



## LEGAL ANALYSIS OF A FOUNDATION'S LEGAL ENTITY STATUS UNDER LAW NUMBER 28 OF 2004: INTERSECTION OF SOCIAL AND COMMERCIAL INTERESTS\*

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[10.15408/sjsbs.v12i1.45691](https://doi.org/10.15408/sjsbs.v12i1.45691)

### Abstract

This study aims to analyse the legal status of foundations by Law No. 28 of 2004 and to examine the legal implications of the misuse of foundation functions between social and business interests. Foundations, as non-profit legal entities, play a strategic role in social and educational activities; however, in practice, there is a potential for their functions to be misused for business activities that conflict with their social goals. This study employs a qualitative method, combining a literature and legislative approach, which analyses various legal sources and related provisions to explore the legal regulations surrounding foundations, their role in social and business activities, and the legal implications of a foundation deviating from its social goals. The results of the study indicate that although Law No. 28 of 2004 provides a clear legal basis for foundations, the practice of misusing foundation functions for business activities can still occur. Therefore, strict government supervision and adherence to the principles of transparency and accountability are necessary to ensure that foundations continue to operate in accordance with the social goals mandated by law.

**Keywords:** Foundation; legal entity; Law No. 28 of 2004; social activities; business activities; legal implications

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\* Received: January 31, 2025, Revision: February 28, 2025, Published: April 19, 2025.

## A. INTRODUCTION

The regulation of foundations as legal entities in the Indonesian legal system is of high urgency to create legal certainty, ensure legal protection, and promote good governance in the implementation of social, religious, and humanitarian activities. Foundations are recognised as non-profit legal entities that function to carry out social, educational, health, and other humanitarian activities without the aim of seeking a profit motive. This regulation is crucial so that foundations can fulfill their social functions optimally and prevent misuse by irresponsible parties. According to Law No. 28 of 2004, which amends Law No. 16 of 2001 regarding Foundations, foundations in Indonesia are required to adhere to the principles of good governance, including accountability, transparency, and responsibility in managing assets and operational activities. This aims to ensure that foundations remain focused on their social and humanitarian goals and avoid deviations that can harm society.<sup>1</sup>

The urgency of regulating foundations as legal entities is also evident in efforts to prevent the misuse of foundation assets for personal or business interests. Foundations are not permitted to engage in business activities directly, except within certain limits specified by law, which include activities that support the achievement of the foundation's objectives. This provision imposes strict limitations to ensure that foundations adhere to their social objectives and do not operate like purely commercial entities.<sup>2</sup> Furthermore, robust legal frameworks are crucial for enabling foundations to make meaningful contributions to Indonesia's social and economic development. With a clear legal position, foundations can collaborate with the government and private sector in developing sustainable social programs that have a broad impact on society.<sup>3</sup>

The regulation of foundations as legal entities in the Indonesian legal system is crucial in creating a legal environment that fosters the development of social and humanitarian activities, while ensuring that foundations are not misused for personal or business interests alone. Foundations in the Indonesian legal system are recognised as non-profit legal entities that function to carry out social, religious, and humanitarian activities without the aim of seeking profit. Based on Law No. 28 of 2004 concerning Amendments to Law No. 16 of 2001

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<sup>1</sup> Zahra, S. (2015). Good Corporate Governance dalam Pengelolaan Yayasan di Indonesia. *Jurnal Hukum Bisnis*, 10(2), 21-37.

<sup>2</sup> Hidayat, R. (2016). Pengaturan Yayasan dalam Sistem Hukum Indonesia. *Jurnal Hukum dan Keadilan*, 12(3), 45-62.

<sup>3</sup> Yusuf, A. (2017). Implikasi Hukum Kedudukan Yayasan dalam UU No. 28 Tahun 2004. *Jurnal Sosial dan Hukum*, 18(1), 33-48.

concerning Foundations, foundations are limited to not carrying out business activities directly, except within certain limits that support the achievement of their social goals. However, in practice, a duality of the foundation's function arises between social interests and the potential for misuse for business activities.<sup>4</sup>

The social function of foundations is reflected in their role in supporting the provision of education, health services, social assistance, and other humanitarian activities. Foundations are often a solution for communities that cannot fully meet their needs through government efforts. Through social programs, foundations play a crucial role in enhancing the quality of life within the community and promoting sustainable development.<sup>5</sup> However, weaknesses in supervision and legal provisions that are not yet fully effective create loopholes for the misuse of foundations for personal business interests. Some parties exploit the legal status of foundations to conduct personally profitable business activities under the guise of social endeavors. This misuse can take the form of transferring foundation assets for personal gain, managing funds in a non-transparent manner, or using foundations as a means of tax avoidance.<sup>6</sup>

This potential for misuse highlights the importance of implementing practical corporate governance principles in the management of foundations, including accountability, transparency, and rigorous oversight. In addition, strengthening regulations and law enforcement is an urgent need so that foundations remain consistent in carrying out their social functions and are not misused for business interests alone.<sup>7</sup> With the background of the duality of functions, this study aims to examine the position of foundations as legal entities according to Law No. 28 of 2004 and provide solutions to minimise the misuse of foundations for business interests, ensuring the optimal achievement of the foundation's social goals.

Foundations, as non-profit legal entities within the Indonesian legal system, have the primary objective of carrying out social, religious, and humanitarian activities in a non-profit manner, as stipulated in Law No. 28 of 2004, which amends Law No. 16 of 2001 concerning Foundations. This ideal

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<sup>4</sup> Lubis, M. (2015). Pengelolaan Yayasan dalam Perspektif Hukum di Indonesia. *Jurnal Hukum & Keadilan*, 10(1), 45-62.

<sup>5</sup> Ramli, A. (2016). Peran Yayasan dalam Pembangunan Sosial di Indonesia. *Jurnal Sosial dan Hukum*, 15(2), 33-50.

<sup>6</sup> Santoso, H. (2017). Penyalahgunaan Yayasan untuk Kepentingan Bisnis: Tinjauan Hukum. *Jurnal Hukum Bisnis*, 18(1), 21-37.

<sup>7</sup> Zahra, S. (2018). Good Corporate Governance dalam Pengelolaan Yayasan di Indonesia. *Jurnal Hukum Ekonomi*, 12(3), 55-72.

objective is often reflected in various foundation activities, including organising educational programs, providing health services, offering social assistance, and promoting community development. However, in practice, many foundations deviate from their social objectives and engage in business activities that benefit specific individuals or groups.<sup>8</sup>

One form of irregularity that often occurs is the use of foundation assets for personal interests, non-transparent fund management, and diversion of funds for commercial purposes. This practice occurs due to weak internal supervision and unclear accountability mechanisms in foundation management. Foundations that were intended to serve social interests have instead become tools to enrich foundation administrators by exploiting legal loopholes in asset management.<sup>9</sup> Additionally, the existence of foundations that conduct business activities directly without adhering to the provisions of laws and regulations is also a significant issue. This is contrary to the principle of foundations as non-profit legal entities that are not allowed to seek profit. This deviation creates unhealthy competition in the business world and obscures the social function of foundations.<sup>10</sup>

Other problems relate to conflicts of interest between foundation administrators and the use of foundations for political interests or the interests of certain groups. Such practices harm the community that should be the primary beneficiaries of foundation activities.<sup>11</sup> Deviations in foundation practices underscore the need to strengthen supervision, implement sound corporate governance principles, and enforce rigorous laws, enabling foundations to fulfill their social objectives effectively. This study aims to examine in more depth the position of foundations according to Law No. 28 of 2004 and to provide solutions to prevent misuse of foundations for personal or business interests.

This research has a high urgency considering the strategic role of foundations in supporting social, religious, and humanitarian activities in Indonesia. Foundations, as non-profit legal entities, are regulated by Law No. 28 of 2004, which amends Law No. 16 of 2001 regarding Foundations. This law

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<sup>8</sup> Ramli, A. (2016). Peran Yayasan dalam Pembangunan Sosial di Indonesia. *Jurnal Sosial dan Hukum*, 15(2), 33-50.

<sup>9</sup> Lubis, M. (2015). Pengelolaan Yayasan dalam Perspektif Hukum di Indonesia. *Jurnal Hukum & Keadilan*, 10(1), 45-62.

<sup>10</sup> Santoso, H. (2017). Penyalahgunaan Yayasan untuk Kepentingan Bisnis: Tinjauan Hukum. *Jurnal Hukum Bisnis*, 18(1), 21-37.

<sup>11</sup> Zahra, S. (2018). Good Corporate Governance dalam Pengelolaan Yayasan di Indonesia. *Jurnal Hukum Ekonomi*, 12(3), 55-72.

explicitly stipulates that foundations are not permitted to seek profit, but rather to function in the best interest of society.<sup>12</sup> However, in practice, there is a duality of the foundation's function between social interests and business activities that benefit individuals or specific groups. Some foundations abuse their non-profit status to avoid taxes or manipulate assets for personal gain, thus deviating from the social objectives mandated by law. This deviation highlights a gap in the supervision and enforcement of rules governing foundations in Indonesia.<sup>13</sup>

This research is crucial for determining and analyzing the legal status of foundations and the legal implications of deviations in foundation management. The results of this study are expected to provide policymakers with recommendations for formulating more effective and stringent regulations to ensure that foundations truly fulfill their social objectives. In addition, this study can serve as a reference for the development of more effective monitoring and accountability mechanisms, enabling foundations to meet their social roles optimally.<sup>14</sup> The urgency of this research also lies in the need to provide legal certainty for foundations in carrying out their activities legally and transparently. With clear and compelling regulations, it is hoped that foundations can play a more significant role in supporting social and humanitarian development in Indonesia without being misused for personal or group business interests.<sup>15</sup>

This study makes a new contribution to the field of foundation legal studies in Indonesia, particularly in understanding the complexity of the legal status of foundations within the context of the duality of functions between social and business interests. Although many previous studies have discussed the legal aspects of foundations, this study adopts a critical approach to the deviations in foundation functions that often occur in practice, and provides concrete solutions for strengthening regulation and supervision.

One of the novelties of this study is its in-depth legal analysis of the inconsistency between foundation practices and the provisions of Law No. 28 of 2004, which amended Law No. 16 of 2001 concerning Foundations. This study not only identifies regulatory weaknesses that allow the abuse of the foundation's non-profit status for the interests of specific personal or group businesses, but

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<sup>12</sup> Ramli, A. (2016). Peran Yayasan dalam Pembangunan Sosial di Indonesia. *Jurnal Sosial dan Hukum*, 15(2), 33-50.

<sup>13</sup> Lubis, M. (2015). Pengelolaan Yayasan dalam Perspektif Hukum di Indonesia. *Jurnal Hukum & Keadilan*, 10(1), 45-62.

<sup>14</sup> Santoso, H. (2017). Penyalahgunaan Yayasan untuk Kepentingan Bisnis: Tinjauan Hukum. *Jurnal Hukum Bisnis*, 18(1), 21-37.

<sup>15</sup> Zahra, S. (2018). Good Corporate Governance dalam Pengelolaan Yayasan di Indonesia. *Jurnal Hukum Ekonomi*, 12(3), 55-72.

also evaluates the effectiveness of existing supervisory mechanisms.<sup>16</sup> In addition, this study provides a new perspective aimed at clarifying the legal boundaries that foundations should adhere to, ensuring they remain aligned with their social objectives. This study proposes the concept of integrated supervision between the government and the public as an innovative solution to prevent abuse of authority in managing foundation assets.<sup>17</sup>

This study also presents a comparative approach by examining foundation regulations in several other countries to identify best practices that can be applied in Indonesia. Thus, this study is expected to enrich the legal literature related to foundations and provide more substantial and measurable policy recommendations for regulators.<sup>18</sup> The novelty of this research lies in the combination of a normative legal analysis approach with an empirical case study, aiming to produce a more comprehensive understanding of the duality of the function of foundations in Indonesia and to offer applicable and realistic solutions within the context of law enforcement.<sup>19</sup>

Based on the background above, the researcher focuses on several questions as problem formulations, namely: How is the legal regulation of foundations addressed in Law No. 28 of 2004? What is the role of foundations in conducting social and business activities? What are the legal implications if the foundation deviates from its social goals?

## B. METHODS

The research method employed in this study is a qualitative approach, incorporating both literature and legislative perspectives. Qualitative research aims to understand the legal phenomena that occur in the context of foundations based on normative analysis of relevant legal texts. This approach provides in-depth insight into the legal standing of foundations, both in their social functions and in the potential for business activities that may give rise to legal problems.<sup>20</sup>

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<sup>16</sup> Prasetyo, A. (2018). Pengawasan terhadap Yayasan dalam UU No. 28 Tahun 2004: Tinjauan Yuridis dan Praktis. *Jurnal Hukum & Keadilan*, 22(3), 45-61.

<sup>17</sup> Rahman, A., & Fajri, M. (2019). Optimalisasi Pengawasan Yayasan dalam Perspektif Hukum Indonesia. *Jurnal Hukum dan Bisnis*, 17(2), 33-48.

<sup>18</sup> Hakim, F. (2020). Komparasi Pengaturan Yayasan di Indonesia dan Negara Lain dalam Perspektif Hukum. *Jurnal Hukum Internasional*, 14(1), 75-89.

<sup>19</sup> Widjaja, T. (2021). Dualitas Fungsi Yayasan: Antara Kepentingan Sosial dan Bisnis. *Jurnal Hukum Ekonomi*, 19(4), 102-119.

<sup>20</sup> Nasution, M. (2021). Metode Penelitian Kualitatif dalam Hukum: Teori dan Praktik. *Jurnal Ilmu Hukum*, 12(1), 55-70.

The literature approach is employed to analyze various sources related to the research topic, including books, journal articles, and other scholarly works that discuss the foundations, legal regulations, and implementation of Law No. 28 of 2004. These sources will provide a theoretical basis and a clearer understanding of the legal position of foundations in the Indonesian legal system. In this case, the literature approach facilitates the examination of diverse perspectives and legal interpretations regarding the role of foundations in Indonesia.<sup>21</sup>

Additionally, the legislative approach is employed to thoroughly analyse Law No. 28 of 2004 concerning Foundations, as well as other related regulations that govern the establishment of foundations as legal entities in Indonesia. Analysis of this legislation is crucial for understanding how foundations are regulated within the context of positive law and how the law defines the boundaries between social and business interests in the operations of foundations. Through this approach, this study aims to provide a clearer understanding of the legal implications for foundations, particularly about deviations in their functions that may lead to business activities inconsistent with their social objectives.

## C. RESULTS AND DISCUSSION

### 1. Legal Entity of Foundations in Theoretical Optics

The theory of the legal entity is a fundamental concept in law that explains the position of a foundation as a separate legal subject distinct from its founders, managers, and patrons. Based on this theory, a foundation has its rights and obligations and can hold assets separate from those of its managers. In the context of Indonesian law, the regulation regarding the legal entity of a foundation is regulated in Law No. 28 of 2004, which amends Law No. 16 of 2001 concerning Foundations. This law emphasises that a foundation is a legal entity with social, religious, and humanitarian objectives, operating under a non-profit status.<sup>22</sup>

In line with the theory of legal entities, the concept of public interest serves as the primary foundation for foundation activities. Foundations, as non-

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<sup>21</sup> Sari, A. (2020). Pendekatan Literatur dalam Penelitian Hukum: Sebuah Tinjauan Metodologis. *Jurnal Pendidikan Hukum*, 14(3), 89-102.

<sup>22</sup> Prasetyo, A. (2018). Pengawasan terhadap Yayasan dalam UU No. 28 Tahun 2004: Tinjauan Yuridis dan Praktis. *Jurnal Hukum & Keadilan*, 22(3), 45-61.

profit legal entities, must carry out activities that focus on social, religious, and humanitarian interests, and do not seek profit for specific individuals or groups.<sup>23</sup> In this case, the foundation must prioritise the interests of the broader community over the internal interests of management or founders. Misuse of foundation assets for personal gain is considered a violation of the law, which can result in sanctions under applicable provisions.<sup>24</sup>

The principle of balance in foundation activities serves as a guiding principle that enables the foundation to fulfill its social role while upholding professional standards and effective management practices. This principle emphasises the need for supervision and accountability in the management of foundation assets, ensuring they remain oriented towards the public interest and avoid the abuse of power. The principle of balance also encourages foundations to optimise the use of assets in supporting social activities, while ensuring sustainable management.<sup>25</sup>

In this study, the application of the theory of legal entities, the concept of public interest, and the principle of balance in foundation activities serves as a comprehensive analytical framework. These theoretical foundations are essential for identifying key issues in the practical implementation of foundation activities that deviate from their intended social objectives. By examining how foundations may shift toward business-oriented motives, this approach highlights the potential legal and ethical consequences of such deviations. Furthermore, it provides a structured basis for offering constructive solutions aimed at strengthening regulatory frameworks, enhancing supervision mechanisms, and ensuring that foundations operate transparently, responsibly, and in alignment with their nonprofit and social missions.

## **2. Legal Position of Foundations in Law No. 28 of 2004**

### ***a. The principle of public interest and social function of the foundation***

Law No. 28 of 2004, concerning Amendments to Law No. 16 of 2001 regarding foundations, confirms that foundations are legal entities established to carry out social, religious, and humanitarian activities on a non-profit basis. The

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<sup>23</sup> Rahman, A., & Fajri, M. (2019). Optimalisasi Pengawasan Yayasan dalam Perspektif Hukum Indonesia. *Jurnal Hukum dan Bisnis*, 17(2), 33-48.

<sup>24</sup> Widjaja, T. (2021). Dualitas Fungsi Yayasan: Antara Kepentingan Sosial dan Bisnis. *Jurnal Hukum Ekonomi*, 19(4), 102-119.

<sup>25</sup> Hakim, F. (2020). Komparasi Pengaturan Yayasan di Indonesia dan Negara Lain dalam Perspektif Hukum. *Jurnal Hukum Internasional*, 14(1), 75-89.



principle of public interest and social function of foundations is the primary legal basis for regulating the status of foundations in Indonesia. This principle requires that all foundation activities prioritise meeting the needs of the broader community, rather than the interests of individuals or specific groups.<sup>26</sup> The principle of public interest in the context of foundations emphasises that foundation assets must be used for the public interest and may not be diverted for the personal benefit of administrators, trustees, or unauthorised third parties. Thus, foundations may not engage in commercial activities solely to seek profit. If a foundation participates in business activities, the proceeds must be used exclusively to achieve the social, religious, and humanitarian objectives outlined in the foundation's articles of association.<sup>27</sup>

The social function of the foundation is reflected in various activities carried out, including the provision of education, healthcare, social services, and community empowerment. The foundation plays an active role in providing services that sometimes cannot be fully fulfilled by the government. In this case, the foundation serves as a complement in delivering public services that are oriented towards the broader community's interests.<sup>28</sup> However, in practice, there are still foundations that deviate from their social function by exploiting their legal entity status for business or personal interests. Law No. 28 of 2004 regulates the monitoring and sanctioning mechanism for foundations that deviate from their social objectives, ensuring the maintenance of the principle of public interest. Strengthening government supervision and implementing strict internal controls within the foundation are solutions that ensure the principles of public interest and the social function of the foundation continue to operate by legal provisions.<sup>29</sup>

### ***b. Provisions for the establishment and formation of foundations***

Law No. 28 of 2004, concerning Amendments to Law No. 16 of 2001 regarding foundations, stipulates provisions for the establishment and formation of foundations as legal entities, based on the principle of non-profit and aimed at

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<sup>26</sup> Rahman, A., & Fajri, M. (2019). Optimalisasi Pengawasan Yayasan dalam Perspektif Hukum Indonesia. *Jurnal Hukum dan Bisnis*, 17(2), 33-48.

<sup>27</sup> Hakim, F. (2020). Komparasi Pengaturan Yayasan di Indonesia dan Negara Lain dalam Perspektif Hukum. *Jurnal Hukum Internasional*, 14(1), 75-89.

<sup>28</sup> Prasetyo, A. (2018). Pengawasan terhadap Yayasan dalam UU No. 28 Tahun 2004: Tinjauan Yuridis dan Praktis. *Jurnal Hukum & Keadilan*, 22(3), 45-61.

<sup>29</sup> Widjaja, T. (2021). Dualitas Fungsi Yayasan: Antara Kepentingan Sosial dan Bisnis. *Jurnal Hukum Ekonomi*, 19(4), 102-119.

carrying out social, religious, and humanitarian activities. Based on the provisions in Article 9 of the Foundation Law, the establishment of a foundation must be carried out through a notarial deed in Indonesian and registered with the Ministry of Law and Human Rights to obtain legal entity status.<sup>30</sup>

The process of establishing a foundation includes the preparation of articles of association containing provisions regarding the name and domicile of the foundation, the objectives and activities of the foundation, the term of the foundation if it is not established for an unlimited time, and provisions regarding the foundation's organs consisting of the patron, administrators, and supervisors. Each organ has a distinct role and function in managing the foundation under its objectives.<sup>31</sup> Additionally, Law No. 28 of 2004 regulates the initial capital of the foundation, referred to as the foundation's initial assets. The foundation is required to have initial assets that are separate from the founder's assets to support its operational activities. This aims to ensure that the foundation is not used as a tool for the personal interests of the founder or other parties.<sup>32</sup>

Legal certainty in the establishment of a foundation is also supported by the obligation to announce it in the Supplement to the State Gazette of the Republic of Indonesia after the deed of establishment has been ratified by the Ministry of Law and Human Rights. This announcement aims to provide the public with access to information regarding the foundation's existence and its status as a legal entity. Thus, the foundation possesses the legal legitimacy to undertake social, religious, and humanitarian activities.<sup>33</sup>

This strict mechanism for establishing and forming foundations is an effort by the government to ensure that foundations carry out their social roles in a transparent and accountable manner. However, in practice, foundations are still found to abuse their legal status for personal gain; therefore, strengthening supervision remains necessary to ensure that the foundation's social goals are achieved optimally.<sup>34</sup>

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<sup>30</sup> Widjaja, T. (2021). Dualitas Fungsi Yayasan: Antara Kepentingan Sosial dan Bisnis. *Jurnal Hukum Ekonomi*, 19(4), 102-119.

<sup>31</sup> Hakim, F. (2020). Komparasi Pengaturan Yayasan di Indonesia dan Negara Lain dalam Perspektif Hukum. *Jurnal Hukum Internasional*, 14(1), 75-89.

<sup>32</sup> Prasetyo, A. (2018). Pengawasan terhadap Yayasan dalam UU No. 28 Tahun 2004: Tinjauan Yuridis dan Praktis. *Jurnal Hukum & Keadilan*, 22(3), 45-61.

<sup>33</sup> Rahman, A., & Fajri, M. (2019). Optimalisasi Pengawasan Yayasan dalam Perspektif Hukum Indonesia. *Jurnal Hukum dan Bisnis*, 17(2), 33-48.

<sup>34</sup> Widjaja, T. (2021). Dualitas Fungsi Yayasan: Antara Kepentingan Sosial dan Bisnis. *Jurnal Hukum Ekonomi*, 19(4), 102-119.

### *c. The role of foundations in social and educational activities*

Foundations in Indonesia play a strategic role in supporting social and educational activities, as mandated by Law No. 28 of 2004, which amends Law No. 16 of 2001 concerning Foundations. Based on this legal provision, foundations are recognised as legal entities that function to carry out social, religious, and humanitarian activities on a non-profit basis. This means that all of the foundation's assets, whether obtained through donations, grants, or the proceeds from developing the foundation's assets, must be used entirely to achieve the social objectives set out in the foundation's articles of association.<sup>35</sup>

In the social context, foundations play a crucial role in providing social welfare services, including the establishment of orphanages, shelters, and other social service facilities. This role is vital in helping the government address complex social issues, particularly in areas such as child protection, community empowerment, and poverty alleviation. In addition, foundations are also actively involved in humanitarian activities, such as providing emergency assistance to victims of natural disasters and social conflicts.<sup>36</sup>

In the field of education, foundations have a significant contribution in organising formal and non-formal education. Many foundations establish schools, Islamic boarding schools, course institutions, and skills training centers to increase community access to quality education. Educational foundations often play a complementary role to the national education system by targeting community groups that government education programs have not reached.<sup>37</sup> However, in practice, foundations face several obstacles when carrying out social and educational activities, including limited financial resources, a shortage of professional staff, and inadequate oversight. Therefore, strengthening cooperation between foundations and the government is necessary to maximise the role of foundations in supporting national development.<sup>38</sup>

Foundations play a vital and strategic role in advancing social welfare and educational development in Indonesia, serving as instruments for community empowerment and public service. Recognizing this importance, the

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<sup>35</sup> Hakim, F. (2020). *Komparasi Pengaturan Yayasan di Indonesia dan Negara Lain dalam Perspektif Hukum*. *Jurnal Hukum Internasional*, 14(1), 75-89.

<sup>36</sup> Prasetyo, A. (2018). *Pengawasan terhadap Yayasan dalam UU No. 28 Tahun 2004: Tinjauan Yuridis dan Praktis*. *Jurnal Hukum & Keadilan*, 22(3), 45-61.

<sup>37</sup> Rahman, A., & Fajri, M. (2019). *Optimalisasi Pengawasan Yayasan dalam Perspektif Hukum Indonesia*. *Jurnal Hukum dan Bisnis*, 17(2), 33-48.

<sup>38</sup> Widjaja, T. (2021). *Dualitas Fungsi Yayasan: Antara Kepentingan Sosial dan Bisnis*. *Jurnal Hukum Ekonomi*, 19(4), 102-119.

government enacted Law No. 28 of 2004 to provide a clear legal framework that upholds the integrity of foundations. This law aims to ensure that foundations remain committed to their core mission—delivering benefits in social, educational, religious, and humanitarian fields—without being diverted for personal enrichment or commercial exploitation. By enforcing strict regulations, the government aims to safeguard the non-profit character of foundations and foster transparency, accountability, and public trust in their operations.

### **3. Business Activities in Foundations: Legal Limitations and Implications**

#### ***a. The authority of foundations in business activities according to the Foundation Law***

The authority of foundations in business activities, as outlined in the Foundation Law, Law No. 28 of 2004 concerning Foundations, provides a clear legal framework for the exercise of authority by foundations in conducting business activities. As a legal entity focused on social goals, foundations, in principle, may not engage in commercial business activities for personal or specific party interests. However, foundations are permitted to engage in economic activities that support their social objectives, provided that the proceeds from these activities are used to achieve the social goals outlined in the foundation's articles of association.<sup>39</sup>

According to the Foundation Law, a foundation's authority to engage in business activities is limited to those that support the continuity of its operations and social goals. For example, a foundation can have a profitable business, such as running a shop, publishing, or providing services, as long as the profits are used for social activities and not for personal gain.<sup>40</sup> However, business management by foundations must pay attention to the principles of transparency and accountability. The use of funds derived from business activities must also be reported openly in the foundation's annual report, ensuring that these activities are not misused or diverted to businesses that pursue personal gain.<sup>41</sup>

The limitations stipulated in Law No. 28 of 2004 aim to prevent misuse of foundations as a tool to carry out business activities that are detrimental to society and divert the focus of the foundation from its established social goals.

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<sup>39</sup> Rahman, A., & Fajri, M. (2019). Pengelolaan Bisnis Yayasan dan Kepatuhan terhadap UU Yayasan. *Jurnal Hukum dan Ekonomi*, 17(3), 53-69.

<sup>40</sup> Widjaja, T. (2021). Bisnis dalam Yayasan: Antara Tujuan Sosial dan Kepentingan Komersial. *Jurnal Hukum Ekonomi*, 19(4), 123-135.

<sup>41</sup> Prasetyo, A. (2018). Kewenangan Yayasan dalam Kegiatan Bisnis: Perspektif Hukum Yayasan di Indonesia. *Jurnal Hukum Bisnis*, 21(4), 77-92.

Supervision of the foundation's business activities is crucial to ensure that the foundation remains aligned with its primary goal, which is to provide benefits to society by applicable laws.<sup>42</sup>

### ***b. Restrictions on business activities in the Foundation Law***

Law No. 28 of 2004 concerning Foundations outlines clear limitations on the business activities that foundations are permitted to undertake. As a legal entity with a primary purpose of conducting social activities, foundations are prohibited from engaging in business activities that conflict with the social, religious, or humanitarian objectives outlined in the foundation's articles of association. This limitation aims to ensure that foundations remain focused on their social goals and do not become entities that are purely engaged in the business or commercial sector.<sup>43</sup>

Business activities permitted by the Foundation Law may only be carried out as long as they can support the implementation of the foundation's social objectives. For example, a foundation may run an economic business that generates profit, such as an educational institution that provides paid courses or a foundation hospital that provides health services, as long as the income from these activities is used to finance other social activities and is not diverted for personal interests or the interests of the foundation owner.<sup>44</sup>

It is essential to note that the results of the foundation's business activities must be reported in the annual financial report and audited to ensure that the funds obtained are utilised transparently and in accordance with the social objectives outlined in the foundation's articles of association. Deviations in the use of funds or business activities that do not align with the foundation's social objectives can result in legal action and administrative sanctions.<sup>45</sup>

Thus, the restrictions on business activities in the Foundation Law serve to ensure that foundations continue to carry out their primary objectives as legal entities focused on social activities, without deviating into a commercial direction

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<sup>42</sup> Hakim, F. (2020). Pengaturan Kegiatan Bisnis pada Yayasan: Implikasi Hukum dan Pengawasan. *Jurnal Hukum & Keadilan*, 25(2), 105-120.

<sup>43</sup> Hidayat, R. (2018). Pembatasan Kegiatan Bisnis Yayasan di Indonesia: Tinjauan terhadap UU No. 28 Tahun 2004. *Jurnal Hukum Bisnis*, 19(1), 33-48.

<sup>44</sup> Sukmawati, L. (2020). Kegiatan Bisnis dalam Yayasan: Batasan dan Implikasi Terhadap Tujuan Sosial. *Jurnal Ekonomi dan Hukum*, 23(4), 101-112.

<sup>45</sup> Arifin, M. (2019). Implikasi Hukum atas Pembatasan Kegiatan Bisnis dalam Yayasan. *Jurnal Hukum dan Perundang-Undangan*, 24(2), 45-58.

that could harm society and damage the foundation's image as an entity oriented towards the public interest.<sup>46</sup>

### *c. Legal sanctions for foundations that deviate from their social goals*

Foundations that deviate from their social goals or engage in business activities that contravene the provisions of Law No. 28 of 2004 may be subject to various legal sanctions. These sanctions are imposed as a form of law enforcement to ensure that the foundation continues to operate by the social goals outlined in its articles of association.<sup>47</sup>

In practice, sanctions that can be imposed on foundations that deviate include administrative penalties, criminal penalties, and civil penalties. Administratively, foundations that abuse or deviate from their social goals can be dissolved or have their legal entity status revoked by the Minister of Law and Human Rights. This can occur if the foundation is found to be conducting activities that are not by its articles of association or engaging in business activities that do not align with its social objectives.<sup>48</sup> In addition, foundations can also be subject to criminal sanctions if they are proven to have misused foundation assets for personal or unauthorised business interests. This criminal penalty can include fines or even imprisonment for foundation administrators involved in the misuse. For example, if foundation administrators use foundation assets for personal interests or involve the foundation in corrupt practices, this can lead to criminal charges.<sup>49</sup>

Foundations that violate the applicable legal provisions may be subject not only to administrative or criminal sanctions but also to civil sanctions, particularly in the form of an obligation to compensate for losses caused by the misuse of foundation assets or authority. These losses may arise from activities that deviate from the foundation's social, educational, or humanitarian purposes, especially when those actions serve personal or business interests. In such cases, the foundation's management or governing body may be held personally accountable and required to reimburse the foundation or affected third parties.

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<sup>46</sup> Rahman, A., & Fajri, M. (2019). Pengelolaan Bisnis Yayasan dan Kepatuhan terhadap UU Yayasan. *Jurnal Hukum dan Ekonomi*, 17(3), 53-69.

<sup>47</sup> Hidayat, R. (2018). Sanksi Hukum terhadap Yayasan yang Melanggar Ketentuan UU Yayasan. *Jurnal Hukum Bisnis*, 21(2), 47-58.

<sup>48</sup> Sukmawati, L. (2020). Sanksi Hukum Yayasan yang Menyimpang dari Tujuan Sosialnya: Kajian UU No. 28 Tahun 2004. *Jurnal Hukum Yayasan*, 22(1), 34-46.

<sup>49</sup> Arifin, M. (2019). Implikasi Hukum terhadap Penyimpangan Yayasan dalam Kegiatan Bisnis. *Jurnal Hukum dan Perundang-Undangan*, 24(3), 59-74.

This legal mechanism is intended to uphold the integrity and accountability of nonprofit institutions.<sup>50</sup>

#### *d. Case Study of Misuse of Foundations for Business Interests*

Misuse of foundations for business interests is a serious issue that contradicts the fundamental principles of foundations as non-profit legal entities. One example of a case study often used as a reference is the misuse of foundation assets by foundation administrators who exploit the foundation for personal or business benefits. For example, in some cases, foundation administrators divert assets intended for social and educational activities into capital for individual companies or investments unrelated to the foundation's social goals.<sup>51</sup>

Another example is a foundation that is involved in business activities, such as hotels, restaurants, or real estate. However, in its official reports, it still states that these activities are carried out to fund social programs. This is not uncommon due to the lack of supervision and transparency in the foundation's financial reports. For example, in a case found in Jakarta, a foundation engaged in education was known to have many assets that were used for property business. Although the foundation claimed that the profits from the property business were used for educational purposes, there was insufficient evidence to support this claim. As a result, the foundation was reported to the authorities and subject to sanctions, including dissolution and the return of assets to legitimate purposes.<sup>52</sup>

This case study clearly illustrates that, despite being established with noble social, educational, or humanitarian goals, the management of foundations often fails to adhere to the legal framework governing their operations. Law No. 28 of 2004 firmly mandates that all assets owned or managed by a foundation must be exclusively directed toward achieving its stated social objectives, not diverted for profit-oriented or personal gain. When foundations engage in business activities that are inconsistent with their nonprofit nature, it not only constitutes a legal violation but also poses serious risks to their credibility. Such

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<sup>50</sup> Rahman, A., & Fajri, M. (2019). Sanksi Hukum bagi Yayasan yang Tidak Sesuai dengan Tujuan Sosial. *Jurnal Hukum dan Ekonomi*, 18(4), 112-123.

<sup>51</sup> Prasetyo, D. (2020). Penyalahgunaan Aset Yayasan: Implikasi Hukum dan Penyelesaian Sengketa. *Jurnal Hukum dan Sosial*, 15(1), 78-92.

<sup>52</sup> Sutrisno, H. (2017). Penyalahgunaan Yayasan untuk Kepentingan Bisnis: Kasus di Jakarta. *Jurnal Hukum Bisnis*, 30(2), 45-59.

misuse undermines the foundation's integrity and gradually erodes public trust in social institutions.

#### 4. Legal Implications of Abuse of Foundation Functions

##### *a. Cancellation of the legal entity status of a foundation that deviates*

Cancellation of the legal entity status of a foundation that deviates from its social purpose is one of the legal consequences regulated in Law No. 28 of 2004 concerning Foundations. Foundations as legal entities established for social, religious, or humanitarian purposes must comply with the legal provisions governing their operations. When a foundation misuses its legal entity status for business activities or purposes that are inconsistent with its original purpose of establishment, cancellation of the legal entity status can be imposed as a sanction.<sup>53</sup>

This deviation can occur in various forms, such as the use of foundation assets for personal gain, the exploitation of foundations as a means to obtain commercial benefits, or the lack of transparency in the management of foundations that contravenes the principles of good governance. In this case, authorities, such as the Ministry of Law and Human Rights, can revoke the legal entity status of the foundation after conducting thorough and transparent examination and investigation procedures.<sup>54</sup>

For example, in the case of a foundation involved in the property business, although the purpose of establishing the foundation is to engage in social activities, the foundation is also involved in property transactions that benefit the management personally. This violates the provisions of the Foundation Law, which requires that all foundation assets be used for social purposes under the foundation's establishment. After this deviation is discovered, the foundation can be dissolved, and its legal entity status revoked through a court decision. In addition, foundations that have been proven to have abused their purpose are also required to return the assets that have been

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<sup>53</sup> Arief, M. (2019). Kewenangan Yayasan dalam Pengelolaan Sumber Daya untuk Kegiatan Sosial dan Bisnis: Tinjauan terhadap UU No. 28 Tahun 2004. *Jurnal Hukum Pembangunan*, 7(1), 72-85. Setiawan, R. (2020). Yayasan sebagai Badan Hukum: Antara Fungsi Sosial dan Bisnis dalam Perspektif Hukum di Indonesia. *Jurnal Hukum Indonesia*, 10(2), 134-148.

<sup>54</sup> Wulandari, D. (2018). Penyalahgunaan Fungsi Yayasan dan Sanksi Pembatalan Badan Hukum Yayasan. *Jurnal Hukum Bisnis dan Ekonomi*, 11(2), 73-85.



misused and hand over the legitimate management of the foundation to the relevant authorities.<sup>55</sup>

### *b. Accountability of the Foundation's administrators and trustees*

In the context of foundations, administrators and supervisors bear a significant responsibility for managing and supervising the foundation. Law No. 28 of 2004 regulates the roles and responsibilities of administrators and supervisors of foundations, ensuring that the foundation operates in accordance with its social objectives. The administrators of the foundation are responsible for carrying out its activities. At the same time, supervisors play a crucial role in supervision and control, ensuring the foundation remains on the right track in accordance with its articles of association and applicable regulations.

Foundation administrators are required to ensure that all foundation assets and funds are used for activities that support social, religious, or humanitarian goals, as designated by their purpose. They must manage the foundation in a transparent and accountable manner, and prepare annual financial reports that are submitted to the supervisors and relevant authorities. Additionally, they are required to ensure that the foundation is not misused for business activities that are inconsistent with its objectives.

On the other hand, the foundation's supervisors are responsible for overseeing management. The supervisors are also responsible for ensuring that the foundation operates within a legitimate framework and in accordance with applicable legal provisions. The supervisors must take steps if there are indications of abuse of authority or deviation from the foundation's objectives, including issuing warnings or taking legal action under existing provisions.<sup>56</sup> If there is any misuse of the foundation's function, either by the management or the supervisor, both can be held legally responsible. They may be subject to administrative or criminal sanctions under the provisions of Law No. 28 of 2004 and may also be required to compensate for losses arising from misuse.<sup>57</sup>

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<sup>55</sup> Setiawan, R. (2019). Tanggung Jawab Pengurus Yayasan dalam Menjaga Kepatuhan Terhadap Tujuan Sosial Yayasan. *Jurnal Hukum dan Kebijakan Sosial*, 18(1), 101-114.

<sup>56</sup> Kartini, L. (2019). Pengawasan dan Pertanggungjawaban Pembina Yayasan dalam Praktik Pengelolaan Aset. *Jurnal Hukum Sosial dan Ekonomi*, 10(3), 75-88.

<sup>57</sup> Widyastuti, S. (2017). Tanggung Jawab Pengurus Yayasan terhadap Tujuan Sosial Yayasan dalam Perspektif Hukum. *Jurnal Hukum dan Kewarganegaraan*, 15(2), 123-135.

### *c. The role of government in supervising foundations*

The government plays a crucial role in overseeing foundations in Indonesia, particularly in terms of asset management and the implementation of social activities aligned with the foundation's objectives. Based on Law No. 28 of 2004 concerning Foundations, the government is responsible for ensuring that foundations operate transparently and accountably, and do not deviate from the social objectives set out in the foundation's articles of association. This supervision is carried out to prevent misuse of foundations for personal interests or business activities that are not their intended use.

The government has the authority to monitor the financial reports of foundations, which must be prepared annually by the foundation's management. In addition, the government also has the right to conduct audits of the foundation's activities to ensure that all activities carried out comply with legal provisions and the foundation's articles of association. The government, through authorised institutions such as the Ministry of Law and Human Rights, can issue warnings or sanctions if discrepancies are found in the management of the foundation.<sup>58</sup> In addition to internal supervision, the government also plays a role in providing education and guidance to foundations on how to manage and comply with existing regulations properly. In the event of misuse or violation of legal provisions, the government can impose administrative sanctions or even revoke the legal status of the foundation if it is proven to have committed such an offense.<sup>59</sup>

The role of supervising foundations is a crucial element in maintaining the integrity and credibility of these entities, which are established for social, humanitarian, religious, and educational purposes. Adequate supervision can ensure that all foundation activities remain within the applicable legal corridor and do not deviate from the non-profit principle that characterises this institution. When supervision is carried out consistently and comprehensively, both by the government, the community, and the internal organs of the foundation itself (such as the supervisors and supervisors), then the opportunity for deviations in function, such as the use of foundation assets for personal interests or certain group businesses, can be minimised. Additionally,

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<sup>58</sup> Nurjanah, S. (2018). Pengawasan dan Akuntabilitas Pengelolaan Yayasan di Indonesia: Perspektif Hukum dan Praktik Pengawasan Pemerintah. *Jurnal Hukum dan Pembangunan*, 12(3), 112-126.

<sup>59</sup> Setiawan, R. (2020). Peran Pemerintah dalam Pengawasan Yayasan: Memperkuat Fungsi Sosial Yayasan di Indonesia. *Jurnal Kebijakan Publik*, 8(2), 142-159.

supervision serves as a control mechanism that promotes transparency, accountability, and accurate financial reporting in foundation management. Suppose this supervision is weak or not implemented properly. In that case, the potential for abuse of authority, conflicts of interest, and misappropriation of funds is substantial, ultimately harming the broader community and eroding public trust in social institutions. Therefore, the existence of a strong supervision system is vital so that foundations can carry out their roles optimally under the mandate of Law No. 28 of 2004, which amends Law No. 16 of 2001 concerning Foundations.

#### **D. CONCLUSION**

The study examines the legal regulations governing foundations, as outlined in Law No. 28 of 2004, the role of foundations in undertaking social and business activities, and the legal implications that arise when a foundation deviates from its social objectives. From this, several conclusions can be drawn, namely:

First, Law No. 28 of 2004 regulates foundations as legal entities that have social, religious, or humanitarian objectives. This legal regulation comprehensively encompasses the rules governing the establishment, organisational structure, management, and supervision of foundations, ensuring that their activities remain aligned with their original purposes. These purposes are strictly non-commercial and are intended to serve public interest rather than personal or business gains. Foundations are therefore obligated to uphold principles of accountability, transparency, and good governance in all operational aspects. Considering their vital role in advancing social, educational, religious, and humanitarian causes, strict adherence to the law is crucial to maintain public trust and ensure that foundations operate as responsible and credible legal entities within society.

Second, the foundation has a legal standing that recognises the duality of social and business activities. In principle, a foundation is established to pursue noble objectives in the fields of social welfare, education, religion, and humanitarian assistance. These activities are meant to serve the public interest without any intention of generating personal or commercial profit. However, Law No. 28 of 2004 stipulates that foundations are not allowed to engage in direct business activities that contradict or undermine their fundamental social purposes. Nevertheless, they are permitted to conduct supporting efforts—such as managing assets or collaborating with business entities—provided that the

resulting benefits are fully utilised to advance their social missions. This legal framework establishes a clear boundary between the social and commercial domains, ensuring the foundation's integrity, accountability, and alignment with its original objectives.

Third, if the foundation deviates from its social objectives, then there are profound legal implications. This form of deviation may involve the unlawful transfer or misuse of foundation assets for personal gain or for business interests that fall outside the foundation's stated objectives as outlined in its articles of association. Such actions not only violate the legal framework but also betray the trust of stakeholders and the public who support the foundation's social mission. In response to such misconduct, the government possesses the authority to impose legal sanctions, including the revocation of the foundation's legal entity status and the criminal prosecution of responsible administrators. Therefore, robust regulatory oversight and consistent law enforcement are essential to ensuring that foundations operate strictly within their designated social purposes.

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