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## Criticism Regarding The Principles Of Legal Order And Legal Certainty Concerning The Regulation Of Sole Proprietorships If Converted Into Limited Liability Companies Under Article 17 Of Ministry Of Law And Human Rights Regulation No. 21 Of 2021

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Article received: 01 Januari 2026, Review process: 12 Januari 2026

Article Accepted: 22 Maret 2026, Article published: 20 Juni 2026

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### ABSTRACT

*This study aims to analyze the regulations regarding the change in status from a Sole Proprietorship to a Capital Partnership, as outlined in Article 17 of the Minister of Law and Human Rights Regulation Number 21 of 2021. Furthermore, this study will examine criticisms of this regulation, considering the principles of order and legal certainty. This research is normative legal research, employing both a statutory and a conceptual approach. The method used is library research, using primary and secondary legal sources analyzed qualitatively. Based on the research results, it appears that a Sole Proprietorship must change its status to a Capital Partnership if it has more than one shareholder or if it no longer meets the criteria for a Micro and Small Enterprise (MSE). This change process is implemented through a notarial deed and electronic registration in the Legal Entity Administration System (SABH). However, in practice, the General Legal Administration (AHU) system does not provide a method for this direct status change, so a Sole Proprietorship must be dissolved before establishing a new company. This situation causes legal uncertainty regarding the continuation of the company's rights, obligations and assets, therefore, there needs to be improvements in regulations and the legal administration system.*

**Keywords:** Sole Proprietorship, Capital Partnership, Legal Certainty.

### ABSTRAK

*Penelitian ini bertujuan untuk menganalisis aturan mengenai perubahan status dari Perseroan Perorangan menjadi Perseroan Persekutuan Modal, merujuk pada Pasal 17 Peraturan Menteri Hukum dan Hak Asasi Manusia Nomor 21 Tahun 2021. Selain itu, penelitian ini juga akan meneliti kritik terhadap regulasi tersebut dengan mempertimbangkan prinsip-prinsip ketertiban dan kepastian hukum. Tipe penelitian ini adalah penelitian hukum normatif yang menggunakan pendekatan perundang-undangan dan pendekatan konseptual. Metode yang digunakan adalah penelitian kepustakaan dengan sumber hukum primer dan sekunder yang diolah secara kualitatif. Berdasarkan hasil penelitian, terlihat bahwa Perseroan Perorangan harus beralih status menjadi Perseroan Persekutuan Modal jika jumlah pemegang sahamnya lebih dari satu atau jika tidak lagi memenuhi kriteria Usaha Mikro dan Kecil (UMK). Proses perubahan ini dilaksanakan melalui akta notaris serta pendaftaran elektronik dalam Sistem Administrasi Badan Hukum (SABH). Namun, dalam kenyataannya, sistem Administrasi Hukum Umum (AHU) tidak menyediakan cara untuk melakukan perubahan status secara langsung, sehingga Perseroan*

*Perorangan harus dibubarkan terlebih dahulu sebelum mendirikan Perseroan yang baru. Situasi ini menyebabkan ketidakpastian hukum mengenai kelanjutan hak, kewajiban, dan aset perusahaan, oleh karena itu, perlu ada perbaikan dalam regulasi dan sistem administrasi hukum.*

**Kata kunci:** *Perseroan Perorangan, Perseroan Persekutuan Modal, Kepastian Hukum.*

## INTRODUCTION

Article 1(1) of Law No. 40 of 2007 on Limited Liability Companies (hereinafter referred to as the "LLC Law") provides that "A limited liability company is a legal entity that is a capital partnership, established by agreement, conducting business with authorized capital fully divided into shares, and meeting the criteria set forth in this Law and its implementing regulations." According to Ahmad Yani and Gunawan Widjaja, the term "Limited Liability Company" consists of two parts: "company" and "limited." "Company" refers to the capital in a Limited Liability Company, which consists of shares, while "limited" indicates that the liability of shareholders is limited to the par value of the shares they hold. A person who owns shares is called a "shareholder," while the business entity that issues the shares is called a "company."

A Limited Liability Company is a legal entity that constitutes a capital partnership, established by agreement, conducting business activities with authorized capital that is entirely divided into shares, and meeting the requirements set forth in this Act and its implementing regulations " Replaced with "A Limited Liability Company, hereinafter referred to as the Company, is a legal entity that constitutes a capital partnership, established by agreement, conducting business activities with authorized capital that is entirely divided into shares, or an individual legal entity that meets the criteria for Micro and Small Enterprises as regulated in the laws and regulations concerning Micro and Small Enterprises.

The development of corporate law in Indonesia has undergone significant changes following the enactment of Law No. 11 of 2020 on Job Creation, which was subsequently amended to become Law No. 6 of 2023. This regulation introduces the concept of a Sole Proprietorship, a legal entity that can be established by a single individual provided it meets the criteria for Micro and Small Enterprises (MSEs). This provision represents a streamlining of bureaucracy and the government's effort to expand access to legal business status for MSME operators. Furthermore, the technical provisions regarding the Sole Proprietorship are regulated in Government Regulation No. 8 of 2021 and Regulation of the Minister of Law and Human Rights No. 21 of 2021.

The introduction of the Sole Proprietorship has brought a new paradigm to corporate law by altering the fundamental principle of the Limited Liability Company, which previously required a minimum of two founders. However, under certain circumstances, a Sole Proprietorship is required to change its status to a Capital Partnership, namely if the number of shareholders increases to more than one or if the scale of its business no longer meets the MSME criteria as stipulated in Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021. This

regulation is fundamentally intended to maintain administrative order and legal certainty regarding the status of business entities.

The legal issue is not only focused on its administrative implementation but also on the normative structure of Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 itself. This article merely regulates the obligation to change the status of a Sole Proprietorship to a Partnership and the formal procedures that must be carried out through a notarial deed, but does not explain in detail the legal consequences following such a change in status. This regulation also does not provide provisions regarding the continuation of the company's rights and obligations, the status of assets, contractual relationships with third parties, or protection for creditors following the change in status. The lack of clarity in these regulations may lead to various interpretations and reduce legal certainty for the parties involved. The incompleteness of the provisions in Article 17 of Permenkumham No. 21 of 2021 indicates that the drafters of the regulation placed greater emphasis on regulating the procedures for the change in status rather than on the legal consequences arising after the change is implemented. In fact, a change in the legal status of a legal entity is a legal event that has consequences for rights, obligations, assets, contractual relationships, and the interests of third parties. Therefore, the absence of comprehensive regulations has the potential to give rise to multiple interpretations and reduce the level of legal certainty.

Several previous studies have addressed sole proprietorships, such as Harahap's (2022) study, which examined the aspects of establishing and registering a sole proprietorship, and Hamzah's (2023) study, which highlighted the legal certainty surrounding the conversion of a sole proprietorship into a limited liability company. However, these studies have focused more on procedural aspects and have not specifically critiqued the provisions of Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 from the perspective of the principles of order and legal certainty. This study employs the principles of order and legal certainty as its primary analytical tools to assess the effectiveness of this regulation. This study is important and urgent because it is directly related to the legal protection of business operators, notaries, and third parties who have legal relationships with sole proprietorships

## METHODS

This study aims to describe, examine, and analyze legal issues regarding the regulation of the change in status from a Sole Proprietorship to a Partnership from the perspective of the Principle of Order and the Principle of Legal Certainty. The research approaches used include the statutory approach and the conceptual approach. The legal sources used consist of primary legal sources, namely the 1945 Constitution of the Republic of Indonesia, Law No. 2 of 2002 on the National Police of the Republic of Indonesia, Law No. 39 of 1999 on Human Rights, and other relevant laws and regulations. Secondary legal sources include books, academic journals, and relevant research findings. The legal materials were collected through a literature review and then qualitatively analyzed using legal interpretation to address the legal issues under study.

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## RESULTS AND DISCUSSION

### *Regulations Governing Sole Proprietorships When Converted to Partnerships Under Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021*

A limited liability company is a legal entity that conducts business activities with capital divided into shares. Prior to the enactment of the Job Creation Law, a limited liability company could only be established by two or more persons based on an agreement. This provision is set forth in Article 1, paragraph 1 of Law No. 40 of 2007 on Limited Liability Companies, which states that:

"A limited liability company, hereinafter referred to as the "Company," is a legal entity constituted as a capital partnership, established by agreement, conducting business activities with authorized capital that is entirely divided into shares, and meeting the requirements set forth in this Act and its implementing regulations."

Following the enactment of Law No. 6 of 2023 on the Enactment of Government Regulation in Lieu of Law No. 2 of 2022 on Job Creation as a Law, the regulations governing corporations have changed with the introduction of the concept of a sole proprietorship corporation. Article 109(1) of Law No. 6 of 2023 amends the provision of Article 1(1) of the Limited Liability Companies Law to read as follows:

"A limited liability company, hereinafter referred to as the "Company," is a legal entity that constitutes a capital partnership, established by agreement, conducting business activities with authorized capital that is entirely divided into shares, or a sole proprietorship that meets the criteria for micro and small businesses as stipulated in the laws and regulations concerning micro and small businesses."

Based on these provisions, a company may not only be established by agreement between two or more individuals but may also be established by a single individual in the form of a Sole Proprietorship, provided it meets the criteria for Micro and Small Enterprises (MSEs). The existence of the Sole Proprietorship simplifies the procedures for establishing a legal entity for micro and small business operators, thereby providing them with legal certainty in conducting their business activities. According to Siregar (2022), the existence of a Sole Proprietorship makes it easier for MSME operators to obtain legal entity status without having to go through the standard procedures for establishing a Limited Liability Company.

Further provisions regarding sole proprietorships are set forth in Government Regulation No. 8 of 2021 concerning the Authorized Capital of Companies and the Registration of the Establishment, Amendment, and Dissolution of Companies That Meet the Criteria for Micro and Small Enterprises. Article 2(1) of Government Regulation No. 8 of 2021 states that companies that meet the criteria for micro and small enterprises consist of:

- a) corporation established by two or more persons; and
- b) A sole proprietorship established by one person.

A Sole Proprietorship obtains legal entity status after the founder submits an electronic registration to the Minister through the Legal Entity Administration System (SABH). Unlike a Capital Partnership, the establishment of a Sole

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Proprietorship does not require a notarial deed; instead, it is sufficient to electronically complete the Declaration of Establishment. As business activities evolve, a Sole Proprietorship may experience changes in circumstances that require it to convert into a Partnership. This obligation is regulated in Article 9 of Government Regulation No. 8 of 2021, which states that:

"A sole proprietorship must change its status to a corporation if:

- a) the number of shareholders exceeds 1 (one); and/or
- b) the company does not meet the criteria for Micro and Small Enterprises as set forth in the laws and regulations governing Micro and Small Enterprises."

Based on these provisions, there are two conditions that require a Sole Proprietorship to change its status to a Joint-Stock Company: namely, if the number of shareholders increases to more than one person and/or the company no longer meets the criteria for a Micro and Small Enterprise. Regarding the procedure for this change in status, Article 17(2) of Ministry of Law and Human Rights Regulation No. 21 of 2021 stipulates that before becoming a Joint-Stock Company, a Sole Proprietorship must effect the change in status through a notarial deed. The notarial deed must contain:

- a) Shareholders' Statement Regarding the Change in Status from a Sole Proprietorship to a Partnership;
- b) Amendments to the Articles of Association; and
- c) Changes to the Company's Information.

Amendments to the articles of association are necessary because a Joint-Stock Company has a different organizational structure from a Sole Proprietorship. The governing bodies of a Joint-Stock Company consist of the General Meeting of Shareholders (GMS), the Board of Directors, and the Board of Commissioners, as stipulated in the Limited Liability Companies Act. Therefore, the change in status must also be accompanied by adjustments to the composition of shareholders, the Company's governing bodies, and the provisions in the articles of association.

After the notarial deed is drawn up, the change in status must be registered electronically with the Minister of Law through the Legal Entity Administration System (SABH). Registration is carried out by submitting the required documents in accordance with the provisions of applicable laws and regulations. Upon receiving the Minister's approval, the Sole Proprietorship officially changes its status to a Capital Partnership.

According to Hamzah & Ayunda (2023), the change in status from a Sole Proprietorship to a Joint-Stock Company is a legal consequence of an increase in the number of shareholders or a change in the scale of the business that no longer meets the criteria for a micro, small, and medium enterprise (MSME). These changes must be made through a notarial deed as an adjustment to the general provisions governing limited liability companies. Accordingly, the involvement of a notary in the process of changing the company's status is necessary to ensure that the amendments to the articles of incorporation and the company's data comply with applicable laws and regulations.

Thus, the provisions regarding the conversion of a Sole Proprietorship into a Partnership are set forth in a hierarchical manner in Law No. 6 of 2023, Government

Regulation No. 8 of 2021, and Ministry of Law and Human Rights Regulation No. 21 of 2021. These regulations provide guidelines regarding the conditions requiring a change in status, the procedures for implementation, and the documents that must be submitted during the process of converting from a Sole Proprietorship to a Partnership.

***Criticism of the Principles of Legal Order and Legal Certainty Regarding the Regulation of Sole Proprietorships If Converted to Partnerships Under Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021***

Article 17(1) of Regulation of the Minister of Law and Human Rights No. 21 of 2021 states that a business entity in the form of a sole proprietorship must change its legal status to a corporation if the number of shareholders exceeds one and/or it no longer meets the criteria for micro and small enterprises (MSEs). Furthermore, Article 17(2) states that this change in status must be carried out through a notarial deed containing a statement regarding the change in status, amendments to the company's articles of association, and updates to the corporation's registration data.

Normatively, this regulation was established to ensure that the legal form of a business entity remains aligned with the evolving conditions of its operations. Sole proprietorships were originally created specifically for micro and small businesses with only one shareholder. Therefore, when there is a change in the number of shareholders or the business expands in scale, the legal form of the business entity must also be changed to a Joint-Stock Company.

1. **Criticism of Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 from the Perspective of the Principle of Order**

The principle of order requires the law to play a role in creating order in society, including in the realm of business activities. In the context of corporate law, this principle necessitates order in administrative matters, order regarding the legal status of business entities, and order in the fulfillment of legal obligations by business actors. From a regulatory perspective, Article 17 of Regulation of the Minister of Law and Human Rights No. 21 of 2021 is consistent with the principle of order. This provision establishes clear boundaries regarding specific situations that require a Sole Proprietorship to convert into a Partnership. This regulation aims to maintain order in the corporate legal system, ensuring that the Sole Proprietorship remains used for its original purpose - namely, as a legal form for micro and small businesses managed by a single individual.

However, from the perspective of the principle of legal order, Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 still has shortcomings in terms of legal norms. While this regulation does set a timeframe for a Sole Proprietorship to change its status, it does not explain in detail the procedures required for such a change. Furthermore, this article also fails to clearly delineate the legal relationship between the old status and the new status following the change. Consequently, the provision does not yet fully provide systematic and structured legal guidance to business operators or authorized officials. From the perspective of the principle of legal order, a regulation should not only set forth

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obligations but must also provide comprehensive and orderly provisions regarding all steps that need to be taken to ensure the law functions properly.

This situation contradicts the principle of legal order because the law not only requires the public to comply with regulations but also compels the government to provide clear and well-defined procedures so that the rule of law can be properly enforced. Thus, Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 essentially reflects the Principle of Legal Order, as it sets forth the conditions under which a change in the status of a Sole Proprietorship is required. However, this provision does not yet fully meet the requirements of the Principle of Order because it has not systematically and comprehensively regulated the mechanism for changing status, the legal relationships following the change in status, and provisions that ensure legal certainty for all interested parties.

Therefore, criticism of Article 17 does not focus on its application, but rather on the content of the provision itself, which does not fully cover the mechanism for changing the status of a Sole Proprietorship to a Capital Partnership. This shortcoming indicates that the established provision does not yet fully meet the standards of legal order, which require regulations that are structured, clear, and comprehensive.

## 2. Criticism of Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 from the Perspective of the Principle of Legal Certainty

The principle of legal certainty requires that laws be clearly drafted, free from ambiguity, enforceable, and provide unambiguous information regarding the rights, obligations, and legal consequences arising from a legal event. Formally, Article 17 of Minister of Law and Human Rights Regulation No. 21 of 2021 has provided legal certainty by clearly defining the circumstances under which a Sole Proprietorship Limited Liability Company is required to change its status to a Joint-Stock Limited Liability Company. In addition, the regulation also specifies the procedure for changing status, which must be carried out through a notarial deed and registration with the Minister. With these provisions in place, business owners are provided with guidance on the legal steps they must take in the event of a change in the number of shareholders or a change in the scale of the business.

Although Article 17 has established the requirements and procedures for changing the status of a Sole Proprietorship, from the perspective of the principle of legal certainty, there are still several weaknesses in the normative aspects that warrant criticism. Legal certainty requires regulations that contain clear and comprehensive provisions that do not give rise to various possible interpretations. However, Article 17 still contains several gaps in its provisions that could create ambiguity in the application of the law.

### a) It does not address the legal consequences of a change in status.

Article 17 only addresses responsibilities related to the change in status and the required documents, but does not explain the legal consequences that arise after the change in status is carried out. There are no provisions regarding the continuation of the Corporation's rights and obligations, the status of pre-existing contractual obligations, or the status of the Corporation's assets after its

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transformation into a Capital Partnership. This gap in the regulations has the potential to lead to various interpretations in legal practice.

b) Failure to specify a time limit for the change in status

Article 17 also does not set a clear timeframe for when a Sole Proprietorship must change its status after meeting the requirements stipulated in Article 17(1). The absence of this time limit may create uncertainty regarding the timing of the fulfillment of legal obligations and when a business operator is deemed to be in violation of applicable regulations.

c) Failure to regulate legal consequences for failure to fulfill the obligation to change status

Article 17 does not address sanctions or legal consequences if a Sole Proprietorship that has met the requirements for a change in status fails to fulfill its obligations. The absence of such provisions creates uncertainty regarding the legal status of the Sole Proprietorship and the effectiveness of the relevant regulations.

In addition to these three shortcomings, Article 17 also fails to provide clear provisions regarding the legal status of third parties that had a legal relationship with the Company prior to the change in status. The absence of such provisions could potentially lead to uncertainty regarding legal protection for creditors, business partners, and other parties with an interest in the Company.

Based on the principles of Public Order and Legal Certainty – namely, that the substance of every regulation must promote public order through the guarantee of legal certainty – Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 is normatively consistent with both of these principles, as it provides regulations regarding the conditions and procedures for changing the status of a Sole Proprietorship to a Joint-Stock Company. However, from the perspective of the Principles of Order and Legal Certainty, Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021 still has several weaknesses in its normative aspects. These weaknesses are evident in the incompleteness of the provisions governing the status change mechanism, the absence of provisions regarding the legal consequences of the status change, the failure to set a time limit for carrying out the status change, the absence of sanctions for violations of obligations related to the status change, and the lack of legal protection for third parties. These conditions indicate that the established norms have not yet been able to provide the maximum level of legal order and certainty.

herefore, it is necessary to improve regulations and the legal administration system so that the objective of establishing a Sole Proprietorship – to facilitate business operations – can still be achieved without compromising legal order and certainty.

## CONCLUSION

The procedures for converting a Sole Proprietorship into a Partnership are governed by Article 153H of Law No. 6 of 2023, Article 9 of Government Regulation No. 8 of 2021, and Article 17 of Ministry of Law and Human Rights Regulation No. 21 of 2021. A Sole Proprietorship is required to change its status if it has more than one shareholder and/or no longer meets the criteria for a Micro and Small

Enterprise (MSE). This must be done through a notarial deed and electronic registration with the Minister. Article 17 of Regulation of the Minister of Law and Human Rights No. 21 of 2021 fundamentally reflects the Principles of Order and Legal Certainty, as it outlines the requirements and procedures for changing the status of a Sole Proprietorship to a Joint-Stock Company. However, from a normative perspective, there are still several weaknesses in this framework. The article does not yet comprehensively cover the legal consequences of the status change, the continuation of the company's rights and obligations, the deadline for implementing the status change, penalties for violations of status change obligations, and legal protection for interested third parties. Therefore, it is necessary to improve the quality of the regulation so that provisions can be established that are more structured, comprehensive, and capable of creating better legal order and certainty.

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