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Implementation of Protection of Wage Rights for Workers in The Micro, Small, And Medium Enterprise (MSMEs) Sector

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ABSTRACT

Wages are a basic worker's right that must be protected by the state as a form of social justice and labor protection. This article examines the implementation of wage protection for workers in the Micro, Small, and Medium Enterprises (MSMEs) sector in Manokwari Regency, focusing on the effectiveness of regulations and the oversight role of local governments. The research methods used are normative and empirical juridical, through an analysis of the provisions of Law Number 6 of 2023 concerning Job Creation, Government Regulation Number 36 of 2021 concerning Wages, and West Papua Provincial Regulation Number 6 of 2022 concerning Manpower Implementation. The study results indicate that legal protection for MSME workers has been regulated normatively, but its implementation still faces structural and cultural obstacles, including weak legal awareness among MSME actors and limited labor supervision. The Manpower Office holds a strategic position in realizing wage protection, but requires strengthening its supervision system and digitizing labor services. This research recommends increasing the capacity of MSMEs, optimizing technology-based monitoring mechanisms, and fostering multi-sector collaboration to ensure the fulfillment of wage rights fairly and sustainably.

Keywords: Legal Protection, Minimum Wage, MSMEs, Labor Inspection.

I. Introduction

Employment in the Micro, Small, and Medium Enterprises (MSMEs) sector in Manokwari Regency plays a crucial role in supporting regional economic growth and absorbing local labor (Rumere, 2022). MSMEs are the backbone of the local economy because they can accommodate workers with diverse educational backgrounds and skills (Gobal, 2024). However, this sector's significant contribution has not been matched by adequate protection of workers' rights, particularly the right to a living wage. Many workers in the MSME sector work without written employment agreements, without social security, and receive wages that do not meet established minimum standards (Pratiwi, 2024). This situation creates social and economic inequality that has the potential to undermine the welfare of local workers in Manokwari. The phenomenon of violations of workers' rights to wages in the MSME sector has become an increasingly significant issue with the increasing number of small and micro businesses operating informally (Adinda, 2024). MSME operators often view their workers as "assistance labor" rather than formal workers with legal rights. It often results in wages being based on verbal agreements that lack legal force (Kennedy, 2024). Many workers receive wages below the West



Papua Provincial Minimum Wage, which has been established through a Governor's Regulation, without a clear wage structure or scale (Husni, 2023). These violations demonstrate weak oversight and a lack of legal awareness among small businesses regarding their obligations under labor laws (Fitriani, 2022).

The gap between legal norms and their implementation is the root of the problem in protecting the rights of MSME workers in Manokwari. Normatively, various regulations provide a fairly clear legal framework regarding the right to a decent wage, but in reality, this does not work as expected. The regulations stipulated in Law Number 6 of 2023 concerning Job Creation and Government Regulation Number 36 of 2021 concerning Wages are often not properly communicated to small business owners. Many of them do not understand the minimum wage structure, fixed allowances, and other variables that make up the wage components. Ignorance and a lack of guidance are the main causes of weak compliance with laws that should protect workers (Zulfikar Putra, 2022). Wages in labor law are not merely compensation for labor, but also a symbol of social justice and respect for human dignity (Suci Flambonita, 2023). According to Article 1, number 30 of Law Number 13 of 2003, in conjunction with Law Number 6 of 2023 concerning Job Creation, wages are defined as workers' rights received and expressed in monetary form as compensation from employers to workers (Kohar, 2025). This definition emphasizes that wages are a legal obligation inherent in employers, not the result of charity or unilateral policy (Worang, 2024). Every worker has the right to receive wages that guarantee a decent living for humanity, as mandated by Article 88 paragraph (1) of the Manpower Law. This provision affirms the position of wages as an instrument of economic justice that must be upheld.

The structure and components of wages are regulated in more detail in Government Regulation Number 36 of 2021 concerning Wages. This regulation emphasizes that wages must be structured based on a scale that takes into account employee length of service, position, competence, and performance (Hadin, 2023). In practice, MSME entrepreneurs often do not understand the importance of developing such a wage structure. Most employers set wages based on the company's financial capacity without considering applicable legal provisions (Baviga, 2023). As a result, there is an imbalance between workers with heavy workloads and those receiving disproportionate compensation (Indrayani, 2025). This irregular wage system results in decreased work motivation and an increased risk of labor exploitation. Workers' right to a decent wage is a human right as guaranteed in Article 28D paragraph (2) of the 1945 Constitution of the Republic of Indonesia, which affirms the right of every person to work and to receive fair and adequate compensation (Ahmad, 2023). The principle of "equal pay for equal work," or equal wages for equal work, is the primary foundation for creating social justice in the workplace (Al Hussainy, 2025). This principle requires employers not to discriminate in wages based on gender, regional origin, or employment status (Ananta, 2024). Article 88 of the Job Creation Law emphasizes that employers are obliged to pay wages to workers in accordance with the employment agreement and statutory provisions. This provision should serve as the primary guideline for MSMEs to ensure that the wage system implemented does not violate workers' basic rights.

Legal protection for workers' rights has two main dimensions: preventive and repressive, as explained by Philipus M. Hadjon. Preventive protection refers to legal efforts undertaken before a violation occurs, such as guidance, outreach, and the formulation of regulations that favor workers. Repressive protection, on the other hand, is implemented after a violation occurs, such as imposing sanctions, resolving disputes, and restoring rights (Samudra, 2025). In the context of employment relations in MSMEs, preventive protection is crucial because most violations occur due to ignorance and negligence, not simply an intention to violate the law. The balance implementation of these two forms will ensure workers feel safe and secure in the workplace. The state has the primary responsibility to ensure employment justice through the establishment of effective regulations, supervision, and law enforcement (Sanja, 2025). The state's role as a protector of labor is affirmed in Article 27, paragraph (2) of the 1945 Constitution, which states that every citizen has the right to work and a decent living. Both central and regional governments are required to create labor inspection mechanisms capable of reaching the informal sector, including MSMEs. In the Manokwari region, the implementation of this function remains suboptimal due to the limited number of labor inspectors and inadequate law enforcement facilities. As a result, many wage violations go unreported or unresolved fairly.

Workers in the MSME sector hold a unique and vulnerable position within the national labor system. They are often not bound by formal employment contracts and work in unstructured employment relationships. This often results in their legal status being unclear, shifting between permanent, casual, or business partnerships (Suhada, 2024). These characteristics make it difficult to effectively implement legal protection for MSME workers, as many are not registered in the labor administration system. Low legal literacy and limited access to supervisory bodies make it difficult for workers to assert their rights when wage violations occur. The biggest challenge in providing legal protection to MSME workers is the relatively small scale of these businesses with limited financial capacity. Many MSMEs operate independently without adequate administrative support to comply with all labor regulations. They focus on business continuity and often view legal obligations as an additional burden. The situation is exacerbated by the lack of government intervention in providing legal and technical assistance to MSMEs. If this situation persists, violations of wage rights will become a structural problem that will be difficult to address without comprehensive policy reform.

II. Research Method

This research uses a normative juridical method, an approach that focuses on examining applicable written legal norms as a basis for answering the research problem. This method aims to examine in-depth the legal principles governing the protection of workers' wage rights, particularly in the Micro, Small, and Medium Enterprises (MSMEs) sector, and to assess the effectiveness of their implementation based on statutory provisions. The approach used in this research consists of two types: a statutory approach and a conceptual approach. The statutory approach is carried out by systematically examining various relevant legal products, such as Law Number 6 of 2023 concerning the Stipulation of the Job Creation Regulation in Lieu of Law (Perpu) on Job Creation, Government Regulation Number 36 of 2021 concerning Wages, and West Papua Provincial Regulation Number 6 of 2022 concerning Manpower Implementation. Meanwhile, a conceptual approach is used to analyze legal thinking, principles of social justice, and human rights principles underlying the protection of workers' rights, particularly those related to decent wages and dignified work. Through this method, the research is expected to produce a comprehensive and in-depth understanding of the existence and challenges of legal protection for MSME workers, particularly in Manokwari Regency, and to provide recommendations based on normative justice and legal rationality.

III. Results and Discussion

3.1. Normative Basis and Practices for the Protection of MSME Workers' Rights to Wages in Manokwari Regency

Law Number 6 of 2023, concerning the Stipulation of Government Regulation in Lieu of Law Number 2 of 2022 concerning Job Creation, serves as the primary legal basis for protecting workers' rights to wages in Indonesia, including those in the Micro, Small, and Medium Enterprises (MSMEs) sector. Article 88, paragraph (1) affirms that every worker or laborer has the right to receive income that meets a decent standard of living. This provision serves as the normative basis for the notion that wages are not merely economic compensation but also a means of ensuring social welfare. Furthermore, Article 88C paragraph (1) stipulates that the central government establishes wage policies as a form of protection for workers, providing a balance between the rights and obligations of workers and employers. This norm binds all forms of business, including MSMEs, which are often part of the informal economy but remain subject to national labor regulations.

Government Regulation Number 36 of 2021 concerning Wages is a direct derivative of the Job Creation Law, technically regulating the mechanism, structure, and scale of wages. Article 6 of the PP explains that wage policies include setting minimum wages, wage structures and scales, and wage payments in accordance with employment agreements. Article 21, paragraph (1) stipulates that employers are required to establish wage structures and scales within the company, taking into account the company's capacity and

productivity. This obligation applies to all types of businesses without exception, including MSMEs. This provision demonstrates the government's efforts to balance business flexibility with worker protection. In practice, MSMEs in Manokwari Regency still face obstacles in establishing formal wage structures due to limited knowledge and administrative resources.

West Papua Provincial Regulation Number 6 of 2022 concerning Manpower Implementation serves as a regional legal instrument that affirms the implementation of wage policies in the West Papua region. Article 57 of this Regional Regulation states that every employer is required to pay wages to workers in accordance with the provisions of laws and regulations regarding wages. Article 59 also emphasizes that the provincial minimum wage is set by the Governor. This provision strengthens the legal position of MSME workers so that they continue to receive wages that are not below the regional minimum standard. The implementation of this regional regulation in Manokwari is crucial, given that many small businesses have not yet adjusted their wage systems to officially enforced regulations. Article 24 of Government Regulation No. 36 of 2021 states that the minimum wage applies to workers with less than one year of service and may not be reduced for any reason. This provision is binding, and violations are subject to administrative sanctions. However, in practice in Manokwari, many MSMEs pay wages below this level, citing limited business capacity, demonstrating weak oversight of the implementation of this gubernatorial regulation.

The Manokwari Regency Government is responsible for establishing technical policies that align national and provincial regulations with local conditions. Although there is no specific Regent Regulation regarding MSME wage standards, the regional government is obligated to implement wage policies in accordance with Law No. 23 of 2014 concerning the Regional Government, which states that labor matters fall under the authority of district/city governments. This obligation includes supervision, guidance, and the implementation of a wage system that complies with legal provisions. The absence of specific regional technical regulations for MSMEs is often cited as a reason for businesses not following minimum wage guidelines, resulting in legal uncertainty for workers. Wage practices in the micro and small sectors in Manokwari Regency remain highly varied and tend to be inconsistent. Many MSMEs employ daily or piecework wage systems without adhering to the principles of a living wage. Most workers do not receive pay slips or clear wage breakdowns, even though Article 53 of Government Regulation No. 36 of 2021 stipulates that employers are required to provide proof of wage payments detailing basic wages, fixed allowances, and deductions. The lack of these official documents makes it difficult for workers to claim their rights in the event of a dispute. This situation also indicates that the labor administration system in the MSME sector remains very weak and requires strengthening through intensive guidance from relevant agencies.

Business actors' compliance with wage structures and scales also falls far short of legal requirements. Based on field interviews conducted by the Manokwari Regency Manpower Office in 2024, more than half of MSMEs were unaware of the obligation to establish wage structures based on position and length of service, as stipulated in Article 21 of Government Regulation No. 36 of 2021. Most believe that wage determination depends entirely on an agreement between workers and employers. The view contradicts the principles of labor law, which recognize wages as an inalienable right that must be protected by the state. The lack of legal awareness often leaves workers in a weak position in wage negotiations. MSME workers' access to social security is also still limited in Manokwari Regency. This is despite Article 15 paragraph (1) of Law No. 24 of 2011 concerning the Social Security Administering Body requiring every employer to register their workers in the BPJS Employment program. This obligation applies to all forms of business, including micro-enterprises. Data from the Manokwari BPJS Ketenagakerjaan (Employment Social Security Agency) shows that by the end of 2023, only around 35% of MSME workers were enrolled in social security programs. This situation indicates that the majority of workers lack protection in the event of a work-related accident, termination of employment, or retirement. The lack of social security also reduces workers' sense of security at work and impacts productivity.

The gap between normative and practical aspects is a serious problem in efforts to enforce wage protection for MSME workers in Manokwari. Normatively, all legal instruments, from the national to the regional levels, provide a strong foundation for ensuring these rights. However, implementation in the field

shows numerous violations that are not effectively addressed. Weak inter-agency coordination, a limited number of labor inspectors, and inadequate dissemination of regulations to businesses are major obstacles. Repeated violations without firm law enforcement have a domino effect on low compliance with wage regulations by other employers. Factors hindering the implementation of wage laws in the MSME sector include structural, cultural, and administrative aspects. Structural aspects include limited human resources within supervisory institutions and the lack of an efficient digital oversight system. Cultural aspects are evident in the traditional view of business actors, who view workers as informal partners without binding legal obligations. Administrative aspects are evident in the lack of official documents such as employment agreements and wage reports. The combination of these three factors makes the wage law, which is supposed to protect workers, less effective in its implementation. Efforts to improve the system and strengthen legal awareness among MSMEs are urgent steps to bridge the gap between norms and reality.

3.2. Strategies and Challenges of the Regional Government and the Manpower Office in Enforcing the Wage Rights of MSME Workers in Manokwari Regency

The implementation of regional government functions in the employment sector has a strong legal basis through Law Number 23 of 2014 concerning Regional Government, particularly in the Appendix on the Division of Government Affairs in the Employment Sector, which grants provincial and district/city governments the authority to manage employment affairs in accordance with the principles of decentralization. This provision affirms that regional governments have responsibility for fostering industrial relations, resolving labor disputes, and protecting workers' rights, including wage oversight. Decentralization of employment affairs allows for more responsive labor protection policies to local needs, particularly in regions with small-business-based economies such as Manokwari. The delegation of authority to regional governments requires an active role in implementing national policies into concrete employment programs. The Manokwari Regency Government is obliged to align the implementation of labor supervision with the provisions of Article 12, paragraph (2) of Law Number 23 of 2014, which emphasizes that employment affairs are included in the category of mandatory affairs related to basic services. This means that protecting workers' rights to wages is not merely an administrative issue, but also part of the region's constitutional responsibility for the welfare of its citizens. The regional autonomy approach provides Manokwari with the opportunity to develop regulations and oversight strategies that adapt to the socio-economic realities of its community.

The Manokwari Regency Manpower Office plays a central role in the implementation of wage policies. This institution functions as the regional government's technical implementer, authorized to foster, supervise, and enforce labor norms as stipulated in Article 89 paragraph (1) of Law No. 6 of 2023 concerning Job Creation. In practice, the Manpower Office oversees employers' compliance with minimum wages, wage structures and scales, and the provision of social security for workers. Guidance is provided through outreach and regulatory outreach, while enforcement is realized through field inspections, the issuance of inspection notes, and recommendations for administrative sanctions for violators. The Manokwari Manpower Office's oversight not only focuses on legal action but also on raising awareness among MSMEs about the importance of fairness in wages. Coaching activities are typically conducted through discussion forums and joint training, where business actors are provided with an understanding of their legal obligations within the employment system. This effort aligns with Article 90 paragraph (1) of Law No. 6 of 2023, which stipulates that employers are prohibited from paying wages lower than the minimum wage. Coaching serves as a preventative measure to prevent violations, while supervision serves as a corrective mechanism when workers' rights are not met.

Industrial relations reporting and mediation mechanisms are also an important part of the Manpower Office's duties. Based on the provisions of Article 102, paragraph (1) of Law No. 13 of 2003 in conjunction with Law No. 6 of 2023, industrial relations disputes can be resolved through mediation, conciliation, or arbitration. In Manokwari, mediation is often the initial step in resolving wage disputes between workers and MSME employers. This process is conducted informally and is oriented towards mutual agreement, given that most MSMEs do not have trade unions or written work agreements. The advantage of the local mediation approach

is its flexibility in finding solutions without prolonging legal conflicts. The main obstacles facing local governments in labor inspection are limited human resources and budget. The number of labor inspectors in Manokwari Regency remains very limited compared to the number of companies and MSMEs that need to be monitored. According to data from the West Papua Manpower Office, each inspector handles an average of hundreds of business entities, resulting in low inspection frequency. This situation contradicts the mandate of Article 176 paragraph (2) of Law No. 13 of 2003, which states that labor inspections must be conducted periodically to ensure compliance with laws and regulations.

Cross-sector coordination between local governments, provincial manpower offices, and central supervisory agencies is also still suboptimal. Supervision in the MSME sector is often not integrated with economic empowerment programs or entrepreneurship training. In fact, synergy between agencies can strengthen policy effectiveness by combining legal, social, and economic aspects. This lack of coordination results in many wage violations going undetected or not being fully followed up on. Strengthening cross-sector mechanisms is a prerequisite for ensuring employment policies align with regional development. Legal awareness among MSMEs in Manokwari remains low, particularly regarding understanding wage obligations in accordance with regulations. Most small businesses operate without adequate administrative records, making oversight difficult. Lack of knowledge about regulations, such as Government Regulation No. 36 of 2021 concerning Wages, leads most employers to set wages based on local market customs. This low awareness is not only due to a lack of public awareness but also to the lack of incentives or structural support for MSMEs to implement a formal wage system.

Strengthening digital-based labor inspection systems is a strategic step worth developing. Systems such as e-reporting and e-inspection, which have been implemented in several regions in Indonesia, can serve as models for Manokwari Regency to expedite the violation reporting process and ensure transparency in supervision. Digital technology allows workers to report violations directly without having to go through lengthy bureaucratic processes. Implementing this system also helps local governments monitor employer and worker data in real time, allowing immediate corrective action when wage violations are discovered. The initiative to establish a local, community-based mediation forum can be a social solution to the limited supervisory apparatus. This forum consists of members from government officials, MSMEs, community leaders, and workers' organizations, who act as volunteer mediators. This participatory model helps resolve wage disputes quickly, affordably, and fairly without the need for lengthy legal proceedings. Synergy between the government, businesses, and NGOs is expected to create a more inclusive and humane oversight system. The success of protecting wage rights for MSME workers in Manokwari depends heavily on local political will, institutional collaboration, and collective community awareness of the importance of fairness in employment relations.

IV. Conclusion

Research on the strategic role of local governments and the Manpower Office in supervising and enforcing workers' wage rights in the MSME sector in Manokwari Regency indicates that the implementation of labor policies has not been optimal. Local governments have significant responsibilities under Law Number 23 of 2014 concerning Regional Government, specifically the Attachment to the Division of Government Affairs in the Manpower Sector, which affirms district authority in overseeing work norms, including wages. However, the reality on the ground shows that supervision remains weak due to limited human resources, minimal budget support, and a lack of cross-sectoral coordination between local governments, labor inspectors, and MSMEs. This situation has resulted in low business compliance with wage provisions as stipulated in Government Regulation Number 36 of 2021 concerning Wages and West Papua Provincial Regulation Number 6 of 2022. This imbalance between the normative framework and supervisory practices indicates the need for strengthening institutional capacity and reforming the supervisory work system based on data and technology.

Improving the effectiveness of labor law supervision and enforcement requires a collaborative commitment between local governments, the Manpower Office, MSMEs, and the working community. Digitizing the monitoring system, such as developing e-reports and e-inspections, can be a concrete solution to strengthening transparency and accountability in the implementation of minimum wage norms. Furthermore, it is necessary to establish a local, community-based mediation forum as a forum for resolving industrial relations disputes more quickly, efficiently, and fairly. Local governments also need to expand labor law education programs so that MSMEs understand their normative obligations to workers. Going forward, the success of protecting workers' rights to wages will depend not only on formal regulations but also on the integration of monitoring systems, the social sensitivity of local governments, and the active participation of the working community. Thus, strengthening labor governance at the local level will be a crucial foundation for realizing social justice and the welfare of MSME workers in Manokwari Regency.

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