

Strengthening the Function of Notarial Deeds in Guaranteeing the Validity of Government Electronic Contracts

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ABSTRACT

This study aims to analyze the strengthening of the function of notarial deeds in guaranteeing the validity of electronic contracts in government procurement of goods and services. The development of e-procurement systems has driven a significant digital transformation in the procurement process, thus demanding stronger legal certainty, particularly in the aspects of the validity and evidentiary power of electronic contracts. The research method used is a normative juridical approach by examining relevant laws and legal concepts. The results show that although electronic contracts have been legally recognized, their status remains as private deeds with limited evidentiary power. Notarial deeds, as authentic deeds, have perfect evidentiary power and can strengthen legal certainty in electronic contracts. However, the absence of explicit regulations regarding the involvement of notaries in electronic contracts creates a normative vacuum. Therefore, the concept of cyber notary is an adaptive solution in integrating the role of notaries into digital systems. Strengthening regulations, harmonization of regulations, and support for technological infrastructure are needed to optimize the role of notaries in guaranteeing the validity of electronic contracts. This research is expected to contribute to the development of laws that are responsive to developments in information technology.

Keywords: deed, notary, law, contract, electronic

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1. INTRODUCTION

The development of the digital era, marked by advances in internet technology, has brought significant changes to various aspects of life (Cahyadi *et al.*, 2023). These advances influence consumer behavior, lifestyles, and *patterns* of fulfilling people's needs (Sedana, 2023). These changes relate to individuals' perspectives on accessing and utilizing information. The need for rapid decision-making, unconstrained by

space and time, is also increasing (Hervansyah *et al.*, 2025). The rapid growth of information technology has also opened up various new business opportunities. One such emerging opportunity is internet-based trading systems. Internet use is no longer limited to communication but has become an essential part of business activities and daily life.

The development of e-commerce in Indonesia is significantly influenced by the steady increase in the number of internet users. This large number of internet users

indicates a high level of digital technology adoption in society (Indrianisa *et al.*, 2025). This makes Indonesia one of the largest e-commerce markets in Southeast Asia. The large population connected to the internet offers vast potential for the growth of digital transactions and encourages the development of a technology-based economic ecosystem (Setiawan *et al.*, 2022).

The development of e-commerce has enabled the formation of contractual relationships between the government and the private sector (Arisena *et al.*, 2023). This transformation is driven by changes in the procurement system for goods and services, which previously relied on conventional procurement methods. The old system tended to involve direct interaction between the committee and the supplier, opening up opportunities for irregularities, lacking transparency, and requiring significant time and costs (Warsito & Dewi, 2025). These conditions have prompted the government to shift to electronic systems to increase efficiency, transparency, and accountability in the procurement process.

The implementation of electronic procurement is supported by government policy through relevant institutions that manage information technology-based systems. Electronic procurement services serve as a means to facilitate the digital procurement process, including through the use of marketplaces or electronic catalogs (Toubal *et al.*, 2022). These systems provide infrastructure and transaction services for government agencies and goods or service providers. System management and oversight are carried out by authorized institutions, involving various parties, including government agencies, business actors, and related organizations (Sharma *et al.*, 2021). The involvement of notaries is also crucial in providing legal force through authentic deeds that can be used as evidence in the event of a contractual breach (Liu, 2025).

Electronic transactions, as part of e-commerce, have given rise to a new form of contract that remains within the legal framework of agreements. The existence of a contract is a key element because it is binding on the parties involved (Cahyadini *et al.*, 2023). The process of forming an agreement in electronic transactions is carried out through the digital exchange of data or forms. An agreement is deemed to have occurred when an offer sent by one party is accepted by the other party in an electronic system (Sulistiyawati & Kusumawardhani, 2021). The implementation of agreements in electronic transactions is based on the principle of trust between the parties (Perwitasari *et al.*, 2025). The seller is expected to deliver the goods as agreed, while the buyer fulfills their payment obligations. This trust is the main foundation for the continuity of digital transactions that do not involve face-to-face meetings.

These provisions demonstrate that the Indonesian legal system recognizes electronic documents and contracts as valid evidence and is legally binding on the parties (Wibowo & Putri, 2024). Normatively, contracts made electronically remain valid as long as they meet the requirements for a valid agreement as stipulated in civil law. This confirms that technological developments do not eliminate the fundamental principles of contract law but rather adapt their form to suit digital systems (Hong & Wei, 2022). In the context of government procurement of goods and services, a contract is defined as a written agreement between an authorized party and a provider or implementer of activities. The implementation of electronic contracts in practice still faces various challenges, both ethical and legal (Koos, 2023). Legal issues often arise when one party fails to fulfill its obligations as agreed in the contract.

The authority of a notary to create authentic deeds is regulated in the regulations concerning the office of notary, which grants notaries the right to create deeds for

various legal acts, agreements, and determinations desired by the parties or required by law (Sarma *et al.*, 2024). This provision demonstrates the important role of notaries in granting legal force to an agreement through an authentic deed. However, existing regulations do not explicitly regulate the creation of deeds related to electronic contracts or agreements made through digital systems.

This situation indicates a regulatory gap in the law regarding the role of notarial deeds in electronic contracts (Dewi, 2022). On the one hand, regulations regarding electronic transactions have recognized digital documents as valid evidence (Turner, 2025). On the other hand, regulations regarding the position of notaries have not provided a clear explanation of their role in strengthening electronic contracts through authentic deeds (Koos, 2023). This situation creates uncertainty regarding the role of notarial deeds in the context of electronic transactions.

The impact of this regulatory gap is evident in practice, creating uncertainty regarding the evidentiary validity of electronic agreements (Setiawan *et al.*, 2022). Digital transactions generally involve electronic documents or private agreements signed electronically. Under the law of evidence, such documents lack the full evidentiary validity of authentic deeds, requiring additional evidence in the event of a future dispute (Škudienė *et al.*, 2025).

A similar situation exists in government procurement practices that have been implemented electronically (Wadipalapa *et al.*, 2024). The contracts used generally take the form of written agreements between the authorized party and the goods or services provider, without the involvement of a notary (Kusumawardhani, 2024). As a result, these contracts are merely private deeds. When a breach of contract or dispute occurs, the contract's evidentiary force is weakened, potentially leading to differing interpretations between the parties.

The development of notarial law also reveals other issues in the form of unclear

norms and inconsistencies between regulations (Genial & Al-Fath, 2025). The concept of cyber notary is becoming known as a form of utilizing information technology in the performance of notarial duties, including the creation and management of electronic documents. This concept emerged in response to the increasing use of technology in legal transactions. However, its implementation still faces obstacles due to the lack of clear regulations (Dewi, 2022). Electronic transaction regulations recognize digital documents as valid evidence, while notarial regulations still prioritize authentic deeds as written evidence prepared by public officials (Koniyo *et al.*, 2023). This discrepancy raises questions about the place of authentic deeds in electronic transaction systems.

This situation demonstrates the need for regulatory updates and adjustments to accommodate technological developments. Establishing a clear legal framework is necessary to fill regulatory gaps and harmonize existing provisions. The presence of notarial deeds in electronic contracts is expected to provide greater evidentiary weight, thereby ensuring legal certainty and providing greater protection for parties in electronic transactions, including government procurement of goods and services.

Based on the problems described, the purpose of this study is to analyze and formulate a strengthening of the function of notarial deeds in guaranteeing the validity of government electronic contracts. The focus of the study is directed at efforts to clarify the position of authentic deeds in the electronic transaction system, particularly in the digital procurement of government goods and services. This study aims to examine the role of notaries in providing legal certainty for electronic contracts through the creation of authentic deeds that have perfect evidentiary force.

The analysis is carried out on the lack of norms, unclear regulations, and disharmony between laws and regulations related to

electronic transactions and the notary's position. In addition, this study also aims to formulate a concept or model for strengthening the role of notaries that is adaptive to developments in information technology, including the possibility of implementing the concept of cyber notary in the Indonesian legal system.

2. METHODS

2.1. Type of research

This type of research is normative juridical legal research that focuses on the study of legal norms by referring to applicable laws and regulations and legal principles in society (Liu, 2025). This research is also known as doctrinal legal research, namely research that aims to systematically explain the legal provisions governing a particular field. The normative approach in legal research is understood as a scientific procedure for finding the truth based on the logic of legal science from the perspective of applicable norms. This approach is built on the methods and working methods of normative legal disciplines (Perwitasari *et al.*, 2025). Based on the background and formulation of the problem studied, this research places notarial deeds as the main evidence in electronic-based government procurement contracts as the focus of the study.

Another perspective explains that legal research is not limited to the study of positive law alone (Santika *et al.*, 2022).

Legal norms are not only defined as written rules established by authorized institutions, but also encompass legal principles developed in doctrine and practice. This research seeks to determine the alignment between legal rules and legal norms and their underlying principles, thus determining whether existing provisions align with the values of justice and legal certainty.

2.2. Types of approaches

The approaches used in this research include a legislative approach and a conceptual approach. The legislative approach is conducted by examining

various regulations related to the legal issue under study, including provisions in civil law, electronic transaction regulations, consumer protection, and other relevant regulations (Lawn *et al.*, 2025). The conceptual approach is conducted by examining the views of legal experts and developing doctrines as a basis for constructing legal arguments to address the research problem.

2.3. Sources of Legal Materials

The legal sources used in this study consist of primary and secondary legal materials. Primary legal materials consist of laws and regulations related to electronic contracts and the procurement of goods and services (Bhattacharjee *et al.*, 2024). Secondary legal materials include legal literature, scientific books, and relevant journal articles to support the analysis. Both types of legal materials are used as a basis for formulating solutions to the legal problems studied.

2.4. Legal Material Collection Techniques

The collection of legal materials was conducted through a search and inventory of various regulations and literature relevant to the research topic. This process included identifying legal issues related to the status of notarial deeds as evidence in electronic contracts (Wibowo & Putri, 2024). All legal materials were then classified based on their sources and hierarchy for systematic analysis. The analysis of legal materials was conducted comprehensively through the stages of organizing, grouping, and interpreting all collected legal materials (Mahy, 2022). The analytical techniques used included evaluative, interpretative, systematic, constructive, and argumentative approaches. Evaluation was conducted to assess the accuracy of a norm or legal opinion (Wanzala & Obokoh, 2025). Interpretation was used to understand the meaning of legal provisions through various interpretative methods. The constructive approach was carried out by constructing legal arguments through analogy or other legal reasoning (Sujana *et al.*, 2022). The

entire analysis process aimed to produce logical and scientifically justifiable conclusions.

3. RESULTS AND DISCUSSION

3.1. *Strengthening of the function of notarial deeds in guaranteeing the validity of government electronic contracts*

The development of electronic-based government procurement systems for goods and services through e-procurement mechanisms has transformed the legal relationship between parties. The digital transformation of procurement demands legal instruments capable of guaranteeing validity, evidentiary power, and optimal legal protection (Warsito & Dewi, 2025). Notarial deeds, as authentic documents, hold a strategic position in addressing these needs because they possess full legal evidentiary power.

The validity of electronic contracts has essentially been recognized in the Indonesian legal system. This recognition is reflected in Law Number 11 of 2008 concerning Electronic Information and Transactions as amended by Law Number 1 of 2024. The provisions in Article 5 paragraph (1) emphasize that electronic information and electronic documents are valid legal evidence. Article 18 paragraph (1) also states that electronic contracts bind the parties who make them. This regulation shows that the state has legitimized electronic transactions as part of legitimate legal activities (Perwitasari *et al.*, 2025). This recognition does not fully address the issue of optimal evidentiary strength because electronic documents are generally still categorized as private deeds.

The legal standing of an authentic deed in evidence law is higher than that of a private deed. The provisions of the Civil Code provide the basis for a legally executed agreement to be binding on the parties. Article 1868 of the Civil Code explains that an authentic deed is one made by or before an authorized public official. Such a deed

has full evidentiary force regarding its contents. This position places the notarial deed as a crucial instrument in strengthening the validity of electronic contracts, particularly in the context of government procurement of goods and services.

Government procurement of goods and services is regulated by Presidential Regulation Number 16 of 2018, as most recently amended by Presidential Regulation Number 46 of 2025. This regulation stipulates that procurement is carried out electronically through the Electronic Procurement Services (LPSE) system and the use of e-marketplaces. Article 71 stipulates that the procurement process be conducted using an integrated digital system. This system aims to increase transparency, efficiency, and accountability. Contracts executed under this system are generally conducted electronically without the involvement of a notary. This situation raises questions about the validity of contracts in the event of a dispute (Toubal *et al.*, 2022).

Strengthening the function of notarial deeds is important in bridging the need for legal recognition of electronic documents (Fa'adillah, 2025) and the need for evidence that has perfect force. Law Number 2 of 2014 concerning Amendments to Law Number 30 of 2004 concerning the Position of Notary gives notaries the authority to make authentic deeds regarding legal acts, agreements, and stipulations desired by the parties. The provisions in Article 15 paragraph (1) emphasize that notaries have the authority to set out the agreements of the parties in the form of authentic deeds. This authority can be optimized in the context of electronic contracts by integrating the role of notaries in the digital process.

The absence of explicit regulations regarding the involvement of notaries in electronic contracts indicates a legal vacuum. This vacuum creates legal uncertainty regarding the evidentiary validity of electronic contracts in practice (Genial & Al-Fath, 2025). Electronic

documents used in government procurement often have only the force of private deeds. This situation poses risks in the event of default or disputes, as proving in court requires additional processes to ensure the validity of the documents.

The concept of cyber notary is a relevant approach to addressing these issues. The use of information technology in the performance of notarial duties enables the creation of authentic deeds in electronic form. This concept aligns with the development of the digitalization of legal services. The implementation of cyber notary requires a clear legal basis to avoid conflicting norms (Hong & Wei, 2022). Harmonizing the Electronic Information and Transactions Law with the Notary Law is a crucial step in creating an integrated system.

Strengthening the function of notarial deeds in government electronic contracts is also related to the principles of good governance. Transparency, accountability, and legal certainty are key elements in government procurement of goods and services. Notary involvement in the contractual process can increase trust between the parties and minimize the potential for disputes (Hou & Fu, 2024). An authentic deed provides assurance that the contract's contents have been legally agreed upon and are legally binding.

Integrating the role of notaries in the electronic procurement system can be achieved through policies that regulate the obligation or option to use authentic deeds in certain contracts. Contracts with high value or high risk can be required to use notarial deeds to ensure maximum legal protection.

This approach not only improves contract quality but also strengthens the evidentiary system in dispute resolution (Turner, 2025). Strengthening the function of notarial deeds also requires the support of legal and technological infrastructure. Digital systems used in procurement must be able to accommodate the creation, storage, and verification of electronic deeds.

Collaboration between government agencies, notaries, and technology providers is key to realizing an effective system. Derivative regulations governing the technical implementation of cyber notary services need to be developed to provide certainty in implementation. A legal structure that integrates notarial deeds into government electronic contracts will provide significant benefits. Legal certainty is increased because the contract has perfect evidentiary force (Koos, 2023). Legal protection for the parties is more assured. The potential for disputes can be minimized through clarity of contract content outlined in an authentic deed. Efficiency in dispute resolution can also be achieved because the evidentiary process is simplified.

3.2. The role of notaries in providing legal certainty for electronic contracts through the creation of authentic deeds that have perfect evidentiary force

The role of notaries in providing legal certainty for electronic contracts is becoming increasingly important as digital transactions expand across various sectors, including government and business (Sugiyono, 2024). Legal certainty in electronic contracts relates not only to the recognition of the validity of digital documents but also to the strength of evidence, clarity of the parties' rights and obligations, and legal protection in the event of disputes.

Recognition of electronic contracts in Indonesia has been regulated in Law Number 11 of 2008 concerning Electronic Information and Transactions as amended by Law Number 1 of 2024. The provisions of Article 5 paragraph (1) state that electronic information and/or electronic documents are valid legal evidence. Article 18 paragraph (1) confirms that electronic contracts bind the parties who make them. This regulation provides a legitimate basis for electronic contracts to have legal force. The existence of these provisions does not fully guarantee legal certainty in the aspect

of evidence because most electronic contracts are categorized as private deeds. Notaries have a strategic role in improving the quality of legal certainty through the creation of authentic deeds. Based on Law Number 2 of 2014 concerning Amendments to Law Number 30 of 2004 concerning the Position of Notary, specifically Article 15 paragraph (1), notaries are authorized to create authentic deeds regarding all actions, agreements, and provisions required by statutory regulations or desired by the parties. Authentic deeds have perfect evidentiary power as regulated in Article 1868 of the Civil Code. This power makes notarial deeds the strongest evidence in civil law.

The involvement of a notary in electronic contracts can provide legal certainty in several ways. First, verifying the identity of the parties. The notary ensures that the parties to the contract are legitimate legal entities and have the authority to perform legal acts. Second, ensuring certainty regarding the contract's content. The notary helps formulate clauses clearly, completely, and without openness to multiple interpretations. Third, ensuring certainty about the date and time of the contract's creation has important evidentiary value in disputes (Toubal *et al.*, 2022).

Technological developments have led to the emergence of the concept of cyber notary, namely the implementation of notarial authority based on information technology. This concept allows for the creation of deeds in electronic form without compromising their authenticity. Although not yet regulated in detail in legislation, the concept of cyber notary has gained an implicit normative basis in the Notary Law, which opens up space for the use of technology in the performance of official duties. Furthermore, Government Regulation Number 71 of 2019 concerning the Implementation of Electronic Systems and Transactions provides a basis for the validity of electronic systems in supporting legal activities.

Normatively, strengthening the role of notaries can be based on various relevant civil law provisions. The Civil Code provides the primary basis through Article 1313, which defines agreements, Article 1320, which regulates the valid conditions of an agreement, and Article 1338, which affirms that every legally made agreement applies as law for the parties. The provisions of Article 1868 also affirm the position of authentic deeds as evidence with perfect evidentiary force. Law Number 2 of 2014 concerning the Office of Notaries strengthens this position by granting notaries the authority to create authentic deeds for any legal act desired by the parties. Other regulatory support can be found in Law Number 48 of 2009 concerning Judicial Power, which emphasizes the importance of evidence in the judicial process; Law Number 30 of 1999 concerning Arbitration and Alternative Dispute Resolution, which opens up space for agreement-based dispute resolution; and Law Number 8 of 1999 concerning Consumer Protection, which guarantees protection in legal relations. Furthermore, Law Number 25 of 2009 concerning Public Services and Law Number 14 of 2008 concerning Public Information Disclosure also support the principles of transparency and accountability. Government Regulation Number 71 of 2019 concerning the Implementation of Electronic Systems and Transactions provides the technical basis for a reliable electronic system, while Presidential Regulation Number 16 of 2018 in conjunction with Presidential Regulation Number 46 of 2025 regulates the electronic procurement of government goods and services.

The role of a notary is also related to dispute prevention. Electronic contracts drawn up under supervision or in the form of a notarial deed tend to have better legal standing. The risk of default can be minimized due to clear rights and obligations and the presence of strong, authentic evidence. If a dispute does arise, a

notarial deed facilitates the evidentiary process in court because the judge can immediately recognize the formal and material truth of the deed.

Legal certainty in electronic contracts requires synergy between regulations, technology, and the role of public officials such as notaries (Genial & Al-Fath, 2025). Strengthening the role of notaries through more specific regulations regarding electronic deeds will significantly contribute to creating a legal system that adapts to digital developments. Integration of the Electronic Information and Transactions Law, the Notary Law, and other implementing regulations is a crucial step in ensuring that electronic contracts are not only legally valid but also provide certainty and optimal protection for the parties (Hou & Fu, 2024).

4. CONCLUSIONS

The research concludes that digitalization of government procurement of goods and services through e-procurement increases efficiency but does not fully guarantee legal certainty, particularly in the evidentiary power of electronic contracts, which are still classified as private deeds. Notarial deeds, as authentic deeds, play a strategic role because they provide complete evidentiary power and guarantee the validity of agreements. The absence of explicit regulations regarding the role of notaries in electronic contracts creates a normative vacuum. The concept of cyber notary is an adaptive solution to strengthen legal certainty. Strengthening regulations and technology integration are necessary to optimize the role of notaries in supporting a trusted digital legal system.

ACKNOWLEDGMENT

The authors would like to express their sincere gratitude to legal experts, notaries, government officials, and academics who contributed to this study entitled "Strengthening the Function of Notarial Deeds in Guaranteeing the Validity of Government Electronic Contracts." We also

thank our institution, reviewers, colleagues, families, and friends for their valuable support.

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