



# Shifting the Concept of Flats Ownership in Indonesia

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## ABSTRACT

The concept of ownership of a condominium unit in the form of Ownership Rights to Flat Unit is ownership of units of individual building parts along with common parts, shared objects, and shared land. However, since the enactment of Flats Law, there have been efforts to incorporate the concept of strata title as the concept of condominium ownership. The concept of strata title is the concept of ownership of high-rise buildings that are separated from the ownership of the land. In this paper, the issues are whether the provisions of any laws that contain the concept of strata title and whether legal efforts are being made to restore the basic principle of ownership of condominium units. This research can be categorized as normative research. The objects studied are several laws and regulations that contain rules regarding the ownership of flats. The results showed that there are several articles of law that contain the concept of strata title, namely Article 46 paragraph (1) and Article 48 Flats Law, Omnibus Law on Land Chapter, Article 17 paragraph (1) letter b Government Regulation No. 18/2021, as well as Article 6 paragraph (2) and Article 14 paragraph (1) Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016. For this reason, a judicial review must be carried out on the Flats Law and Omnibus Law and revoke Article 71 paragraph (1), letter b, Government Regulation No. 18/2021, and Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016.

**Keywords:** Shifting; Concept; Flats; Ownership of Flat Unit; Strata Title

## 1. INTRODUCTION

Article 28H paragraph (1) of the 1945 Constitution of the Unitary State of the Republic of Indonesia explains that every person has the right to live in physical and spiritual prosperity, to live and to have a good and healthy living environment and to have the right to health services. With the most densely populated population in the world, congested locations are not only in Indonesia's big cities but also extend to the outskirts of the city. To overcome housing and settlement problems, especially in densely populated areas, the government chose to organize the construction of flats [1].

The implementation of flats is one of the alternative solutions to problems in housing and settlements, especially in urban areas where the population continues to grow, while reducing land use, creating more spacious urban open spaces and urban rejuvenation for slum areas [2]. In Indonesia, the history of flat construction flats began in 1978 and grew in the 1990s by adopting the condominium concept. The definition of a condominium as conveyed by Henry R. Cheeseman is as follows: "a condominium is a form of ownership in a high-rise building. Buyers of a condominium, (1) have proof of

ownership of the units, (2) have shared areas (such as: hallways, elevators, parking lots). Owners can sell or rent units without having to ask permission from other unit owners. The owner of a unit is charged a monthly fee for the maintenance and upkeep of the shared area" [1].

The construction of houses with the condominium system is motivated by the government's desire to provide decent housing at affordable prices while increasing the usability and usability of land in densely populated areas and overcoming the scarcity of land whose price is becoming increasingly expensive. Towards that end, the government enacted Flats Law No. 16 of 1995 concerning Flats and Government Regulation No. 4 of 1988 concerning Flats. It is expressly permitted under Law No. 16 of 1985 to own parts of a building individually with Ownership Rights to Flat Unit. The other part and the land, on the other hand, become a collective right that cannot be separated from the ownership of the condominium. As proof of the rights, an Certificate Ownership Rights to Flat Unit is issued, which includes a copy of the Land Book and Measurement Letter, a drawing of the floor plan of the flats showing the condominium units owned, and a description of the

amount of rights to collective shares, collective objects, and collective land, which are inseparable [3].

However, since the enactment of Law No. 20 of 2011 concerning Flats, which revoked Law No. 16 of 1985 concerning Flats, several provisions have changed, particularly those relating to flat ownership. Thus far, condominium unit ownership is provided in the form of Ownership Rights to Flat Unit, with proof of ownership provided in the form of Certificate Ownership Rights to Flat Unit. The new Flats Law recognizes condominium ownership with 2 (two) proofs of ownership: Certificate Ownership Rights to Flat Unit and Building Ownership Letter. The Certificate Ownership Rights to Flat Unit is granted ownership rights for condominium units built on proprietary land, building use rights or use rights on state land, and building use rights or use rights on management rights land. On the other hand, Building Ownership Letter is issued for leasehold flats built on state or regional or waqf land.

What is equally significant is that, following the promulgation of Law No. 11 of 2020 concerning Job Creation (Omnibus Law), foreigners domiciled in Indonesia will be able to own flats built on Building Use Rights land with Right to Use Flat Unit. This demonstrates the government's efforts to use the concept of strata title by incorporating it into the law's content. According to the Minister of Agrarian Affairs and Spatial Planning/ Head of National Land Agency, the Omnibus Law was designed to explain the difference between land and apartments/flats. Foreigners can buy an apartment/flat without a land contract because the issue of land is unimportant to them. What matters is the ownership status of the apartment/flat. This statement clearly indicates a change or shift in the concept of flat ownership from Ownership Rights to Flat Unit to strata title.

Essentially, the concept of strata title is not recognized by Flats Law. The primary distinction between Ownership Right to Flat Unit and strata title is that ownership in Ownership of Flats Unit includes ownership of a condominium unit as well as collective parts, collective objects, and collective land. This is affirmed by the formulation of Article 1 point 1 Flats Law, which states that flats are multi-story buildings built in an environment divided into functionally structured parts, both horizontally and vertically, and are units that can each be owned and used separately, particularly for dwellings equipped with shared parts, shared objects, and shared land.

In contrast to Ownership Rights to Flat Unit, strata title ownership is limited to buildings and does not include land ownership. A strata title is a type of land ownership that occurs when there are multiple property owners on the same piece of land. In the Indonesian property dictionary, it is stated that the most common type of strata title is found in multi-story apartments because

a person's property rights on that floor (strata layer) intersect with the ownership of each unit. The term "strata title" is derived from the word "stratum," which means "layer." A stratum is a grouping of several strata. Shepherd J as quoted by I.M. Shukri and Ainul Jaria Maidin in their book "Malaysian Strata Title, Law and Procedure" explain: "*Strata title or "title sky" or title in "mid-air" is the form of ownership document devised for evidencing ownership of parcels in multi-level of multi-storey buildings or blocks (commonly referred as high-rise property) erected on a piece of alienated land. Strata is said to refer to spaces or layers on different planes, each being separated from the other by horizontal planes or level*". Strata schemes are used as property developments that divide buildings or land into strata rights. As proof of ownership of the unit, a proof of right is issued, which is separate from the land [4].

Generally, the concept of strata title is used by Anglosaxon countries that adhere to a common law system that adheres to the accessit principle (principle of attachment). In the Civil Code, the principle of attachment is distinguished into the principle of horizontal attachment and the principle of vertical attachment. The principle of horizontal attachment, attaching objects as an inseparable part of the main object, such as the balcony with the main house as stated in Article 588 of the Civil Code. While the principle of vertical attachment is related to the relationship between land and objects (buildings or land) that are on it or in it. The principle of vertical attachment is a legal principle derived from Roman law, namely superficies cedit solo, which according to M.J.A van Mourik means: "*The one, who owns the ground, owns also the buildings on that ground. You can't own the floor of a building*" (the owner of a piece of land is also the owner of the building above it [8]. In some countries such as Singapore, Malaysia and Australia, strata title is developed in many forms such as master planned estates (MPEs), unit complexes and apartment buildings [5]. The property ownership model with strata title is carried out on a large scale and is mostly carried out in areas with high population density in the context of efficiency and sustainability of the metropolitan area. Likewise in America, which also uses the concept of strata title, but the term used is condominium. The primary objective of the legislation governing strata title apartment ownership is to facilitate the conversion of land into units with individual identities, in which each unit can be traded, similar to buying and selling land, but the ownership rights are separate from the land [6]. Therefore, strata title refers to ownership rights over parts or layers of high-rise buildings (strata lots or parcels) that are separate from the land [7]. The research problems are (a) What are the legal provisions that include the concept of strata title?, and (b) What legal measures should be taken to reestablish the fundamental principle of condominium ownership?

## 2. METHOD

The researchers used a normative juridical research method based on secondary data to address the issues raised (library data). The data sources used were reference books, journals, and laws and regulations containing flats' studies and rules. This research is a descriptive-analytic study that aims to explain or describe the shift in the concept of flat ownership from Ownership Rights to Flat Unit to strata title and the legal efforts that must be made to return to the basic principles of flat ownership in Indonesia. The data used in normative juridical research is only secondary data (library data), which includes:

- a. Primary legal materials are binding legal materials such as Law No. 5 of 1960 concerning Basic Regulations on Agrarian Principles (Basic Agrarian Law), Law No. 20 of 2011 concerning Flats (Flats Law), Law No. 11 of 2020 concerning Job Creation (Omnibus Law), Government Regulation No. 103 of 2015 concerning Ownership of Residential or Residential Houses by Foreigners Domiciled in Indonesia, Government Regulation No. 18 of 2021 concerning Management Rights, Land Rights, Flat Units and Land Registration, and Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016 concerning Procedures for Granting, Release, or Transfer of Rights to Ownership of Residential Or Occupancy Houses by Foreigners Domiciled in Indonesia;
- b. Secondary legal materials, namely legal materials that provide explanations of primary legal materials such as reference books and legal journals;
- c. Tertiary legal materials are legal materials that provide explanations of primary and secondary legal materials that can be obtained from the property dictionary, the Indonesian Dictionary, and by accessing data on the internet.

Furthermore, the researcher analyzed the data obtained qualitatively in the form of a description that described the study results and the conclusion was drawn using the method of deductive logic.

## 3. RESULT AND DISCUSSION

### *3.1. Several provisions that contain the concept of strata title*

From several laws and regulations, several requirements that contain the concept of strata title are:

- a. Article 46 paragraph (1) Flats Law

Article 46 paragraph (1) of the Flats Law states that the right of ownership of the condominium unit is the ownership right to the condominium unit, which is separate from the individual with the joint rights to the shared object collective land. From the formulation of the

article, ownership of separate condominium units does not include ownership of collective land.

- b. Article 48 Flats Law

According to Article 48 paragraph (1) Flats Law, proof of ownership of the condominium unit on state/regional property in the form of land or waqf land by way of the lease in the form of Building Ownership Letter condominium unit. Furthermore, paragraph (2) states that the Building Ownership Letter for condominium units is an inseparable unit that includes a copy of the building book, a copy of the lease agreement on land, a picture of the floor plan at the level of the apartment in question that shows the condominium owned, and an explanation of the size of the share of the right to the common share and common object.

- c. Omnibus Law on Land Chapter

The Omnibus Law substance is divided into 10 (ten) clusters, namely: Licensing Simplification, Investment Requirements, Employment, Ease, Empowerment, and Protection of MSMEs, Ease of Doing Business, Research & Innovation Support, Government Administration, Sanctions Imposition, Land Acquisition, Investment, and Government Projects, and Economic Zones[8]. The land chapter is one of the materials that has implications for condominium unit ownership (cluster). This chapter contains rules governing the ownership of flats for foreign citizens on Building Use Rights Land, which can be directly granted with Right to Use Flat Unit.

- d. Article 71 paragraph (1) letter b Government Regulation No. 18 of 2021

According to the provisions of Article 71 paragraph (1) Government Regulation No. 18/2021, foreigners can own flats built on land with usufructuary rights or Building Use Rights on state land, management rights, or property rights.

- e. Article 6 paragraph (2) Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016

According to the article, condominium units built on Building Use Rights land or Management Rights and owned by foreigners as a result of buying and selling, grants, exchanges, and auctions, as well as other means intended to transfer rights, can be directly granted by Ownership Rights to Flat Unit with changes to Right to Use Flat Unit.

- f. Article 14 paragraph (1) Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016

In the article, it is stated that the registration of the change in Ownership Rights to Flat Unit with changes to Right to Use Flat Unit as referred to in Article 6 paragraph (2) is carried out by crossing out the words and Ownership Rights to Flat Unit numbers in the Land Book and Certificate Ownership Rights to Flat Unit, with all lists and maps of land rights and related land parcels and

replace them with the words and numbers Right to Use Flat Unit.

Furthermore, in the amendment column, it states: "*Ownership Rights to Flat Unit No: ... /..... is based on the provisions of Article 6 paragraph (2) Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016 concerning Procedures for Granting, Release, and Transfer of Rights to Ownership of Residential Houses or Occupancy by Foreigners Domiciled in Indonesia, is released and immediately granted with changes to Right to Use Flat Unit No: ... /.....*".

### **3.2. Legal Reservations in Restoring the Basic Principle of Condominium Ownership in the Condominium Ownership Arrangement**

In legal philosophy, justice is one of 3 (three) legal objectives that will lead to welfare. As a country that adheres to the notion of a legal state and a welfare state based on the ideology of Pancasila, the concept of a state of the law in Pancasila becomes the basis for the government in making policies and legal protection for holders of land rights and access to apartment ownership. The fulfillment of the community's need for housing in flats can achieve justice in the field of flats.

Quoting the opinion of Friderich Carl von Savigny, who stated that where there is a community, there is law (*ubi societas, ibi ius*). Therefore, the government must make policies and legal products that grow and develop with the spirit of the nation (*volksgeist*) of the Indonesian people, who have their cultural patterns, personalities, and traditions. Based on the concept, the provisions in the field of flats use the conception of national land law based on customary law (adat law). A legal principle known as "wiezaait, die maait" (whoever sows the seed, he has the right to reap it) applies in customary law (adat law) when a house is built by a member of the customary law community on ulayat land, which is communal land. The land above the building becomes the personal rights of the house owner concerned. Houses or plants planted according to legal provisions derived from customary law belong to those who build and plant them. This principle then applies in the ownership of condominium units where Ownership Rights to Flat Unit by law includes communal ownership of communal parts, communal objects, and communal land, all of which are inseparable units.

In the explanation of Minister of Home Affairs Regulation No. 14 Year 1975 concerning Registration of Rights to Jointly Owned Land and Ownership of Parts of Buildings on It and Issuance of Certificates there of states: ... the implementation of land registration as regulated in Government Regulation No. 10 of 1961, to meet the needs of today's society. Thus the primary object listed is the land. The certificate of proof of rights is

issued in conjunction with a certificate of joint ownership of land rights, with a special designation of the portion owned individually by the certificate holder. There are master certificates kept at the Land Office and certificates of joint ownership of the land, each of which refers to a particular part that is privately owned.

Ownership of land rights in apartment units is joint ownership because Basic Agrarian Law that do not fully adhere to the principle of Horizontal Separation [9]. According to Boedi Harsono in his book "Indonesian Agrarian Law", said, every object, according to its form and purpose, can be used as an independent unit and can become an object of personal ownership. Therefore, parts of a high-rise building that, according to their respective forms and purposes, can be used independently, according to Indonesian law, can be privately owned. Ownership of a condominium unit that includes communal land ownership should not be interpreted as if the national land law abandoned the principle of horizontal separation and replaced it with *accesie's* principle. On the contrary, Ownership Rights to Flat Unit applies customary law (adat law) principles to modern phenomena. In addition, Ownership Rights to Flat Unit is not a land right but a right related to land, so it can be concluded that the basic principles in the conception of national land law must guide regulating the ownership of flats. It is unacceptable when the government makes laws that contradict its basic principles to simplify licensing and investment. For example, in Singapore, even though the government opens property ownership opportunities for foreigners, it is limited in nature and is limited by existing regulations.

Based on the concept of national land law, which serves as the reference for the regulation of flat ownership in Indonesia, the following steps must be taken in response to provisions containing the concept of strata title, which is a western legal concept:

- a. Conduct a judicial review of Article 46 paragraph (1) and Article 48 Flats Law and Land Chapter of Omnibus Law

The urgency of a judicial review of the Flats Law and Omnibus Law to the Constitutional Court is based on the belief in a binding "higher law" whose primary substance is a norm that can protect individual rights and freedoms from arbitrariness authorities. Furthermore, it is based on confidence in a higher court to ensure the effectiveness and enforcement of the law to uphold the concept of the rule of law. Traditionally, judicial review is understood as a political act to declare that a provision is unconstitutional by a special court and not by an ordinary court which is dominated by judges who have technical skills in the field of law [10]. Specifically, regarding Omnibus Law, from the point of view of the hierarchical order of laws and regulations in Indonesia, the mechanism for making Omnibus Law is not in accordance with the procedures of Law no. 15 of 2019

concerning Amendments to Law No. 12 of 2011 concerning the Establishment of Legislation. Based on statutory theory, the position of Omnibus Law has not been regulated because it leads to a legal umbrella. Meanwhile, Indonesia itself does not adhere to legal umbrella because the position of all laws is the same. Therefore, the position of Omnibus Law must be legitimized in Law no. 12 of 2011 in conjunction with Law no. 15 of 2015. In other words, Omnibus Law in the form of a law is not a basic law hence its position is equivalent to other laws whose whole or part of the provisions must be changed or deleted by making new norms [11].

Therefore, the provisions of the Omnibus Law and Flats Law that must be subject to judicial review allows foreigners working in Indonesia to own flats built on Building To Use Right land with Right To Use Flat Unit, which is contrary to the legal conception of flats and the principles of the Agrarian Law regarding ownership of land rights foreigners [12]. This demonstrates the government's alignment with foreigners by providing legal protection and convenience for foreigners to own and control flats in Indonesia. This confirms that there is a violation of national principles of the Flats Law and the principle of nationality adopted by the Basic Agrarian Law [13]. The relationship between the subject of land rights holders (Indonesian Citizen, Foreign Citizen, Indonesian Legal Entity, and Foreign Legal Entity) and legal actions related to the land are subject to the provisions of the Basic Agrarian Law in the national land law order. The Basic Agrarian Law expressly states in its regulations that foreigners or foreign legal entities can only control land with the Right to Use. This provision also applies to the ownership of flats, with foreigners only permitted to own flats built on land with the Right to Use or land owned by third parties with Rental Rights. The understanding of rental rights here is rental rights for buildings which can be seen in Articles 18 to 22 of the Flats Law. According to Maria S.W. Soemardjono, the term "land for rent for buildings" was introduced because of the need in practice and not based on the concept of lease rights as regulated in Article 44 of the Agrarian Law [14]. The "twisted" definition of flats is no less critical, which eventually obscures the meaning of flats that stand on leased land and flats that stand on land rights, especially Building to Use Right and Right of Use [15]. The Flats Law itself has emphasized the difference between flats that stand on leased land and those that stand on private land, in this case, Building to Use Right and Rights of Use. For flats built on leased land, the building may be rented or owned by Indonesian citizens, foreigners, Indonesian legal entities, and foreign legal entities because it does not involve joint ownership of the land. With the ownership of the apartment building without shared land where the proof of rights is in the form of a Building Ownership Certificate, it has proven that the strata title concept has indeed been accepted and

used in our Flats Law. As legal products, the Flats Law and Omnibus Law should be in the interests of foreign nationals and the Indonesian people. On this basis, the state has the task of providing a sense of security through legislation by formulating policies and rules that can provide legal protection for all Indonesian people [16].

- b. Revoke the Minister Regulation No. 29/2019 and Article 71 paragraph (1) letter b Government Regulation No. 18/2021

Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016 is actually a derivative product of Government Regulation No. 103/2015 concerning Ownership of Residential or Residential Houses by Foreigners Domiciled in Indonesia. In Government Regulation No. 103/2015 states that foreigners can control flats built on land with usufructuary rights. With the enactment of Government Regulation No. 18 of 2021 which revokes Government Regulation No. 103/2015 Automatically Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016 becomes invalid as well. Likewise with the provisions of Article 71 paragraph (1) letter b Government Regulation No. 18/2021 whose content material has no legal basis. What is regulated in Government Regulation No. 18/2021 is contradictory/contrary to the substance of Omnibus Law and Agrarian Law [16]:

#### 4. CONCLUSION

In principle, the law of flats does not recognize the concept of strata title. The concept of ownership of flats in the form of Ownership Rights to Flat Unit that we adhere to is based on the conception of national land law, which is based on customary law. In the Ownership Rights to Flat Unit, the condominium ownership consists of the ownership of the condominium unit, which is individual (individual) along with common parts, common objects, and collective land, which are inseparable units. In the legal development, there is an attempt to use the concept of strata title, which can be found in several related to flats, namely Article 46 paragraph (1) and Article 48 Flats Law, Omnibus Law on Land Chapter, Article 71 paragraph (1) letter b Government Regulation No. 18 of 2021, Article 6 and Article 14 paragraph (1) Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land Agency No. 29/2016. The arrangements in these articles show a change or shift in the concept of condominium ownership. In order to put back the basic principles (concepts) of flat ownership, it is necessary to conduct a judicial review of the articles of the Flats Law and Omnibus Law, which contain the concept of strata title, and revoke several implementing regulations Flats Law such as the Regulation of the Minister of Agrarian Affairs and Spatial Planning//Head of National Land

Agency No. 29/2016 and Article 17 paragraph (1) letter b Government Regulation No. 18/2021. These legal steps must be taken to protect the interests of the Indonesian people in obtaining housing as mandated by Article 28H of the 1945 Constitution. In order to achieve the legal objectives of certainty, justice, and legal benefit, it is necessary to synchronize regulations both vertically and horizontally.

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