

Analysis of the Strength of Land Certificates as Proof of Ownership of a Land Plot in Indonesia

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Abstract: One of the objectives of the establishment of Law no. 5 of 1960 concerning Basic Regulations on Agrarian Principles is to lay the foundations to provide legal certainty and protection regarding land rights for all Indonesian people, in order to realize this, land registration is carried out. In social life, land problems in Indonesia are still very much related to unregistered or uncertified lands, people only have a Land Certificate issued by the Kelurahan/Village Head and this happens a lot in rural areas. This research was conducted with the following objectives: First, to describe the strength of the Land Certificate as proof of ownership of a plot of land, Second, whether the Land Certificate must be supported by other evidence in its proof. The research was conducted normatively and the data needed was secondary data. Data were analyzed descriptively qualitatively. The results of the study show: First, the power of LAND CERTIFICATE based on the applicable laws and regulations is one of the written evidence that can be used as evidence of the right to issue a certificate. Second, the Land Certificate must be supported by other evidence in its proof, such as proof of land ownership, proof of payment of land and building taxes or working permits if the land parcel is agricultural land.

Keywords: land certificate; proof of land ownership; in Indonesia

1. Introduction

This paper discusses the power of a Land Certificate as proof of ownership of land rights in Indonesia. This discussion is necessary considering the development of Indonesian laws and regulations, especially in the land sector which increasingly provide convenience for the community, so as to create legal certainty to the community regarding their land ownership by referring to the laws and regulations in force in Indonesia and those that have been updated.

Land is one of the very basic assets of the Indonesian state where the state and society live on land. The more human accretion, the more land is needed. Soil is a part of the earth's surface which is a limited plane with a measure of length and width. The definition of land in Article 4 of the can be attached to something of land rights. The earth's surface is on land and underwater, including sea water. Land in the sense of [1] *land* has a spatial aspect and a legal aspect. The spatial aspect relates to the place of residence and human activities above or below it, while the legal aspect relates to the right of ownership and utilization. It is those aspects that are inherent in a piece of land that has been connected with the subject of rights.

Land Certificate is a basis for land rights which is generally used as a condition in the application process for issuing land certificates issued by the National Land Agency. After the issuance of the Regulation of the Minister of Agrarian Affairs and Spatial Planning / Head of the National Land Agency Number 6 of 2018 concerning Complete Systematic Land Registration, related to communities whose files are incomplete or even have no evidence at all regarding their land ownership can make a written statement of physical control of land plots in good faith from the person concerned. In connection with the regulation, the Ministry of Agrarian and Spatial Planning of the Republic of Indonesia provides convenience to accelerate land registration for the community, land certificates are no longer listed as a condition of certification as stipulated in Article 76 paragraph (3) letter b of the Regulation of the Minister of Agrarian State/Head of the National Land Agency Number 3 of 1997 concerning Provisions for the Implementation of Government Regulation Number 24 of 1997 concerning Land Registration.

Based on the Regulation of the Minister of Agrarian State/Head of the National Land Agency Number 3 of 1997 Article 22 paragraph (2) explains that "In the event that the evidence of community land ownership is incomplete or does not exist at all, it can be completed and proven by a written statement letter about the ownership and/or physical control of land plots in good faith by the person concerned", the previously regulated land registration requires a Land Certificate made by the Head of Village / Lurah if it does not have a document to prove the existence of the right concerned, after the issuance of the Ministerial Regulation it can be proven by a Statement of Physical Mastery made by the person concerned and signed by several witnesses who do know the control of the land and is also affirmed in Government Regulation Number 18 of 2021 Article 97 concerning Management Rights, Land Rights, Unit of Flats and Land Registration that, "Land Certificate, Certificate of Compensation, Village Certificate and others of the same kind intended as Land Certificate issued by the village head / lurah / camat can only be used as a guide in the context of land registration".

If the land certificate can no longer be used as a guide in the land registration process, there will be some new problems regarding land certificates that no longer have a legal position in the law. However, based on the positive negative publication system / mixed publication system used by the Indonesian State, the soil certificate is not an absolute evidence, only strong evidence and at any time a lawsuit can be filed against the certificate, if it can be proven otherwise so that the certificate has the potential to be canceled. The change in the function of the land certificate which is replaced by a statement of physical control of the land plot is actually not too much of a problem, because in the format of a physical control statement it also lists the boundaries of the land on which the land is based and as long as the boundaries of the land are recognized by the relevant parties and witnesses. Based on the things previously mentioned, there are often legal problems related to the strength of the Land Certificate, so in the context of a deeper discussion of the legal aspects of the Land Certificate the author will discuss in this paper.

2. Research Methods

The research that will be carried out in the framework of this research is to use the method of research Methods in a normative approach and an empirical approach, namely an approach that is carried out by understanding the law normatively then comparing with the application of the law concretely in existing reality. As for looking for data as a support for research, namely by using primary data and secondary data.

3. Results and Discussion

A. Proof of Ownership of Land Rights According to Law No. 5 of 1960 concerning Basic Regulations on Agrarian Principles

Law No. 5 of 1960 concerning the Basic Regulation of Agrarian Principles explains that certificates are proof of legal ownership of land rights. The issuance of certificates to ensure the legal certainty of land rights, the issuance of certificates applies as a powerful but not absolute means of proof in the sense that it is still revocable. Certificate issued by the National Land Agency as the final product of land registration activities for the first time. The registration of land whose implementation is ordered by the does not use a positive publication system, in which the correctness of the data it presents is guaranteed by the state, but rather uses a negative publication system, the state does not guarantee the correctness of the data presented. But even so it is not intended to use a purely negative publication system. [2]

In the land registration system adopted by is a negative publication system that contains positive elements which means: [3]

- a) Certificate as a letter of proof of rights that applies as a powerful means of proof, but not as an absolute means of proof. Strong meant here is a hallmark of the negative publication system.
- b) The land registration system uses a rights registration system, not a deed registration system. The system of registration of rights, is characteristic of the system of positive publications.
- c) The state does not guarantee the correctness of the physical data and juridical data listed in the certificate. This is characteristic of the negative publication system.

Certificates as a means of proof must provide legal certainty guarantees to land rights holders as regulated in Government Regulation No. 24 of 1997 concerning Land Registration providing an explanation of the meaning of a strong evidentiary tool. Certificate is a sign of strong evidence of rights, as long as it cannot be proven otherwise the physical data and juridical data contained therein must be accepted as correct data and listed in the land book and measuring letter concerned. In which adheres to certial proof as a valid proof that contains proof of land rights, as stipulated in article 19 concerning land registration to ensure legal certainty, article 23 concerning property rights of every transfer, the abolition of other rights must be registered along with the encumbrance of rights.

The purpose of land registration as explained in Article 3 of Government Regulation No. 24 of

1997 concerning Land Registration, with the following objectives:

1. to provide legal certainty and protection to the holder of a plot of land, units of flats and other registered rights in order to easily prove himself as the holder of the right concerned;
2. to provide information to interested parties including the Government so that it can easily obtain the data needed in carrying out legal actions regarding land plots and units of flats that have been registered;
3. for the orderly implementation of land administration.

Registration of a piece of land is carried out in order to obtain legal certainty for land rights holders and other parties interested in land. By registering and obtaining a certificate, the holder of the land rights has strong evidence of the land. The stipulates that the government holds land registrations throughout the territory of the Republic of Indonesia which aims to ensure the legal certainty of land rights. [4]

One of the objectives of the establishment of the Basic Agrarian Law is to lay the foundations to provide legal certainty and protection regarding land rights for the Indonesian people as a whole. To be able to realize this, a land registration was held. Land registration in the Basic Agrarian Law is regulated in Article 19. [5] Land registration is a series of activities carried out by the Government continuously and regularly including the collection, processing, bookkeeping and presentation and maintenance of physical data and juridical data, in the form of maps and lists, regarding land plots and units of flats, including the provision of certificates as a proof of their rights for land plots that already have rights and Property Rights to Flats Units and certain rights which weighed on him. [6]

With the registration of land rights or the granting of land rights to all subjects of rights are also given the authority to use the land in accordance with its designation. There will be a guarantee of legal certainty for the subject of rights in the ownership and use of his land. Land registration activities will produce proof of land rights called certificates. With a land certificate, legal certainty with respect to the type of right to it, the subject of rights, and the object of his rights becomes real. Compared to other written evidence, a certificate is a strong proof of entitlement, that is, it must be regarded as true until proven otherwise in court with other evidence. [7]

According to Government Regulation Number 24 of 1997, it is emphasized that the purpose of land registration is to provide legal certainty and legal protection to land rights holders, and to provide information to interested parties including the government, in order to easily obtain data on a piece of land if needed. The certificate of land issued is not an inviolable piece of evidence. Certificates can still be revoked and cancelled. According to the Explanation of PP Number 24 of 1997 concerning Land Registration, in order to provide legal certainty to land rights holders in this Government Regulation, an affirmation is given regarding the extent of the evidentiary power of the certificate, which is declared as a strong evidentiary tool by the . The consequence of the publication system is negative in the issuance of certificates that the certificate is not evidence that has a perfect publication system, meaning that the certificate can still be cancelled/revoked.

In Article 4 paragraph (1) of Government Regulation No. 24 of 1997 concerning Land Registration, it is explained that to provide certainty and legal protection for the holder of the land rights concerned, a certificate of land rights is given. The certificate of title to the land is issued by an authorized official whose certificate in the State Administrative Law can be referred to as a State Administrative Decree because it is issued by the State Administrative Officer.

The legal theories that can be applied in this writing are the theory of legal certainty and the theory of progressive law. Legal certainty itself is a question that can only be answered normatively, not sociology. According to Kelsen, law is a system of norms. A norm is a statement that emphasizes the "supposed" or *das sollen* aspect, by including some regulations on what to do. Norms are deliberative human products and actions. Laws that contain rules of a general nature become guidelines for individuals to behave in society, both in relations with fellow individuals and in relation to society. Those rules become a limitation for society in burdening or taking action against individuals. The existence of that rule and the implementation of the rule give rise to legal certainty. Legal certainty normatively is when a rule is made and promulgated definitively because it regulates clearly and logically. Clear in the sense that it does not cause hesitation (multi-interpretation) and logical. Obviously in the sense that it becomes a system of norms with other norms so that it does not clash or cause conflicts of norms. Legal certainty refers to the clear, fixed, consistent and consequent application of laws whose implementation cannot be influenced by circumstances of a subjective nature. In this case, related to the theory of legal certainty, it can be related to this paper, namely the legal certainty of laws and regulations imposed related to Land Certificates where in a country the laws and regulations must always develop following the times.[8]

Progressive legal theory initiated and developed by Prof. Satjipto Rahardjo. According to Satjipto Rahardjo, laws are formed for humans not humans for laws. Progressive law understands the concept of justice as a law that really pays attention to new sources of law for the attainment of justice. Progressive law can be constructed as an ever-evolving law, related to this paper the rule of law regarding land ownership that is always

evolving in order to create convenience for the people of Indonesia.

B. Legal Existence of Land Certificate as Proof of Ownership of Land Rights

Government Regulation No. 24 of 1997 does not regulate Land Certificates is no longer needed as one of the conditions in land registration, it is explained in Article 76A of the Regulation of the Minister of Agrarian affairs and Land No. 16 of 2021 which explains that written evidence of former customary land is no longer valid after 5 (five) years of enactment of Government Regulation Number 18 of 2021 concerning Management Rights, Land Rights, Flats Units, and Land Registration. If the period expires, written evidence of customary land cannot be used as evidence of proof of rights. However, in reality, there are still many people who use Regulate Land Certificates as written evidence of land ownership. In fact, there are often land buying and selling transactions with proof of ownership only in the form of Regulate Land Certificates. To obtain the Regulate Land Certificates can be said to be easy because it only requires the testimony of several witnesses and is known by the local village head / village head where the object of the land is located.

The issuance of the Regulation of the Minister of Agrarian and Spatial Planning / Head of the National Land Agency of the Republic of Indonesia Number 6 of 2018 concerning Complete Systematic Land Registration, resulted in legal consequences that resulted in no more authority of the Village Head / Lurah in issuing Land Certificates which became one of the requirements in the initial process of land registration. Although the Land Certificate is a piece of evidence of written rights under the hand whose evidentiary power is not as strong as a certificate, the land certificate becomes physical evidence as proof of land ownership history. Land Certificate is a basis for rights that is the initial process of land registration carried out by the National Land Agency for the issuance of certificates. The Land Certificate serves as evidence of physical mastery if there is an error or incompleteness of the evidence of mastery. One of the physical evidences on which land ownership rights are based, namely the Land Certificate, Land Certificate is a Land Certificate which confirms the history of land ownership. Land Certificate is one of the written evidence that can show a description of land ownership, made at the request or application of the community to the Village Office or village where the land object is located and on the application it is issued by the Lurah or Village Head as a condition of administration of the land registration process at the National Land Agency.

The basis of land rights is in the form of letters made by the community in various forms intended to make written evidence of a plot of land controlled by the community including rights originating from Adat which each region in Indonesia has different naming such as Girik, Letter C, Petuk, Grant Sultan and similar rights derived from Customary rights. The issuance of evidence of control of these land plots is made on land that has not been converted or lands controlled by the State and then the land is occupied by the community either intentionally or regulated by the Village Head / Lurah even until it is ratified by the Sub-District, as if the land has become someone's right or belongs to the category of Customary rights.

In Article 24 paragraph (1) of Government Regulation No. 24 of 1997 concerning Land Registration, it is explained that for the purposes of registration of rights, land rights derived from the conversion of old rights are proven by evidence regarding the existence of these rights in the form of written evidence, witness statements and or statements concerned whose correctness is by the Adjudication Committee in systematic land registration or by the Head of the Land and Registration Office sporadically, deemed sufficient to register the rights, the holder of the rights and the rights of others burdening them. Before the birth of , the above land certificate was still recognized as proof of land rights, but after the ratification of and Government Regulation No. 10 of 1961 as amended by Government Regulation No. 24 of 1997 concerning Land Registration, only certificates of land rights were recognized as proof of ownership of land rights. However, in addition to the certificate of land rights, there are still other evidences of land ownership, namely the Land Certificate, which each region has a different name mention. Generally, people still believe that Regulate Land Certificates is a sign of proof of land rights. It doesn't matter whether Regulate Land Certificates is a product before 1960 or later and what its legal status is. So, if a certain piece of land already has an Regulate Land Certificates, the owner already feels safe.

The actual Land Certificate is a land product tax letter, before the enactment of the was indeed proof of ownership of land rights, but after the enactment of the Land Certificate is no longer a proof of land rights, but only a certificate of object to land, and finally with the existence of Law Number 12 of 1985 concerning Land and Building Tax known as a land certificate in the form of a Seal is a sign of payment or repayment taxes do not constitute the ownership of rights. [9]

Before the issuance of the in a formal juridical manner, the Land Certificate in the form of a seal was actually recognized as a sign of proof of land rights, but again that after the enactment of the in the form of a seal was no longer valid. This is also emphasized by the Decision of the Supreme Court of the Republic of Indonesia. No. 34/K/Sip/1960, dated February 19, 1960 which states that a certificate of petuk or girik (proof of UN acceptance) is not a sign of proof of land rights. There is still a growing understanding that a Land Certificate is proof of ownership of land rights after the , due to the assumption that the legality of ownership can be proven by

physical control and stated in the Land Certificate. Things like this are still evolving in society, government, including in the judicial environment. On the basis of this evidence, the community already feels safe, because they feel that they already have proof of ownership of their land rights.

After the issuance of the, land certificates in the form of seals and similar customary rights are no longer valid as proof of ownership of land rights. Based on the, proof of legal ownership is a certificate of land rights obtained through the registration of land rights. In other words, Regulate Land Certificates no longer has legal force as proof of ownership or is no longer recognized as proof of land rights. But the problem among the public in general, including government agencies such as tax agencies, law enforcement agencies such as the Police, Prosecutors and Courts as well, still considers Land Certificates or seal letters as evidence of ownership of land rights, so there are still many court products in the form of judgments that corroborate the existence of Land Certificates or seal letters as evidence of ownership. The fact that most lands that do not have proof of certificate are customary land or it can be former customary land, land obtained from buying and selling transactions that are only based on the Deed of Sale and Purchase as well as lands derived from the Dutch government that have not been converted into property rights. If the land is customary land, then the status of the land becomes customary land and above it local customary law applies. However, if the land is not customary land or can be said to be a former customary land, then the land is still state land. Because in its classification the land can be divided into 2 types, namely:

- a. Land rights, land rights are lands that already belong to something of land rights, for example land rights as mentioned in Article 16 of the Basic Agrarian Law.
- b. State land, state land is land on which there is no right from the community and the land is directly controlled by the state.

If the land is said to be property rights but does not have proof of a certificate of property rights, then the land cannot be called a property right but can be said to be land with the status of right of use, because after the promulgation of Law Number 5 of 1960, simultaneously all land rights must be registered with the National Land Agency. Thus, physical possession of land for generations, but having no legal evidence is not a property right, but only as a right of use to manage the land in question. If the holder of the right wants to strengthen the status of the land into property rights, it must be registered with the National Land Agency in accordance with Government Regulation No. 24 of 1997 concerning land registration. All land rights, be it new land rights or land rights originating from the Dutch rule, must be registered and converted into property rights. Likewise, land rights obtained by buying and selling transactions or former customary lands must be registered to obtain proof of land ownership in the form of certificates of land rights.

According to the AP. There are too many problems arising from the assessment of customary lands such as girik, letter c, petuk, grant sultan and similar rights derived from customary rights. The courts were filled with many land cases that should have been converted. Customary lands should have been converted and subject to the provisions of the , as the government could no longer issue evidence of land rights subject to the old legal system. Thus, girik, letter c, and other customary rights lands can no longer be used as evidence of ownership. Proof of old rights under Articles 24 and 25 of Government Regulation No. 24 of 1997 on Land Registration states that the proof of old rights derived from the conversion of old rights is evidenced by written evidence and testimony of witnesses and/or statements of the applicant whose truth is deemed sufficient to register by the Adjudication Committee for systematic registration or the Head of the Land Office for sporadic registration. [10]

The assessment is obtained on the basis of the collection and research of juridical data on the parcel of land concerned by the Adjudication Committee in Land Registration systematically or by the Head of the Land Office in sporadic land registration. On the basis of evidence and minutes of ratification, land rights whose physical data and juridical data are complete and there is no dispute, are bookkeeping, are carried out in the land book and issued certificates of land rights. Juridical data is a description of the legal status of land plots and units of flats registered, their rights holders and the rights of other parties as well as other burdens that burden them as described in Article 1 number 7 of Government Regulation No. 24 of 1997 concerning Land Registration. Meanwhile, Physical Data data is a description of the location, boundaries and area of a plot of land and units of flats listed, including information about the existence of buildings or parts of buildings on it as described in Article 1 number 6 of Government Regulation No. 24 of 1997 concerning Land Registration.

Based on what has been explained above, it should be that proof of ownership of land rights on the basis of girik evidence alone is not enough, but it must also be proven by physical data and other juridical data and physical control of the land by the person concerned successively or continuously for 20 (two) tens of years or more. Note that the control is carried out on the basis of good faith and openly by the person concerned as the person entitled to the land, and is strengthened by the testimony of a trustworthy person and the control is not disputed by the customary law community or the village/kelurahan concerned or other parties.

Land Certificate is physical evidence of control over land that has long been known by the people of

Indonesia. Based on the history before the existence of Law No. 5 of 1960 concerning the Basic Regulations of Agrarian Principles, a Regulate Land Certificate is a letter indicating that control over a piece of land that has been controlled by a person. Land Certificate is a certificate issued by the Village Head, Lurah or Traditional Head in an area at that time. Surat Keterangan Tanah itself is a general designation used to facilitate the mention in language, Surat Keterangan Tanah has many varieties including sporadic, girik, letter C, Petok D and so on, all of which are forms of variety of Regulate Land Certificates in various regions and their implementation is also limited to a certain area only.

Before the existence of the to control a piece of land, the community only needed to free up the desired land and work on the land. This is because at that time the large area of Indonesia was a large forest that had no owner. Based on the right to land, the land is the land controlled by the Indonesian nation and is a common land, all Indonesians are entitled to the land. Furthermore, after the issuance of Law No. 5 of 1960 concerning the Basic Regulations of Agrarian Principles, every act related to the earth (land) must be based on applicable laws and regulations. In other words, freeing up land is no longer allowed. This is because progress in development requires forest clearing and on the other hand there are still many land registrations that have not been completed which can cause disputes that can hinder development.

After the birth of Law No. 5 of 1960 concerning the Basic Regulation of Agrarian Principles, every piece of land owned by the Indonesian people to prove their rights must have a Property Rights Letter hereinafter referred to as SHM or Land Certificate issued by BPN as an institution that has the authority to issue land certificates for the community or legal entities. The existence of land certificates as proof of land ownership, causes land certificates that used to be proof of ownership of a piece of land for the community, especially in the area, to change their function as a basis for rights or basic evidence of a piece of land only. This has resulted in many land disputes between land certificate holders against Land Certificates which often override Land Certificates and land certificates. However, it is not uncommon for judges in the holder of power in deciding cases to win a Land Certificate as valid evidence for a piece of land.

Based on the explanation of Article 24 paragraph (2) of Government Regulation No. 24 of 1997 concerning Land Registration, that a Land Certificate is physical evidence of a piece of land used for the land registration process. The Land Certificate itself is an important evidence in the process of proving a piece of land for the issuance of land certificates. Where in the event that the evidence is incomplete or does not exist, then the Land Certificate as a certificate explaining the physical condition of a piece of land can be used but must be accompanied by other evidence to support the proof of the Land Certificate such as evidence of land control, proof of payment of land and building taxes or arable permits if the land plot is a plot of agricultural land and other evidence to strengthen the evidence.

Based on the explanation from Government Regulation No. 24 of 1997 and the Regulation of the Minister of Agrarian affairs and Spatial Planning No. 3 of 1997 above, a Land Certificate is as physical evidence of a piece of land which is hereinafter referred to as the basis of rights or basic rights in the land registration process. In the process of land registration, the Land Certificate has a position as one of the conditions for land registration, which can be called a basis for rights in land registration. With a Land Certificate, a person can prove his rights to a piece of land accompanied by complete other evidence.

4. Conclusion

The evidentiary power of the Land Certificate, as evidence of ownership rights to land by the community is only a certificate regarding land objects that are physically controlled by the community and as written evidence under the hands that do not have binding legal force as evidence of ownership rights to land, however, the tool can be used as evidence in advance of the Court, The Land Certificate is also a letter that is categorized as a basis for rights or juridical data on land which is used as a condition for completing the requirements for applying for land rights as stipulated in the provisions of Government Regulation Number 24 of 1997 concerning Land Registration. The power of Regulate Land Certificates based on applicable laws and regulations is one of the written evidence that can be used as evidence of the basis for the right to issue certificates. The Land Certificate must be supported by other evidence in its evidence such as evidence of land tenure, proof of payment of land and building taxes or a cultivation permit if the land plot is a plot of agricultural land and other evidence to strengthen the evidence.

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