to carry out certain public administrative functions, namely making authentic deeds in terms of transfer and imposition of land rights. Thus, all legal actions of PPAT must be subject to the principles of administrative law, namely legality, transparency, accountability, efficiency, and public services.<sup>22</sup>

The application of the theory of state administrative law is important in the context of synchronization strategies because it shows that the PPAT work system must be integrated into the national land administration system which is also public. The need to present reliable, traceable, and integrated data is part of the administrative demands for the implementation of public duties. In many cases of land disputes, weak documentation and differences in information between PPAT deeds and land data at land offices are sources of conflict that hinder legal certainty and the effectiveness of public services.

Therefore, the integration of the system between PPAT and land administration is actually a manifestation of the principle of efficiency and system integration in state administrative law. Through an interconnected system, supervision of the implementation of PPAT tasks can also be carried out in real-time by land agencies, so as to encourage administrative order and prevent systemic violations.

The theory of authority in law places PPAT as an official who has *the attribution* and *delegation* of authority from the state. This authority is not only administrative-formal, but also contains a preventive function, namely verifying and testing the validity of legal subjects (parties) and legal objects (land) in every land transaction. PPAT is responsible for ensuring that there is no data manipulation, identity forgery, or duplication of rights.<sup>23</sup>

This preventive function becomes very relevant in the synchronization strategy, because the digital integration of data allows PPAT to directly validate through the system, such as checking land certificates, block status, rights history, and so on.<sup>24</sup> On the other hand, the system can also provide warnings (flagging) if data discrepancies are found. Thus, the supervision and prevention function is not only carried out after the transfer of rights, but is actually carried out from the initial stage.

Each transaction will be based on data that has been verified when PPAT has access to the national land system. This will support the role of PPAT as tangible evidence with strong legal value. Therefore, synchronization is not only technical, but also part of a national prevention plan to avoid conflicts and agricultural disputes that have long plagued the judicial system.

Land rights in Indonesia are largely regulated by the Basic Agrarian Law of 1960 (UUPA). Land registration is emphasized in the UUPA as a tool to create administrative

---

<sup>22</sup>Rizaldi, M. A., & Chalid, H. (2023). Authority Of The Nusantara Capital Authority In Giving Approval For The Making Of A Deed Of Binding Sale And Purchase Agreement Made By A Notary. *Unes Law Review*, 6(2), 4768-4779.

<sup>23</sup>Fitria Sari, "Ppat's Responsibility For Writing Errors In Deeds" (Thesis, Diponegoro University, 2020).

<sup>24</sup>Ul Akmal, D., Fitriansyah, H., & Ramadhan, F. A. (2023). Land Law Reform: Legal Protection Of Land Rights Against Unlawful Transfer Of Rights. *State Of Law*, 14(2), 193-214.

order and legal protection mechanisms. Regarding PPAT, the UUPA requires that any transfer of land rights must be documented in a valid deed.

Especially in making deeds that prove the transfer of rights and the basis of the application to the land office, Government Regulation Number 24 concerning Land Registration regulates the function of PPAT in the land registration process. [01] According to the provisions of the regulation, the transfer of rights will not be recorded in the land register without PPAT supporting documents. Therefore, the position of PPAT is very important as the first enforcer of the truth of land data.

However, in practice, tangible PPAT documents are sometimes left behind or are not immediately incorporated into the land office administration system depending on the timeliness of registration. Here, synchronization techniques become crucial in an effort to minimize the possibility of overlapping ownership, data mismatches, and delays.

Emphasizing the acceleration of land registration through the Systematic Land Registration Program (PTSL) and digitization of services, Ministerial Regulation No. 27 of 2020 concerning the Strategic Plan of the Ministry of ATR/BPN for 2020–2024 is a medium-term policy document. However, there is still a lack of clauses that allow PPAT to participate technically in the digitization process. Minister of ATR/BPN Sofyan Djalil said in a paper that of the 8,959 land dispute cases reported overall, 56% were disputes between communities, 27% between communities and governments, 15% between individuals and legal entities, and 0.1% between legal entities.<sup>25</sup>

PPATs are only placed in this regulation as part of the administrative ecosystem, not as subjects who have direct access to land information systems. As a result, PPAT continues to work manually and separately from the system even though the digitization process is underway at the land office, so synchronization is not ideal.

Therefore, the synchronization strategy to be proposed needs to be focused on reformulating the functions of PPAT in the upcoming Medium-Term Strategic Plan (RENSTRA), so that PPAT not only acts as a data conveyor, but also becomes part of a system with full access and integration rights to the land database.

For the period 2025–2029, the Strategic Plan of the Directorate General of Land and Space Surveys and Mapping (Ditjen SPR) shows a more advanced policy approach in strengthening spatial information systems and improving the quality of soil data. Although still in the planning stages, this paper highlights great opportunities for data integration, system interoperability, and stakeholder cooperation including PPAT.

In this case, the Strategic Plan can adapt PPAT activities to the main priorities of national land administration. PPAT deeds can be directly incorporated into the national system using geographic information systems (GIS) and land blockchain approaches with automated verification, digital signatures, and systematically recorded audit trails.

This opportunity also helps the government achieve its goals of improving land management and eradicating corruption. Each transaction can be traced back to its source (traceability), and the potential for duplication or manipulation can be reduced by connecting PPAT deed data directly to the electronic land registration system.

Strategic steps targeted at the development of digital infrastructure that are able

---

<sup>25</sup>Center For The Development Of Agrarian, Spatial Planning, And Land Standards And Policies (Pusbang Skatp), *Policy Paper: Preparation Of Laws And Regulations To Minimize Overlapping Land Ownership* (Jakarta: Ministry Of Atr/Bpn In Collaboration With The National Research And Innovation Agency (Brin), September 19, 2024).

to connect the PPAT work system with the national land system will help realize this integration appropriately. This synchronization requires not only technological readiness but also closer harmonization of regulations and collaboration between agencies. Building an interoperability solution that enables real-time and secure data flow between the two systems is a vital first step.

Building an interoperability system between the land administration system controlled by the Ministry of ATR/BPN and the information system used by PPAT marks the first phase in the synchronization plan. Until now, PPAT uses local systems or internal applications without direct access to the national land database. On the other hand, systems such as Touch Tanahku and HT-el (Electronic Dependent Rights) managed by BPN are not yet fully available to external users such as PPAT.

Every action taken by PPAT can be verified directly with legal and spatial data in the BPN system thanks to interoperability. For example, before a sale and purchase deed is signed, the PPAT system can access the latest data on the status of the land, boundaries, and the presence of conflicts or blocks. This will reduce the chances of data errors and ensure that the subsequent registration process runs smoothly.

The development of rules that require the integration of this system is a second priority. Currently, there are no clear guidelines that require PPAT to use a system connected to BPN. Therefore, it is very important to establish derivative rules that govern the obligation of PPAT to report electronically as well as use a standard data format that can be directly integrated into the national land system.

In addition to regulations, incentives are also needed to encourage PPATs to actively participate in this synchronization process. PPATs with high data accuracy and integrated systems, for example, will be more likely to earn special administrative awards, special access, or priority services.

The third step is to build institutional collaboration between PPAT, the Land Office, and professional associations such as IPPAT. This collaboration can be in the form of joint training in the use of digital systems, regular communication forums, and the formation of work teams at the regional level tasked with solving data synchronization problems. This approach not only improves the quality of services, but also strengthens the relationship between technical implementers and professional actors in the field.

The fourth step is the digitization and standardization of documents. Every deed made by PPAT needs to be prepared in a digital format that is in accordance with national standards. The use of metadata, geotagging, and digital signatures are important elements so that the deed is not only legally valid but also compatible with the land system.

In the long term, this synchronization strategy will encourage the formation of a solid land data ecosystem. Data integration between PPAT and BPN will not only prevent conflicts, but also create a robust database for spatial planning, state asset management, and agrarian law enforcement. In the future, this strategy can be extended to other sectors such as taxation, investment, and financial services that require clarity on the legal status of land.

In other words, synchronization between PPAT deed data and the land administration system is a strategic step to build a land law system based on collaboration and technology. It takes commitment from the government, technological readiness, and active participation from PPAT to realize a reliable, transparent, and equitable national land system.

#### **D. Conclusion and Recommendations**

The conclusion of this analysis confirms that the Strategic Plan (RENSTRA) of the Directorate General of SPPR 2020–2024 has not fully accommodated the strategic role of the Land Deed Making Officer (PPAT) in the national land administration system, even though the position of PPAT is very vital as the initial compiler of authentic documents that are the basis for legality and land registration. The disconnection between the PPAT work system and the land administration information system is one of the factors that opens the gap in agrarian conflicts, especially in the context of strategic projects and large-scale development. This shows that there is still an imbalance in institutional coordination and technological integration between PPAT and the Land Office. Although the policy direction in the draft RENSTRA 2025–2029 shows progress in the aspects of digitization and improving data quality, there has been no explicit commitment to involve PPAT as a strategic partner in the overall land data management system.

Therefore, a policy reformulation is needed that directly places PPAT as part of the national land system through institutional and technological integration, the preparation of joint standard operating procedures (SOPs), and the provision of incentives for PPATs that are actively involved in the data synchronization process. This effort will not only improve the accuracy and efficiency of the land legalization and registration process, but will also strengthen the preventive function in avoiding overlapping land rights and reducing the potential for agrarian disputes in the future. This synchronization must be directed at the development of information system interoperability between PPAT and the Ministry of ATR/BPN, the implementation of digital verification, and the provision of direct access to PPAT to the national land database. Thus, PPAT can carry out its functions more optimally as part of the land data quality control system. This strategy is a crucial step to build an orderly, transparent, efficient, and legal certainty land system. Equitable national land reform can only be realized if all legal actors who have a direct contribution to the land registration process, including PPAT, are given equal and functional participation space in the system. Therefore, the success of the Strategic Plan of the Directorate General of SPPR 2025–2029 is highly dependent on its ability to accommodate the synergy between digitalization policies and existing institutional roles.

## Bibliography

- Alfatino, A. Implementation of Electronic Implementation of Dependent Rights in Sukoharjo Regency. Master's thesis, Sultan Agung Islamic University, 2022.
- Center for the Development of Agrarian, Spatial Planning, and Land Standards and Policies (Pusbang SKATP). Policy Paper: Preparation of Laws and Regulations to Minimize Overlapping Land Ownership. Jakarta: Ministry of ATR/BPN in collaboration with the National Research and Innovation Agency (BRIN), September 19, 2024.
- Rosa, N., and A. Lukman. "The Mechanism Carried Out by PPAT to Prevent the Unknown of the Lease Agreement on the Land of the Object of Sale and Purchase by the Buyer in the Transfer of Land Rights Before the PPAT." *UNES Law Review* 7, no. 3 (2025): 945–953.
- Ul Akmal, D., H. Fitriansyah, and F. A. Ramadhan. "Land Law Reform: Legal Protection of Land Rights Against Unlawful Transfer of Rights." *State of Law* 14, no. 2 (2023): 193–214.
- Sari, F. PPAT's Responsibility for Writing Errors in Deeds. Thesis, Diponegoro University, 2020.
- Rizaldi, M. A., and H. Chalid. "Authority of the Nusantara Capital Authority in Giving Approval for the Making of a Deed of Binding Sale and Purchase Agreement Made by a Notary." *UNES Law Review* 6, no. 2 (2023): 4768–4779.
- Faramadina, A. Readiness Towards Electronic-Based Land Registration in Indonesia. Doctoral dissertation, National Land College, 2024.
- Yusuf, A. M. R., N. Kurniati, and Y. Y. Rukmana. "Implementation of Electronic Land Registration at the National Land Agency and Land Deed Making Officials." *DIURNAL ACTA Journal of Notary Law* 7, no. 2 (2024): 271–289.
- Nugroho, R. A., and P. N. Rahmat. "Strategy for Accelerating Access Arrangement for Abandoned Land Redistribution Results in Bilok Petung Village." *Journal of Land* 14, no. 2 (2024).
- Farina, T., S. Nugraha, A. Mulyawan, and A. Wijaya. "Recognition and Protection of Customary Forests in Realizing the Rights of Customary Law Communities in Central Kalimantan Province." *UNES Law Review* 6, no. 3 (2024): 9377–9389.
- Directorate General of Land and Space Survey and Mapping. "Preparation of Laws and Regulations to Minimize Overlapping Land Ownership." Presented at an event in Jakarta, October 3, 2024.
- Herwati, Siti Rakhma Mary. "Policy Review of Laws and Regulations in Minimizing Overlapping Land Ownership." Paper presented at a seminar organized by the Ministry of ATR/BPN, Jakarta, October 3, 2024.
- Isnaini, and Anggreni A. Lubis. *Agrarian Law: A Comprehensive Study*. Medan: Pustaka Prima, 2022.
- Sulkifli, S., and N. Fadhilah. "The Urgency of Sub-district Education as a Temporary PPAT in Achieving the Value of Justice." *Journal of Law & Development* 53, no. 2 (2024): 271–284.
- Fadhila, M. H. The Validity of the Deed of Grant of Land Rights to One of the Prospective Heirs Without the Consent of Other Prospective Heirs: A Perspective of the Compilation of Islamic Law (Case Study of the Decision of the Polewali Religious Court Number 119/Pdt.G/2018/PA.Pwl). Master's thesis, Sriwijaya University, 2020.
- Arif, M. Normative Review of Legal Protection for Electronic Land Certificate Holders.

- Doctoral dissertation, Sultan Agung Islamic University Semarang, 2024.
- Agrarian Magazine. "Public Consultation on the ATR/BPN Ministry Strategic Plan for 2020–2024." October 24, 2019. <https://www.majalahagraria.today/berita-kementerian/kementerian-atr-bpn/46675/konsultasi-publik-renstra-kementerian-atr-bpn-tahun-2020-2024/>.
- Adiyanti, N. K. W. S., and I. B. A. Pidada. "The Role of Land Deed Making Officials in the Issuance of Electronic Land Certificates." *Student Research Journal* 2, no. 4 (2024): 382–396.
- Adistia, M. "The Accountability of the Land Deed Making Officer to the Validity of the Sale and Purchase Deed." *UNES Law Review* 6, no. 3 (2024): 8016–8026.
- Arnowo, H. "Map Governance in the KKP (Computerization of Land Activities) Towards the Realization of a Single Map System." *Journal of Land* 10, no. 1 (2020).
- Sari, B. F. "As a Result of the Law's Negligence in Making the Sale and Purchase Deed Which Resulted in the Deed Not Having Formal Evidentiary Force (Formale Bewijskracht) (Study of the Appeal Decision of the Medan High Court Number 115/PDT/2018/PTMDN)." *Indonesian Notary* 3, no. 3 (2021): 24.
- Pratama, F. N., and A. Silviana. "Comparative Study of the Role of Notaries and Land Deed Making Officials (PPAT) in the Making of Sale and Purchase Deeds." *UNES Law Review* 7, no. 1 (2024): 626–634.
- Ministry of Agrarian and Spatial Planning/National Land Agency. Regulation of the Minister of Agrarian and Spatial Planning/National Land Agency Number 27 of 2020 Concerning the Strategic Plan of the Ministry of Agrarian and Spatial Planning/National Land Agency for 2020–2024. Jakarta: Ministry of Agrarian and Spatial Planning/National Land Agency, 2020.
- Wirawan, V., J. Sidokarto, and S. Godean. "Political Reconstruction of Land Dispute Resolution and Land Conflict Resolution in Indonesia." *Journal of Progressive Law* 9, no. 1 (2021): 1–15.
- Simanjuntak, Relinawati, et al. "Juridical Review of State Land (Vacant Land) Controlled by the Community." *Lex Administratum* 11, no. 4 (May 2023): 1.
- Harumuningtyas, Y. A. Analysis of Vertical and Horizontal Agrarian Conflicts (Case Study: Land Problems in Tobelo, North Halmahera Regency). Doctoral dissertation, National Land College, 2024.