



## LEGAL NORMATIVE FUNCTION AS THE LEGAL PROTECTION

**R. Moh. Zahri**

*Program Studi Magister Hukum dan Pembangunan*  
Sekolah Pasca Sarjana Universitas Airlangga  
[herinakula@yahoo.com](mailto:herinakula@yahoo.com)

### ABSTRACT

*Legal arrangements regarding the protection of workers in Indonesia are regulated in Law Number 13 of 2003 concerning Manpower, updated by Law Number 11 of 2020 concerning Job Creation. However, it was found that there are still many employers who pay their employees' salaries below the minimum wage set by the Pamekasan Regency Government. This has violated their legal obligations under the labor law even though legally the salary amount is the result of an agreement between the employer and the worker. This research will be using a normative-empirical research method where it will be seen how the implementation of existing laws with facts in the field occurs. The findings are that due to lack of literacy and public understanding of the law and the prevalence of low wages in Pamekasan Regency, this practice has become commonplace. A lawsuit to the court can be one way to enforce their rights.*

**Keywords:** *Legal Protection, Minimum Wage, Shopkeeper, Worker's Right, Work Relationship,*

### ABSTRAK

Peraturan hukum mengenai perlindungan pekerja di Indonesia pada dasarnya diatur dalam Undang-Undang Nomor 13 Tahun 2003 tentang Ketenagakerjaan, yang diperbarui oleh Undang-Undang Nomor 11 Tahun 2020 tentang Cipta Kerja. Peraturan-peraturan ini mengatur masalah terkait pekerjaan seperti peraturan perusahaan, tarif upah, hari kerja dan cuti, serta pemutusan hubungan kerja. Di Kabupaten Pamekasan, telah ditetapkan upah minimum yang harus dipatuhi oleh setiap pengusaha di daerah tersebut. Namun, ditemukan bahwa masih banyak pengusaha yang membayar gaji karyawan mereka di bawah upah minimum yang ditetapkan oleh Pemerintah Kabupaten Pamekasan. Beberapa toko dan industri di Kabupaten Pamekasan melakukan hal ini. Ini melanggar kewajiban hukum mereka dalam undang-undang ketenagakerjaan meskipun secara hukum jumlah gaji merupakan hasil dari perjanjian antara pengusaha dan karyawan. Dalam hal ini, harus ada perlindungan hukum bagi pekerja untuk menegakkan hak-hak mereka. Ini akan diteliti menggunakan metode penelitian normatif-empiris di mana kita akan melihat bagaimana hukum yang ada diimplementasikan dengan fakta di lapangan. Hasil yang dicapai adalah temuan karena kurangnya literasi dan pemahaman masyarakat terhadap hukum serta prevalensi pemberian gaji minimal di Kabupaten Pamekasan, membuat praktik ini umum terjadi. Bergabung dengan serikat pekerja hingga mengajukan gugatan dirasakan dapat memberikan perlindungan hukum.

**Kata Kunci:** Hak-hak Pekerja, Hubungan Kerja, Pemilik Toko, Perlindungan Hukum, Upah Minimum.

### INTRODUCTION

The employment problem in Indonesia from year to year is faced with high growth in the labor force on the one hand, while the level of education and skills is still inadequate and employment opportunities are limited on the other hand. The government is trying to reduce unemployment and also improve the quality of life of workers in Indonesia. Therefore, employment issues are complex problems.

Labor, also known as workers or laborers, has a very important role in national development. This is because the worker is *onestakeholder* in national development which will determine the survival and development of the Indonesian nation. Therefore, it is hoped that workers can carry out their roles optimally by providing equal employment opportunities, protecting their rights in carrying out their work, providing guarantees for welfare, health, work safety and all other aspects of employment.<sup>1</sup>

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<sup>1</sup> Hal ini dapat disimpulkan dari bagaimana perumusan dari Undang-Undang Ketenagakerjaan.

An employment relationship is a relationship between an employee and an entrepreneur that occurs after a work agreement is entered into. The statement contained in Law Number 13 of 2003 Article 1 number 15 concerning Employment states that an employment relationship is a relationship between a worker or laborer and an entrepreneur which is based on the existence of a bond through a work agreement which has elements of work, wages and orders. The form of agreement is generally free and can be made in writing or orally and within a predetermined time period or not as regulated in Law No. 25 of 1997 concerning Employment. In order to avoid undesirable things such as default, a written agreement is made to guarantee legal certainty to bind the parties.<sup>2</sup>

Wages are an indicator or suggestion for improving the welfare of the workforce. The importance of providing wages to workers in accordance with the results of their work and the magnitude of needs is something that must be considered by employers and the government. These wages can be given according to the hours worked and the number of units of goods produced by the worker. Based on economic theory, wages can be interpreted as payment for physical and mental services provided by workers to entrepreneurs, thus in economic theory there is no distinction between payments to permanent employees and payments to non-permanent employees. In implementing wages in Indonesia, to provide workers' welfare standards, minimum wages are regulated in each region. The main purpose of establishing a minimum wage is to meet minimum living standards such as health, efficiency and worker welfare. The minimum wage is one form of effort to raise the status of low-income people, especially poor workers. Increasing the minimum wage level will increase people's income so that welfare will also increase.<sup>3</sup>

One form of legal relationship that arises in a work agreement is the wage system between the company and workers. Based on the provisions of Article 1 number 30 of Law Number 13 of 2003, wages are the rights of workers/laborers which are received and expressed in the form of money as compensation from entrepreneurs or employers to workers/laborers which are determined and paid according to work agreements, agreements or statutory regulations. -invitations, including allowances for workers/laborers and their families for work and/or services that have been or will be performed.<sup>4</sup>

Regarding wages, in Pamekasan Regency, Madura, there are still many companies that pay their employees salaries below the district minimum wage (UMK). Meanwhile, the Governor of East Java has set the Regency/City Minimum Wage through Governor Decree 188/538/KPTS/013/2021 concerning the Regency/City minimum wage in Pamekasan, an increase of IDR 25 thousand. In 2020, Pamekasan Regency UMK IDR 1,913,321.73, -. After the governor's decision, it increased by IDR 25 thousand to IDR. 1,938,321.73, -. Even though it has increased, the minimum wage is considered lower than that of construction workers.<sup>5</sup>

Another source stated that a number of shops and industries in Pamekasan Regency, Madura, have not paid their employees according to the UMK or what we usually call the Pamekasan Regency Minimum Wage. On the other hand, this violates legislation related to

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<sup>2</sup> Lalu Husni, *Pengantar Hukum Ketenagakerjaan Indonesia Edisi Revisi*, Raja Grafindo Persada, Jakarta, h. 55.

<sup>3</sup> *Ibid.*, h. 136.

<sup>4</sup> Veronika Nugraheni Sri Lestari, *Sistem Pengupahan di Indonesia*, Jurnal Ekonomi dan Hukum Islam, Vol. 8, No. 2, 2017, h. 144.

<sup>5</sup> Umarul Faruk, *Di Pamekasan Marak Perusahaan Gaji Karyawan di Bawah UMK*, Madura in Depth, 25 November 2020, <https://maduraindepth.com/di-pamekasan-marak-perusahaan-gaji-karyawan-di-bawah-umk>, diakses pada 1 Juli 2022.

employment law, but on the other hand, even though some shops pay employees below the minimum wage, this is based on the initial agreement between the employee's employment contract and the business owner. The Regent of Pamekasan, namely Baddrut Tamam, revealed that the nominal salary given to each employee who works in a number of shops and industries in Pamekasan Regency varies in amount, starting from IDR 900 thousand per month to IDR 1.5 million per month.

Even though this is an agreement between the two parties, namely business actors and employees, if seen from the employee's perspective, this can be said to be detrimental to employees because their rights are violated by business actors by providing wages below the district minimum wage. Meanwhile, in principle, employers are prohibited from paying wages lower than the minimum wage to workers or laborers.

So, this scientific work will try to explore several issues related to the above. This article will discuss what forms of legal protection are inherent for shop employees as well as what legal remedies can be taken by shop employees who suffer losses in Pamekasan Regency, East Java.

## **METHOD**

In this research method, the researcher uses a type of normative-empirical legal research, where the empirical normative legal research method is basically a combination of a normative legal approach with the addition of various empirical elements. Normative-empirical research method regarding the implementation of normative legal provisions (laws) in action on each specific legal event that occurs in a society.

Three reasons for using qualitative empirical legal research are as follows:<sup>6</sup>

1. Qualitative analysis is based on the paradigm of dynamic relationships between theories, concepts and data which is constant feedback or modification of theories and concepts based on what is collected;
2. The data to be analyzed is diverse, has different basic characteristics from one another, and is not easy to quantify;
3. The basic nature of the data to be analyzed in research is that it is comprehensive and constitutes an integral unit, which shows the diversity of data and requires in-depth information (*indepth information*).

The problem approach method that will be used in this research is a statutory or legal approach *statute approach* where all laws and regulations related to the issue under study will be reviewed as well as conceptual approaches or *conceptual approach* where the views and doctrines of related sciences will be studied and compared with the issues discussed.<sup>7</sup>

## **DISCUSSION**

### **1. Legal Protection for Shop Employees in Pamekasan Regency, East Java**

The state guarantees the rights of its citizens. This also includes the rights that workers have. Protection for workers can be seen in the fourth paragraph of the preamble to the 1945 Constitution and Article 27 paragraph 2, Article 28 D paragraph 1 and paragraph 2 which

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<sup>6</sup> Anselmus Strauss dan Juliat Corbin, *Basic of Qualitative Research: Grounded Theory Procedure and Technique*, Sage Publication, Washington, 1980, h. 23.

<sup>7</sup> Peter Mahmud Marzuki, *Penelitian Hukum*, Kencana Prenada Media Group, Jakarta, 2010, h. 93.

reads the 1945 Constitution. The socio-economic position of the two is not the same.<sup>8</sup>

Soepomo divided 3 types of protection for workers, respectively: Economic protection, namely protection of workers in the form of sufficient income, including if workers are unable to work against their will; Social protection, namely protection of workers in the form of occupational health insurance, and freedom of association and protection of the right to organize and Technical protection, namely protection of workers in the form of work security and safety.<sup>9</sup>

According to Imam Soepomo, as quoted by Asri Wijayanti, providing worker protection covers five areas of labor law, namely: recruitment/placement of workers, work relations, occupational health, work security, and workers' social security. Legal protection is always related to the role and function of law as a regulator and protector of community interests. In connection with the role of law as a tool to provide protection and the function of law to regulate relationships and resolve problems that arise in society, workers or employees, especially in this research, shop employees have the right to legal protection regarding wages or income.

The income generated by workers in a company plays a very important role in labor relations. Based on this, workers or employees have the right to receive reasonable rewards and reasonable protection. In this case, it is the minimum wage that should be able to meet the employee's living needs. Based on the Minister of Manpower and Transmigration Regulation Number 7 of 2013 concerning Minimum Wages Article 1 Paragraph 1 explains that the minimum wage is the lowest monthly wage consisting of the basic wage including fixed allowances determined by the governor as a safety net.

East Java Governor's Decree Number 188/803/KPTS/013/2021 concerning the minimum wage for districts/cities in East Java in 2022. Based on this decree, the highest UMK is Surabaya City at IDR. 4,375,479.19, and the lowest UMK is Sampang Regency with a minimum wage of Rp. 1,922,122.97. Even though it is not the district with the lowest UMK, the UMK for Sampang Regency and Pamekasan Regency is not much different, namely only a difference of Rp. 17,563.42, where the UMK amount in Pamekasan Regency is Rp. 1,939,686.39.

The Regency Minimum Wage in Pamekasan Regency is considered very low when compared to the cities of Surabaya, Gresik, Malang Regency, Mojokerto, Pasuruan and Sidoarjo as the 6 regencies/cities in East Java with the highest UMK rates. Even though the minimum wage for Pamekasan Regency is not comparable to other cities and districts in East Java Province, this figure has been agreed between labor unions, business actors and the government and has had a wide influence on workers in other regions. The amount is not too large when compared to other districts and cities, this is not the only problem experienced by workers in Pamekasan Regency, East Java, especially those studied in this research are shop and supermarket employees in East Java Regency.

Based on the author's research, the salaries received by employees in some, even almost all shops and supermarkets where researchers conducted interviews, are considered very low and far from the minimum minimum wage. This is strictly regulated in Article 81 point 25 of the Job Creation Law. Furthermore, wages can be determined based on an agreement between the entrepreneur and the workers/laborers in the company. However, wage arrangements determined by agreement between employers and workers/laborers or

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<sup>8</sup> Ketut Sendra, *Penerapan Asas Keterbukaan Dalam Perjanjian Polis Kaitannya Dengan Perlindungan Hukum Terhadap Konsumen Asuransi di Indonesia*, Disertasi, Universitas Jayabaya, Jakarta, 2013, h. 19.

<sup>9</sup> Abdul Khakim, *Pengantar Hukum Ketenagakerjaan Indonesia*, Citra Aditya Bakti, Bandung, 2007, h. 103.

trade/labor unions may not be lower than the wage provisions stipulated in statutory regulations. This means that the wage agreement between workers/laborers and the company must be above the provincial minimum wage or district/city minimum wage set by the governor. In this case, it must be researched what legal protection the worker can use.

If in the agreement, the wages paid turn out to be lower or contrary to statutory regulations, the agreement can be null and void and wage arrangements are carried out in accordance with the provisions of statutory regulations. However, the provisions regarding minimum wages above can be excluded for business entities in the form of Micro and Small Enterprises. This is because wages in Micro and Small Enterprises can be determined based on an agreement between the entrepreneur and workers/laborers in the company.

In reality, there are still many employees who earn wages below the district minimum wage provisions, where this phenomenon is often found in several shops and supermarkets in Pamekasan Regency. This problem was also experienced by several shop employees at one of the shops in Pamekasan Regency, namely the ABC Supermarket Shop, where this shop is the largest shop in Pamekasan Regency, the other shops are Toko Mas Jakarta, Toko Sinar Anugerah, Toko Ramayana, Toko Trijaya, Toko Apolo II, Toko Gemilang, and so on. The problem in question is that there are still many entrepreneurs from these shops who are unable to pay their employees in accordance with the district/city minimum wage provisions that have been set by the Governor of East Java.

Legal protection for workers is aimed at guaranteeing the basic rights of workers, guaranteeing equality of opportunity and treatment without discrimination in any way in order to realize the welfare of workers and their families while still paying attention to developments in the business world. Some rules regarding legal protection related to wages are as follows:

1. Article 90 paragraph (1) of Law Number 13 of 2003 concerning Employment in principle regulates that employers are prohibited from paying wages below the minimum wage.
2. Then Article 91 of the Manpower Law makes it clearer by stating that wage regulations determined by agreement between employers and workers/laborers or workers/labor unions cannot be lower than the wage provisions stipulated by the applicable laws and regulations. In the event that the agreement between the entrepreneur and the worker is lower than or contrary to statutory regulations, the agreement is null and void, and the entrepreneur is obliged to pay the worker/laborer's wages according to the applicable statutory regulations.
3. If viewed from the aspect of state law and regulations, this is contrary to the provisions contained in article 90 paragraph (1) of Law number 13 of 2003 concerning employment, hereinafter referred to as the Employment Law, which states that "Employers are prohibited from paying wages lower than minimum wage". As intended in Article 89 paragraph (4).
4. Law no. 2 of 2004 concerning Settlement of Labor Disputes (UU PPHI). In the legal regulations of the PPHI Law, it is stipulated that companies that pay wages below the minimum wage will be subject to imprisonment for a minimum of one year and a maximum of four years and/or a fine of at least IDR 100 million and a maximum of IDR 400 million. If the company provides wages, for example around 60% of the minimum wage, then the unpaid balance can be claimed by the worker/laborer through a rights dispute.
5. Providing very small wages to workers, especially shop employees, can violate article 25 paragraph 1 of PP Number 36 of 2021, where article 24 paragraph 1 of

PP Number 36 of 2021 emphasizes that the minimum wage only applies to workers with less than 1 year of service. Meanwhile, wages for workers with one year or more of service can be guided by the wage scale structure that must be prepared and implemented by the company, which in this case is the owner of the shop where the employee works.

6. Then the basis for calculating the minimum wage according to the applicable regulations is referring to article 25 PP Number 36 of 2021 which stipulates that the minimum wage is determined based on labor economics including purchasing power parity, namely the balance between purchasing ability, level of employment and median wage (margin between 50 percent of the highest wages/salaries and 50 percent of the lowest of employees in certain positions or jobs). data on economic growth, inflation, purchasing power parity, labor absorption rate and median wages are sourced from institutions with authority in the field of statistics.
7. However, to protect the rights of business owners, in this case shop owners, in article 27 paragraph 4 it is emphasized that there is no guarantee that the minimum wage will increase every year. The regulations only state that minimum wage adjustments are made every year. This adjustment also takes into account certain values between the upper and lower limits of the minimum wage in the region concerned, this is stated in article 26. In fact, article 27 paragraph 4 states that "in the event that the provincial minimum wage for the current year is higher than the provincial minimum wage limit then the governor is obliged to set the provincial minimum wage for the following year equal to the value of the current year's provincial minimum wage.

From the author's observations, the reason why business owners do not pay the minimum wage set by the city or district government is because the determination is deemed not to pay attention to the real living needs of workers. Moreover, the determination of the minimum wage in 2022 will begin to use new regulations, namely the regulations implementing the Job Creation Law, namely Government Regulation Number 36 of 2021 concerning wages, which changes the determination of the minimum wage that has been determined, one of which is paying attention to workers' decent living needs (KLH). to be based solely on economic and employment conditions.

#### **1. Legal remedies for workers or shop employees who are harmed by wages below the UMK**

Legislation governing wages is expected to provide preventive legal protection for workers in Indonesia. This is in line with preventive legal protection according to Philipus, that this legal protection has its own provisions and characteristics in its application. In this preventive legal protection, legal subjects have the opportunity to submit objections and opinions before the government provides a final decision. This legal protection is contained in statutory regulations which contain signs and restrictions on doing something. This protection is provided by the government to prevent a violation or dispute before it occurs.

Every worker has the right to legal protection, especially in the wage system. Based on the many violations committed by the company, in this case the shop owner, in providing salaries to his employees. Or in other words, many workers earn wages below the UMK. If this happens, workers have the right to make a report or take legal action to resolve the problem. Regarding the issue of wages below the minimum wage, there are several legal steps that workers can take, including the following:

**a. Join the All Indonesian Workers Union**

There are legal regulations regarding the existence of trade unions in Indonesia, namely Law Number 21 of 2000 concerning Trade Unions. This law basically regulates the function of Trade Unions in protecting workers who join them.

In Article 25 of the Law it is clearly stated that Trade Unions have the right to participate or be involved in considering the fate and welfare of employees. The Labor Union in Pamekasan Regency should have a position guaranteed by law to make a Collective Labor Agreement (PKB) with an Employer, which in this case is a shop owner, so that if the labor union is involved in making a Collective Labor Agreement (PKB) then the right - Workers' rights, especially wages, will be accommodated in the Collective Labor Agreement (PKB).

There are many shops in Pamekasan Regency in general and ABC Supermarkets, where this shop is the largest shop in Pamekasan Regency, other shops are Toko Mas Jakarta, Toko Sinar Anugerah, Toko Ramayana, Toko Trijaya, Toko Apolo II, Toko Gemilang in particular, there is no Collective Labor Agreement (PKB), only shop regulations made unilaterally by the shop owner. If there is a written Collective Labor Agreement (PKB) that is agreed between the shop owner and the shop employees, this will make it easier for the employees to demand that the shop provide wages in accordance with the Regency/City Minimum Wage that has been set by the Governor of East Java.

In article 27 of Law no. 21 of 2000 concerning Trade Unions clearly states that Trade Unions that have met the requirements can fight for improvements in the welfare of their members and their families, but what has happened is that there has not been the slightest effort from the company to make the Trade Union function properly in accordance with the provisions of the applicable laws. As a result, many employees' rights are not protected because none of the workers' unions are fighting for the salaries that should be given by the shops where they work.

**b. Bipartite Negotiations**

As mandated in Article 136 paragraph (1) of Law no. 13 of 2003 concerning Employment, that industrial relations disputes (employment disputes) must be carried out by employers and workers/laborers or trade/labor unions through deliberation and consensus.

With this provision, it is the obligation of the Workers/Labourers and Entrepreneurs/Employers to first resolve disputes that occur through negotiations; Negotiation is an effort made through talks, persuasive actions/persuasion, and compromise to reach an agreement with another party regarding a/several specific issues and a process in which two or more parties have the same (common interest) or opposing (conflicting) interests. interest) meet and talk with the intention of reaching a mutually agreed agreement. That this also refers to the provisions of Article 3 paragraph (1) of Law no. 2 of 2004 concerning Settlement of Industrial Relations Disputes (PPHI), it is regulated that the resolution of industrial relations disputes (labor disputes) must be sought first through bipartite negotiations by deliberation and consensus. In fact, if we then look at the explanation of this article, it further emphasizes that bipartite negotiations are negotiations between employers or a combination of employers and workers/laborers or trade/labor unions or between other trade/labor unions in a company that are in dispute; So with that in mind, the

parties must not neglect deliberation to reach a consensus in order to resolve a difference of opinion that occurs between the worker/laborer and the entrepreneur or employer through bipartite negotiations.<sup>10</sup>

**c. Lawsuit to the Industrial Relations Court**

If it turns out that Bipartite negotiations cannot be carried out, then the next legal remedy that can be taken is to file a lawsuit with the Industrial Relations Court. The judicial process will be carried out if one of the parties has filed a lawsuit regarding salaries below the minimum wage. A new lawsuit may be filed after mediation efforts are unsuccessful. Later, the Labor Union and Employers' organizations will become legal representatives in the legal process. Many workers still don't know where to report their wages below the minimum wage, therefore it is important for Labor Unions to provide legal assistance.

## **CONCLUSION**

The large number of workers who suffer losses and have their rights violated by business actors due to the lack of clarity regarding the wages received by employees clearly violates the rules that have been prepared in the Employment Law. This is due to the lack of workers' understanding of labor law, so workers' rights must be properly accommodated by the government. Therefore, legal protection for workers can minimize violations of workers' rights by companies. Legal protection for workers is carried out through the implementation of laws and regulations regarding employment. These regulations can provide legal certainty regarding the rights and obligations, both for business actors and for workers in Indonesia.

It must be acknowledged that workers really need work to meet their daily needs, while business actors also need cheap labor, so that their companies can survive in the current economic situation. However, this relationship of mutual need is often the background for conflicts between workers and business actors. If both parties understand each other's needs, then conflict in the employment relationship will not occur. Legal protection for workers is aimed at guaranteeing the basic rights of workers, guaranteeing equality of opportunity and treatment without discrimination in any way in order to realize the welfare of workers and their families while still paying attention to developments in the business world.

Legislation governing wages is expected to provide preventive legal protection for workers in Indonesia. This is in line with preventive legal protection according to Philipus, that this legal protection has its own provisions and characteristics in its application. In this preventive legal protection, legal subjects have the opportunity to submit objections and opinions before the government provides a final decision. This legal protection is contained in statutory regulations which contain signs and restrictions on doing something. This protection is provided by the government to prevent a violation or dispute before it occurs.

There are many shops in Pamekasan Regency in general and ABC Supermarkets, where this shop is the largest shop in Pamekasan Regency, other shops are Toko Mas Jakarta, Toko Sinar Anugerah, Toko Ramayana, Toko Trijaya, Toko Apolo II, Toko Gemilang in particular, there is no Collective Labor Agreement (PKB), only shop

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<sup>10</sup> Abdul Khakim, *Aspek Hukum Penyelesaian Perselisihan Hubungan Industrial*, Citra Aditia, Bandung, 2010, h. 99



regulations made unilaterally by the shop owner. If there is a written Collective Labor Agreement (PKB) that is agreed between the shop owner and the shop employees, this will make it easier for the employees to demand that the shop provide wages in accordance with the Regency/City Minimum Wage that has been set by the Governor of East Java.

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