The Implementation of criminal sanctions as ius puniendi: A case study of entrepreneurs paying below the minimum wage in Indonesia

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ABSTRACT

The purpose of this study is to investigate and assess and seek to answer comprehensively related to the implementation of criminal sanctions for entrepreneurs who pay below the minimum wage in Indonesia. As the object of research is manpower and criminal law which must be used as a tool for social control and as an obligation of the state to implement it, ius puniendi. This research is a normative legal research using quantitative methods. The results of the study indicate that the implementation of criminal sanctions is very necessary and becomes a critical issue as a form of protection for workers to ensure the basic rights of workers to obtain a minimum wage. Efforts that must be made by the government are implementing criminal sanctions consistently, improving the quality of public services based on professional human resources and utilizing communication and information technology, to prevent and minimize the occurrence of various forms of violations of labor law and criminal law, especially with regard to the provisions of the minimum wage.

A B S T R A C T

Introduction

Criminal sanctions for entrepreneurs paying wages below the minimum wage are a phenomenon in the legal system in Indonesia, especially manpower and criminal law. At this time, criminal sanctions are one of the critical issues to be answered immediately in order to realize justice and welfare for the parties involved in industrial relations. According to Law Number 13 of 2003 concerning Manpower (Manpower Law No. 13/2003) article 1 number 16, industrial relations are a system of relations formed between actors in the process of producing goods and/or services consisting of elements of entrepreneurs, workers, and the government based on the values of Pancasila and the 1945 Constitution of the Republic of Indonesia. In the context of labor law and criminal law in Indonesia, entrepreneurs are prohibited from paying wages lower than the minimum wage and are threatened with imprisonment (Manpower Law No. 13/ 2003 article 90 paragraph 1 and article 185 paragraph 1, and the Omnibus Law of the Job Creation Act Number 11 of 2020 article 81 number 63).

However, in reality, the implementation of criminal sanctions for entrepreneurs paying below the minimum wage in Indonesia tends to be minimal. One of the causes of the lack of enforcement of manpower law and criminal law are the lack of responsiveness of the police in receiving reports and or complaints from the workers (Achmad, 2012). One of the factors for the lack of responsiveness of the police in acting is the alleged lack of knowledge of manpower law so that the police often consider worker reports not to be included in the realm of criminal law, but rather cases of civil disputes between workers and entrepreneurs (Achmad, 2012).

Wages are a part that tends to be very vulnerable in industrial relations, especially in relation to minimum wage provisions. Industrial relations are a system of relations formed between actors in the process of producing goods and/or services consisting of elements of...
entrepreneurs, workers/laborers and the government based on the values of Pancasila and the 1945 Constitution of the Republic of Indonesia (Manpower Law No. 13/2003 article 1 number 16). Thus, the effort to implement criminal sanctions for employers to pay wages below the minimum wage is a very important agenda to be answered in the legal system in Indonesia, especially manpower and criminal law. For example, several cases that occurred in Indonesia regarding entrepreneurs paying wages for workers who are still below the minimum wage are as follows:

i. Wages received by workers in CV. Allwise Authentic is the basic wage which is below the Minimum Wage for the City of Semarang, Central Java Province. The wages are not made in writing through an employment agreement, the determination is unilateral by the Company, and workers must accept it without protesting against the wages. So regardless of the wages received, workers must accept them, and there is no wage protection provided by the company or by the Semarang City Manpower Service (Kirti & Priyono, 2019:71).

ii. On November 8, 2019 the Manpower and Transmigration Office of West Sumatra received a report from NW and friends, in which the salaries received by NW and friends were given by PT. Gunung Palu Sari Padang is not in accordance with the work agreement and is not in accordance with the minimum wage for the province of West Sumatra that has been set, namely in 2019, an increase of 8.03 percent from the previous year. The 2019 UMP is calculated according to Government Regulation No. 78 of 2015, which is from IDR 2,119,067 to IDR 2,289,228 (Cantiqa et.al, 2020:5).

iii. PT Panca Pujii Bangun employed 35 employees at its factory on Jalan Tanjung Anom, Surabaya in 2004-2010, PT Panca Pujii Bangun paid its workers below the Regional Minimum Wage (Upah Minimum Regional /UMR) (Saputra, detikNews 28/4/2017).

iv. Civil Servant Investigators (Penyidik Pegawai Negeri Sipil/PPNS) of the Ministry of Manpower have named a businessman with the initials YS as a suspect. The president director of PT KL which operates in Jakarta pays salaries under the provisions of the Provincial Minimum Wage Upah Minimum Provinsi (UMP) for Daerah Khusus Ibukota (DKI) Jakarta to his workers in the period January 2010 to June 2011 so that he is categorized as having committed an unlawful act for paying wages under the UMP. DKI Jakarta (Wiwoho, cnindonesia 14/07/2017).

Based on various descriptions of the background of the problem, this study aims to investigate and examine and seek to answer comprehensively regarding the implementation of criminal sanctions for entrepreneurs paying wages below the minimum provisions in the Indonesian legal system, manpower and criminal law. Problems in this study can be formulated as follows: (1). What are the legal sanctions for entrepreneurs paying below the minimum wage provisions according to manpower and criminal law in Indonesia?, and (2). How is the implementation of legal sanctions for entrepreneurs paying below the minimum wage provisions according to manpower and criminal law in Indonesia?

This article continues with a discussion of the research, discussion and results as follows. First, investigate and examine the definition of criminal sanctions for entrepreneurs paying wages below the minimum wage provisions according to manpower and criminal law in Indonesia based on the literature presented. Second, juridical review, and third, investigating and reviewing minimum wage provisions in Indonesia; and fourth, the implementation of criminal sanctions for entrepreneurs paying below the minimum wage provisions. Then, the object of this research is manpower and criminal law in Indonesia in the form of legal materials in order to know the meaning contained in the legislation conceptually in practice and legal decisions (Ibrahim, 2012:310). This is done through two checks as follows: (1). researchers are trying to get a new meaning contained in the relevant legal rules, and (2). the researcher examines these legal terms in practice through analysis of legal decisions (Ibrahim, 212:310).

The research methodology used is normative legal research, legal research as a process to find legal rules, principles, and doctrines in order to answer the legal issues faced (Marzuki, 2008: 29; Nugroho in Sigit Riyanto et.al., 2013 :179). This is done by reviewing secondary data, legal materials that provide an explanation of primary legal materials such as research results and others that are authoritative (Ashshofa, 2004:104) in the legal system (Soekanto & Mamudji, 2009:15). Furthermore, the data analysis technique in this study uses the following model: (1). The legal materials are traced through literature studies and internet searches, then examined using jurisprudence theory and constitutionalism theory, and (2). Synchronized main ideas the problem is in the form of legal concepts, principles or principles that are considered relevant to seek answers according to the subject (Dianta, 2017:152-155). This article ends with the results of discussions and conclusions regarding the implementation of criminal sanctions for entrepreneurs who pay below the minimum wage in Indonesia.

**Criminal Sanctions**

Garner in Black's Law Dictionary Seventh Edition (1999:1341) defines a sanction as a punishment or coercive action resulting from failure to comply with a law, rule, or order. According to Dupont & Verstraeten (1990) as cited by Liesbet Deben (2004) in Susanto (2019:134) said “de sanctie wordt gedefinieerd als: regels die voorschrijven welke gevolgen aan de niet naleving of de overtreding van de normen verbonden worden” (sanctions are defined as rules that determine the consequences of non-compliance or are connected with violation of norms). Meanwhile Ali (2015:202) defines sanctions as dependents, actions, punishments to force people to keep agreements or obey the provisions of the law. Criminal sanctions are the most common type of sanctions. used in imposing a sentence on someone who is found guilty of committing a criminal act (Ali, 2015: 193). According to Grolier (1995), punishment describes the imposition by the competent authorities to revoke the usually painful rights of someone who has violated criminal law, regulations or other norms imposed by a judge with a verdict (Soesilo 1994: 35).
The imposition of criminal sanctions in a decision is the result of the judge’s consideration with his belief and intuition to reach a decision that is acceptable to the community. (Sholehuddin, 2004: 28). Judges have the principle of freedom in deciding a case because it is part of their judicial authority. Article 24 paragraph 1 of the 1945 Constitution reads as follows, “Judicial power is the power of an independent state to organize courts to enforce law and justice”. The rules related to the judicial authority of judges are implemented in Law Number 48 of 2009 Concerning Judicial Power. In criminal law, legal sanctions are referred to as punishments regulated in article 10 of the Criminal Code (Kitab Undang-Undang Hukum Pidana/KUHP) as follows: (a). The main punishment, which is divided into the death penalty, imprisonment, imprisonment, and a fine; and (b). Additional penalties, which are divided into: revocation of certain rights, confiscation of certain goods, and announcement of judge’s decision.

Manpower Law was originally called labor law or arbeidrechts in Dutch, and in its development, and manpower law has the following elements:(1). A series of written and unwritten regulations,(2). Regulating the occurrence of employment relationships between Workers and Entrepreneurs,(3). There are people who work for and under other people, by getting wages as remuneration, and (4). Regulating the protection of workers/laborers includes problems of illness, menstruation, pregnancy, childbirth, the existence of workers/labor organizations and so on (Khakim, 2003:4). According to Supomo in Budiono (2011:15), manpower law is a law that regulates the relationship between entrepreneurs, workers and other parties with the main objective of providing protection to workers. This definition is conveyed on the grounds that:

i. The relationship regulated by labor law is primarily the relationship between employers and workers,

ii. In the next stage, the relationship regulated by labor law is the relationship between the entrepreneur and other parties, or the relationship between the employer and other parties, between workers and other parties, and

iii. The main purpose of manpower law is to provide protection to workers (Supomo in Budiono, 2011:15). Then, the term manpower law is a series of regulations that regulate all events related to the work of a person for another person by receiving wages (Asyhadi, 2007:3).

The term criminal law comes from the Netherlands, namely strafrecht, straat in Bahasa is sanctions, criminal, punishment, and recht (legal terms in Dutch). The rules of criminal law that apply in Indonesia to date are the adoption of the criminal rules of the Dutch colonial heritage in the form of criminal legislation as a result of the translation of the rules of criminal law contained in the book Wetboek van Strafrecht voor Nederlandsch Indie 1915 with improvements and adjustments (Sholihin, 2008:262). Criminal law is a law of sanctions, and criminal sanctions are held to strengthen compliance with norms outside of criminal law (Poemomo, 1987 in Ilyas, 2012: 25; Pompe in Sianturi (1986:13). According to Moeljatno (2008:1), the Criminal law is part of the overall law that applies in a country, which provides the basics and rules for:

i. Determining which actions should not be carried out, which are prohibited, accompanied by threats or sanctions in the form of certain crimes for anyone. violate the prohibition,

ii. Determine when and in what cases those who have violated the prohibition can be imposed or sentenced to a criminal sentence as has been threatened, and

iii. Determine in what way the punishment can be carried out if there are people who are suspected of having violated the prohibition.

According to Prescott (2019), the essence of criminal sanctions is punishment for criminal acts, and criminal sanctions are to prevent serious violations (Boeglin & Shapiro, 2019:1506; Reksodiputro, 2007:84). According to Muladi (1995:7), the criminal justice system consists of several supporting sub-systems, such as the Police, Prosecutors, Courts, and Corrections as a unit (totality) which seeks to transform inputs into outputs to achieve the goals of the criminal justice system in the form of re-socialization of perpetrators. (short term), crime prevention (long term), and social welfare (long term). According to experts in Maculan and Gili (2020:134), criminal sanctions can be interpreted as a concept of punishment as the only possible form of reparation for violations of criminal law used as a tool for social control and as a state obligation to implement it, ius puniendi. According to experts in Prasetyo, (2010:4-9), ius punaenandi or subjective law includes the law that gives the power to determine criminal threats, determine decisions and carry out crimes that are only charged to the state or officials appointed for it.

According to Sudarto (1990:9), criminal law in a subjective sense or ius puniendi can be interpreted broadly and narrowly, namely as follows:

i. In a broad sense: The right of the state or state equipment to impose or threaten criminal acts certain; and

ii. In a narrow sense: The right to prosecute criminal cases, impose and carry out punishments against people who commit prohibited acts. This right is exercised by judicial bodies. So ius puniendi is the right to impose a sentence. Criminal law in the subjective sense (ius puniendi) which is a regulation that regulates the rights of the state and state equipment to threaten, impose and carry out punishments against someone who violates the prohibitions and orders that have been regulated in criminal law is obtained by the state from the regulations that have been issued. determined by criminal law in an objective sense (ius poenale, is a criminal law whose meaning is based on norms and actions). In other words, ius puniendi must be based on ius poenale, which is the basis of the state’s authority to impose (subjective) punishments.

From these various descriptions, it can be interpreted that the definition of criminal sanctions used in this study is a concept of punishment in the form of punishment or forced action imposed by judges through sentences to people who have violated the law and this is the obligation of the state as ius puniendi to be implemented. optimally as a means of social control in order to strengthen laws, regulations or other norms so that they can be obeyed in relation to labor law and criminal law in the legal system in Indonesia.
Juridical Review

The legal system in Indonesia is adopting Continental European law and also implementing a mixed legal system with the Civil Law system as the main legal system and recognizing customary law (customary law system) and religious law system, Islamic sharia law (Hamzah et. al., 2021). According to Nurhardianto (2015), the Civil Law system has three characteristics, namely: (1). codification, (2). judges are not bound to the president so that the law becomes the main source of law, and (3). the judicial system is inquisitorial. According to experts in Nurhardianto (2015: 36-38), the characteristics of the Civil Law Law system are as follows:

i. The law gains binding power, because it is embodied in regulations in the form of laws and systematically arranged in codification. This basic characteristic is adopted considering that the main value which is the goal of law is legal certainty. Legal certainty can only be realized if human legal actions in social life are regulated by written legal regulations. With the aim of the law and based on the legal system adopted, judges cannot freely create laws that have general binding force. Judges only function to determine and interpret regulations within the limits of their authority. The decision of a judge in a case only binds the litigants (Doktrins Res Ajudicata).

ii. The Civil Law system cannot be separated from the teachings of the separation of powers that inspired the French Revolution. According to Paul Scolten (1993), that the real purpose of organizing the organs of the Dutch state is the separation between the powers of law-making, judicial power, and the cassation system, meaning that it is impossible for one power to interfere in the affairs of another. Adherents of the Civil Law system provide great flexibility for judges to decide cases without the need to imitate previous judges' decisions. The judges hold on to are the rules made by the parliament, namely laws.

iii. The Civil Law legal system uses the Inquisitorial system, namely in the judiciary the judge has a major role in directing and deciding cases, the judge is active in finding facts and carefully assessing the evidence, the judge tries to get a complete picture of the events he faces from the start by relying on professionalism and honesty of judges (Lawrence M. Friedman, 1975).

iv. The forms of sources of law in the formal sense in the civil law legal system are in the form of statutory regulations, customs, and jurisprudence. In order to find justice, jurists and judicial and quasi-judicial institutions refer to these sources. From these sources, the first reference in the tradition of the Civil Law legal system is legislation. Countries that adhere to civil law place the constitution at the highest order in the hierarchy of laws and regulations. All civil law countries have written constitutions.

Legal system in Indonesia is closely related to the constitutional structure that Indonesia is a unitary state which was established based on the 1945 Constitution of the Republic of Indonesia (UUD 1945) Article 1 that Indonesia is a unitary state in the form of a republic, has been amended four times, namely in October 1999, August 2000, November 2001, and August 2002 (Tabalujan, 2002). According to Law Number 12 of 2011 concerning the Establishment of Legislation Article 7 paragraph 1 (Law No.12/2011) that the hierarchy of laws and regulations is as shown in Figure 1 below:

![Figure 1: Hierarchy according to Law Number 12 of 2011 concerning the Establishment of Legislation Article 7 paragraph 1 (processed)](processed)

Based on Figure 1, it can be interpreted that hierarchically, the 1945 Constitution is a constitution that is a manifestation of various political thoughts at the time the Unitary State of the Republic of Indonesia (Negara Kesatuan Republik Indonesia/NKRI) was
established so that it has a very important position and becomes the legal basis that applies in the administration of the state in various aspects of elements. political policy in Indonesia. Lower-hierarchical laws may not violate higher-hierarchical laws so that lower-hierarchical laws refer to higher-hierarchical laws. That is, the legal power of the Legislation is in accordance with the hierarchy as referred to in Article 7 paragraph 1 of Law No.12/2011. Several definitions of laws and regulations under the hierarchy of the 1945 Constitution are contained in the general explanation of Law No. 12/2011 article 1 as follows: (a). Law is a statutory regulation established by the House of Representatives with the joint approval of the President, (b). Government Regulation in Lieu of Law is a statutory regulation stipulated by the President in matters of compelling urgency, (c). Government is a statutory regulation determined by the President to carry out the law as it should, (d). Presidential regulation is a statutory regulation stipulated by the president to carry out orders for higher laws and regulations or in carrying out government powers, and (e). Provincial Regulations are laws and regulations established by the Provincial Regional People's Representative Council with the mutual approval of the Governor, and (f). Regency/City Regional Regulations are statutory regulations established by the Regency/City Regional People's Representative Council with the joint approval of the Regent/Mayor.

In general, the characteristics of laws in the legal system in Indonesia are laws that are higher in the hierarchy and contain regulations of a general nature. Lower-hierarchical laws usually contain more detail. Then, employment law and criminal law can be interpreted as an orderly and integrated legal order based on the Civil law system which has the following three characteristics: (a). sourced from the hierarchy of Legislation according to Law Number 12 of 2011 concerning the Establishment of Legislation Article 7 paragraph 1 (Law No. 12/2011) that the judicial system is inquisitorial (judges have a major role in directing and deciding a case involving handled), and forms of legal sources in the form of: (a). statutory regulations, (b). habits, and (c). jurisprudence. Entrepreneurs paying below the minimum wage provisions as stipulated in the Manpower Law No.13/2003 and UUCK No.11/2020 are included in the crime. There are several terms to express an act that is prohibited by criminal rules, namely a criminal act, a criminal act, an offense or a strafbaarfeit. A person's actions are said to be criminal acts if the act has been stated in the law, namely the principle of legality in the Criminal Code (Kitab Undang-Undang Hukum Pidana /KUHP). The Criminal Code is the parent of general rules including the formulation of the principle of legality which reads in Article 1 paragraph 1 of the Criminal Code which reads "no action can be punished except for the strength of the criminal rules in the legislation that existed before the act was committed". The text of this article can be interpreted as follows (a). A criminal act must be formulated or stated in a statutory regulation; and (b). This statutory regulation must exist before the occurrence of a crime.

Then, in the legal system in Indonesia, criminal cases are carried out in district courts. This means that the district court has the authority to hear criminal cases whose jurisdiction covers the area where the crime was committed. Then, according to Law No. 2 of 1986 (Law No. 2/1986) on General Courts, article 50 concerning Court Powers, it is stated that the the District Court has the duty and authority to examine, decide, and settle criminal and civil cases at the first level. While Law no. 2 of 1986 article 51 paragraphs 1 and 2 states that the High Court has the duty and authority to hear criminal cases and civil cases at the appellate level. The High Court is also tasked with and authorized to adjudicate at the first and final level disputes over the authority to adjudicate between District Courts in their jurisdiction. According to Law No.2/1986 article 1 and article 3 paragraph 1 and article 6, and the Law of the Republic of Indonesia Number 13 of 1965 (Law No. 13/1965) concerning Courts in the General Courts and Supreme Court Article 1 states that judicial power in the general judiciary is exercised by: (1). District Court, (2). High Court, and (3). Supreme Court. Furthermore, the power of the Supreme Court is regulated in Law No. 13/1965 article 47 as follows: (1) The Supreme Court as the culmination of all courts and as the highest court for all judicial circles gives leadership to the courts concerned. (2) The Supreme Court shall exercise the highest supervision over the course of the judiciary in all courts throughout Indonesia and ensure that the judiciary is conducted in a thorough and proper manner. (3) The actions of judges in all judicial circles are carefully monitored by the Supreme Court. (4) In the interest of the State and Justice, the Supreme Court shall issue warnings, warnings and instructions deemed necessary, either in a separate letter or in a circular letter. (5) The Supreme Court is authorized to request information from all courts in all judicial circles. In that case, the Supreme Court may order the submission of case files and documents for consideration.

Based on the various descriptions above, it can be interpreted that the implementation of criminal sanctions for entrepreneurs who pay below the minimum wage is included in the violation of criminal acts and is the domain of criminal law in resolving cases. Therefore, criminal acts for entrepreneurs who pay wages to workers below the minimum wage are actually tried not at the Industrial Relations Court (Pengadilan Hubungan Industrial/PHI) but at the District Court (Pengadilan Negeri/PN) whose jurisdiction covers the area where the crime was committed.

**Minimum Wage Provisions in Indonesia**

Given the importance of labor wages, the government regulates wages through Regulation of the Minister of Manpower Number PER-05/Men/1989 concerning Minimum Wage Juncto Decreed of the Minister of Manpower and Transmigration of the Republic of Indonesia Number: KEP-226/MEN/2000 concerning Amendments to Article 1, Article 3, Article 4, Article 8, Article 11, Article 20, and Article 21 of the Regulation of the Minister of Manpower Number PER-01/MEN/1999 concerning the Juncto Minimum Wage Law of the Republic of Indonesia Number 13 of 2003 concerning Manpower (Labor Law No.13/2003) Juncto Omnibus Law on Job Creation Number 11 of 2020 Law of the Republic of Indonesia Number 11 of 2020 concerning Job Creation (UUCK No.
11/2020). The definition of the minimum wage as referred to in the Manpower Law No. 13/2003 article 88 paragraph (3) letter a consists of: (1). minimum wage based on the province or district/city, and (2). minimum wage by sector in the province or district/city. The mechanism for determining the minimum wage in Indonesia is regulated in Government Regulation Number 36 of 2021 concerning Wages (PP No. 36/2021). The Governor is obliged to determine the provincial minimum wage where the calculation of the minimum wage adjustment value is carried out by the wage council. The National Wage Council provides advice and consideration to the Central Government in formulating wage policies and developing a national wage system, while the Regency/Municipal Wage Council sends its proposals to the Regent/Mayor to be forwarded to the Governor at the Provincial level. This proposal is submitted to the Provincial Wage Council which sends a final recommendation to the Provincial Governor. The calculation of the adjustment of the Provincial Minimum Wage is carried out by the Provincial Wage Council and then recommended to the governor. Provincial Minimum Wage is determined by Governor's Decree and announced no later than November 21 of the current year and takes effect on January 1 of next year. If November 21 falls on a holiday, the announcement will be made 1 (one) day in advance.

The mechanism for setting minimum wages in Indonesia, the role of the central government is to provide direction and policies to local governments (provinces, districts/cities) in setting rules regarding minimum wage policies and is carried out every year. The directions given by the central government are related to economic conditions such as: economic growth and inflation rates at the provincial level, the average consumption per capita of working household members, in each household, and the variables that are used as guidelines are purchasing power parity, labor absorption rate and median wages based on data from the authorized institution in the field of statistics. In this context, the policy that regulates the provisions of the minimum wage is aimed at ensuring that workers are able to fulfill a decent life to meet primary and secondary needs and other needs (Hamid, 2020: 251).

Then, the Omnibus Law of the Job Creation Law Number 11 of 2020 (UUCK No. 11/2020) revised Law No. 13/2003 articles 88 and 89 by inserting the points of article 88 C:

i. The governor is obliged to determine the provincial minimum wage;

ii. The governor may determine the district/city minimum wage under certain conditions;

iii. The minimum wage as referred to in paragraphs 1 and 2 is determined based on economic and labor conditions;

iv. Certain conditions as referred to in paragraph (2) include regional economic growth and inflation in the regencies/municipalities concerned;

v. The district/city minimum wage as referred to in paragraph 2 must be higher than the provincial minimum wage;

vi. The economic and manpower conditions as referred to in paragraph 3 use data sourced from the authorized institution in the field of statistics; and (7). Further provisions regarding the procedure for determining the minimum wage as referred to in paragraph 3 and certain conditions as referred to in paragraph (4) shall be regulated by a Government Regulation.

With the enactment of the Omnibus Law UUCK No. 11/2020, it can be interpreted that the holder of the authority to determine the minimum wage in Indonesia at this time is the governor. The governor stipulates provisions related to the minimum wage at the provincial, district/city and sectoral levels, and follows the recommendations of the provincial wage council and/or district/city wage council. The minimum wage that is set is based on the Decent Physical Living Need (Kebutuhan Hidup Layak/KHL) in the form of the need for food. In Article 1 Paragraph 1 of the Regulation of the Minister of Manpower No. 1/1999, the minimum wage is defined as the lowest monthly wage which includes basic salary and fixed allowances. The wage system is a framework for how wages are regulated and determined in order to improve the welfare of workers (Sulistiarwati, 2012:201). According to Sumarsono (2009) in Sulistiawati (2012:201), wages in Indonesia are generally based on three wage functions, namely: (a) ensuring a decent life for workers and their families; (b) reflects the reward for one's work; and (c) provide incentives to encourage increased worker productivity.

According to Law 13/2003 Article 185 paragraph 1, violating the minimum wage is a criminal offense and employers are threatened with imprisonment for a minimum of 1 year and a maximum of 4 years and/or a fine of at least Rp. 100 million and a maximum of Rp. 400 million. According to the Omnibus Law UUCK No. 11/2020 regulates as follows: "For entrepreneurs who violate these provisions, Article 81 number 63 of the Job Creation Law which amends Article 185 paragraph 1 of Manpower regulates criminal sanctions as follows: Whoever violates the provisions as referred to in Article 42 paragraph 2, Article 68, Article 69 paragraph 2, Article 80, Article 82, Article 88A paragraph 3, Article 88E paragraph 2, Article 143, Article 156 paragraph 1, or Article 160 paragraph 4 is subject to a minimum imprisonment of 1 year and a maximum 4 years and/or a minimum fine of Rp. 100 million and a maximum of Rp. 400 million". In this context it can be interpreted that criminal sanctions for entrepreneurs who pay below the minimum wage are both regulated in Law 13/2003 article 185 paragraph 1 and the Omnibus Law UUCK 11/2020 article 81 number 63 the essence of the threat of criminal sanctions for entrepreneurs who pay below the minimum wage, there is no change either from the aspect of imprisonment and/or fines.

Currently in Indonesia, the minimum wage is regulated in the Omnibus Law of the Republic of Indonesia Law Number 11 of 2020 concerning Job Creation (Omnibus Law UUCK No. 11/2020). According to the Omnibus Law UUCK No.11/2020 article 81 number 68 contains Article 191A letter a which reads as follows: "For the first time the applicable minimum wage, namely the minimum wage that has been determined based on the implementing regulations of Law Number 13 of 2003 concerning Manpower that regulates wages". The Omnibus Law UUCK No. 11/2020 abolishes the provisions of the Provincial Sectoral Minimum Wage
Various rules that exist in Law Number 13 of 2003 concerning Manpower (Manpower Law No. 13/2003) by Omnibus Law Law Number 11 of 2020 concerning Job Creation (UUCK No. 11/2020) have been deleted and replaced, added and some are still in effect. The following is a comparison of the Manpower Law No.13/2003 with the Omnibus Law UUCK No.11/2020, as the provisions governing the current wage provisions include: Unit of Yield and Time Wages, Sectoral Minimum Wages (UMS) and Provincial Minimum Wages (UMP), also known as the Regional Minimum Wage or UMR (Ministry of Manpower Regulation Number: PER-01/MEN/1999 concerning Minimum Wages) or Regency/City Minimum Wages (UMK), Governor's Authority to Set Provincial Minimum Wages (UMP) or District/City Minimum Wage (UMK).

Table 1: Comparison of Wage Provisions in Indonesia in the Manpower Law No.13/2003 and the Omnibus Law UUCK No.11/2020

| No | Wage Provisions | Manpower Law No.13/2003 | Omnibus Law UUCK No.11/2020 |
|----|----------------|-------------------------|-----------------------------|
| 1  | Wage scheme with units of results and time | Does not regulate the wage scheme with units of results and time | a. There are provisions regarding Wage Unit Results and Time.  
b. Article 88 B. Article paragraph 1, wages are determined based on: a. unit of time; and/or b. units of results, and paragraph 2 states, further provisions regarding wages based on units of time and/or units of results as referred to in paragraph 1 shall be regulated in a Government Regulation |
| 2  | Sectoral Minimum Wage (Upah Minimum Sektoral /UMS) and Provincial Minimum Wage (Upah Minimum Provinsi /UMP) or Regency/City Minimum Wage (Upah Minimum Kabupaten/Kota/UMK) | a. Minimum wages are set at the provincial, district/municipality, and sectoral levels, regulated by Article 89 and directed at achieving life worthiness. The Provincial Minimum Wage (UMP) is determined by the Governor by taking into account the recommendations of the Provincial Wage Council and/or Regent/Mayor. c. The calculation of components and the implementation of the stages of achieving the needs of a decent living are regulated by a Ministerial Decree. | This provision was deleted and replaced with UUCK No. 11/2020 article 88 C, and abolished the Sectoral Minimum Wage (UMS) or abolished. |
| 3  | Governor's Authority to Set Provincial Minimum Wage (UMP) or Regency/City Minimum Wage (UMK) | The governor is appointed to set the provincial minimum wage (UMP) or the Regency/City Minimum Wage (UMK). | Gives the governor the authority to set the provincial minimum wage. The governor can also set the district/city minimum wage with certain conditions. The determination of the minimum wage by the governor is determined based on economic and labor conditions. Certain conditions include regional economic growth or inflation in the regency/city concerned (Article 88C) |
| 4  | Wages for Micro, Small and Medium Enterprises (Usaha Mikro Kecil dan Menengah UMKM) | Does not regulate the wage scheme for Micro, Small and Medium Enterprises (UMKM) workers | a. Include a new article, namely Article 90 B which excludes the minimum wage provisions for Micro, Small and Medium Enterprises (MSMEs). b. The wages of MSME workers are regulated based on an agreement between workers and the provision of work while further procedures for setting worker wages for MSMEs are further regulated through government regulations. Article 90B paragraph 2 reads: wages for Micro and Small Enterprises are determined based on an agreement between the entrepreneur … |
The provision of bonuses is regulated in Article 92 Chapter IV concerning Employment.

- Variables and formulas in determining minimum wages based on economic growth or inflation. (Article 88D)
- Employers conduct periodic wage reviews by taking into account the company's capabilities and productivity (Article 92 A)

Prohibition & Criminal Sanctions and for employers to pay wages below the minimum wage

The prohibition is regulated in article 90 paragraph 1 & criminal sanctions in article 185 paragraph (1) regulates those who violate the minimum wage provisions are criminal acts and entrepreneurs are threatened with imprisonment for a minimum of 1 year and a maximum of 4 years and/or a fine of at least Rp. 100 million and a maximum of Rp. 400 million.

a. It is still enforced as stipulated in the Manpower Law no. 13/2020 article 90 paragraph 1 & criminal sanctions in article 185 paragraph 1.

b. Omnibus Law UUCK No.11/2020 article 81 number 63 amends Law No.13/2003 article 185 paragraph 1 which regulates criminal sanctions as follows: "Whoever violates the provisions as referred to in Article 42 paragraph 2, Article 68, Article 69 paragraph 2 , Article 80, Article 82, Article 88A paragraph (3), Article 88E paragraph 2, Article 143, Article 156 paragraph 1, or Article 160 paragraph 4 is subject to a minimum imprisonment of 1 year and a maximum of 4 years and/or a maximum fine of a minimum of Rp. 100 million and a maximum of Rp. 400 million.

Source: From various sources (processed)

As regulated in the Omnibus Law Number 11 of 2020 concerning Job Creation (Omnibus Law UUCK No. 11/2020) article 88C that the governor has the authority to set the provincial minimum wage (UMP) and can also set the district/city minimum wage (UMK).

) with certain conditions, taking into account the various proposals for the Regency/City Minimum Wage (UMK) from the Regents and Mayors in the province.

The decisions of the Governors in 34 provinces in Indonesia regarding the 2021 minimum wage (UMP) in nominal rupiah (IDR) are as follows: Daerah Khusus Ibukota (DKI) Jakarta: Rp 4,416,186; Banten: IDR 2,460,968; Jawa Barat: IDR 1,810,351; Jawa Tengah: 1,798,979 ; Yogyakarta: IDR 1,765,608; Jawa Timur: IDR 1,868,000; Kalimantan Utara: IDR 3,000,803; Kalimantan Timur: IDR 2,981,378; Kalimantan Tengah: IDR 2,903,144; Kalimantan Selatan: IDR 2,877,447; Kalimantan Barat: IDR 2,399,698; Papua: IDR 3,516,700; Papua Barat: IDR 3,134,600; Sulawesi Utara: IDR 3,310,723; Sulawesi Barat: IDR 2,571,328; Sulawesi Tenggara: 2,552,014; Sulawesi Tengah: IDR 2,303,711; Sulawesi Selatan: IDR 3,165,876; Gorontalo: IDR 2,586,900; Bangka Belitung: IDR 3,230,022; Kepulauan Riau: IDR 3,005,383; Riau: IDR 2,888,563; Aceh: IDR 3,165,030; Sumatera Utara: IDR 2,183,883; Sumatera Barat: Rp 2,499,422; Lampung: IDR 2,400,000; Bengkulu: IDR 2,215,000; Maluku: IDR 2,604,961; Maluku Utara: IDR 2,721,530; Bali: IDR 2,494,000; Nusa Tenggara Barat (NTB): IDR 2,183,883; and Nusa Tenggara Timur (NTT) IDR 1,950,000 (Salihah, Kompas.com - 12/30/2020).
Below the decrees of the Governors in 34 provinces in Indonesia regarding the 2021 minimum wage (UMP), and it can be described in Table 2 as follows:

**Table 2:** The Decrees of the Governors in 34 Provinces in Indonesia regarding the 2021 Minimum Wage (Upah Minimum Provinsi/UMP) in Indonesia Rupiah (IDR)

| Provinces          | Minimum Wage (UMP) per month in Indonesia Rupiah (IDR) |
|--------------------|--------------------------------------------------------|
| Yogyakarta         | IDR 1,765,608                                          |
| Special Capital Region (DKI) Jakarta | IDR 4,416,186 |

Based on Table 2, it can be concluded that the lowest Provincial Minimum Wage (UMP) is Yogyakarta: IDR 1,765,608 and the highest is the Special Capital Region (DKI) Jakarta: IDR 4,416,186. Then, the average UMP in 2021 in Indonesia is Rp. 2,384,982.

Therefore, entrepreneurs can be subject to criminal sanctions if they pay their workers’ wages below the minimum wage as regulated in regulations and legislation.

From various descriptions related to the definition of the minimum wage, in this study the definition of the minimum wage can be used as a provision for the minimum amount of wages that must be paid by employers to workers for work carried out during a certain period based on mutual agreement related to work requirements and working conditions, provincial minimum wages (UMP) or district/city minimum wage (UMK) set by the governor. The purpose of the minimum wage (UMP/UMK) is to protect workers from wages that are too low and are directed at achieving living standards to meet the needs of life and to become one of the policy elements to strengthen other social and labor policies as mandated by the Pancasila philosophy as the basis for governance and state administration as well as the 1945 Constitution of the Republic of Indonesia as a formal constitutional basis to provide procedural
legitimacy to the formation of laws and regulations in Indonesia. In the context of labor law and criminal law in Indonesia, in fact, employers must be able to implement the minimum wage provisions as regulated in the applicable laws and regulations.

**Implementation of Criminal Sanctions**

In the economic growth of a country, the existence and contribution of entrepreneurs and workers are considered very large for the economy, especially in the industrial world. Entrepreneurs and workers can be considered as two sides of a coin (Hamid, 2020: 236). Productive entrepreneurs can strengthen the economy by creating jobs and new technologies, increasing productivity and are vital for competitiveness and economic development (Kritikos, 2014:1; Burton et.al.,2019:1050). On the other hand, labor has an equally important contribution to drive the wheels of the economy, especially in the process of creating production to the products produced in the form of goods and services in order to reach consumers (distribution). Vandyck and Rutherford (2018: 219) state that increasing labor productivity and wages is very important and needed to encourage workers to achieve organizational performance in accordance with the goals that have been set.

Juridically, the terms entrepreneur and manpower are regulated in Law No. 2 of 2004 (Law No. 2/2004) concerning Settlement of Industrial Relations Disputes Article 1 paragraph 6. According to Law No. 2/2004, the definition of entrepreneur can be interpreted as an individual, partnership, or legal entity located in Indonesia representing the company as referred to in letters (a) and (b) domiciled outside the territory of Indonesia. Meanwhile, the definition of worker/labourer in Law No. 2/2004 is anyone who works by receiving wages or other forms of remuneration (article 1 paragraph 9). Then, Law No. 13 of 2003 concerning Manpower (Manpower Law No. 13/2003) defines entrepreneurs as: (1) Individuals, partnerships, or legal entities that run a self-owned company; (2) Individuals, partnerships, or legal entities that independently run a company that is not their own; (3) Individuals, partnerships, or legal entities residing in Indonesia representing the Company as referred to in letters a and b domiciled outside the territory of Indonesia ((Manpower Law No.13/2003) article 1 number 5). While the definition of manpower in Law No. 13/2003 article 1 number 2 is anyone who is able to do work, in order to produce goods and / services both to meet their own needs and for the community.

Considering the employer-employee relationship for business growth is a strategic agenda and very important (Ansah et.al., 2018:42). The role of employers and workers is very important in the context of improving industrial relations, harmonization of relations between employers and workers in order to improve the overall achievement of the organization based on the goals that have been set and have implications for national economic growth. Fulfillment of this minimum wage, viewed from an economic perspective, is an effort so that every worker can meet their daily needs properly as stated in Article 27 paragraph 2 of the 1945 Constitution, which states that every citizen has the right to work and a decent living for humanity. The 1945 Constitution Article 28 D paragraph 2 specifically regulates the fulfillment of a decent wage received by the workforce which states that everyone has the right to work and receive fair and proper remuneration and treatment in an employment relationship. The definition of an employment relationship can be interpreted as a relationship between an entrepreneur and a worker or laborer based on a work agreement that has elements of work, wages and orders which constitute a relationship between an entrepreneur and a worker arising from a work agreement held for a certain time but for an indefinite period Manpower Law No.13/2003 article 1 number 15.

According to various laws and regulations that apply in Indonesia related to employment that legal protection for workers is very important to be implemented consistently (Hamid, 2020:100) as mandated by the Preamble to the 1945 Constitution. The minimum wage is the lowest monthly wage in the form of wages without allowances or basic wages including fixed allowances set by the governor as a safety net (Ministry of Manpower Regulation No. 15 of 2018 concerning Minimum Wages). According to Simanjuntak (1992) in Ganie (2009:1) that the minimum wage for workers in the wage system has two very strategic and important aspects, as follows: (1). The minimum wage is a means of protection for workers to maintain that the value of the wages received does not decrease in meeting the needs of daily life; and (2). Minimum wages as a means of protection for companies to maintain worker productivity, and efforts to set minimum wages in general are influenced by regional variations in both living standards and industry composition (Bailey et.al., 2020:1). The provisions of the minimum wage value in Indonesia, before the Omnibus Law UUCK No.11/2020 was enacted, referred to the Manpower Law No.13/2003 which stipulates that the national wage policy is to ensure the achievement of decent living needs by considering productivity and economic growth as well as the provisions of the minimum wage this is determined annually. However, after the enactment of the Omnibus Law UUCK No. 11/2020, there are changes, employers conduct periodic wage reviews by considering the company's ability and productivity (Omnibus Law UUCK No. 11/2020 article 92 A), variables and formulas in determining the minimum wage based on economic growth or inflation (Omnibus Law UUCK No. 11/2020 article 88D). Then, in the context of the legal system in Indonesia, criminal sanctions can be applied to employers who violate them as an act of violating labor law and criminal law. An act of violating the law can be interpreted as an act that is contrary to legal obligations or a violation of the law that has been regulated in laws and regulations.

In Indonesia, the implementation of criminal sanctions for entrepreneurs paying below the minimum wage is generally resolved in the Industrial Relations Court which is more directed to the civil aspect (Wicaksono, kontan.co.id, 25/4/2013). While the legislation related to the prohibition for employers to pay wages to workers below the minimum wage clearly already exists in the labor law, Law Number 13 of 2003 concerning Manpower (Labor Law No. 13/2003) article 90 paragraph 1 & criminal sanctions in article 185 paragraph 1. Then, in the Omnibus Law on Job Creation Number 11 of 2020 (UUCK No. 11/2020) article 81 number 63 amends Law No. 13/2003 article 185 paragraph 1 which regulates criminal sanctions as follows: "Whoever violates the provisions as referred to in Article 42 paragraph 2, Article 68, Article 69 paragraph 2, Article 80, Article 82, Article 88A paragraph 3, Article 88E paragraph
2. Article 143, Article 156 paragraph 1, or Article 160 paragraph 4 is subject to a minimum imprisonment of 1 year and a maximum of 4 years and/or a minimum fine of Rp. 100 million and a maximum of Rp. 400 million. In this context, the problem of entrepreneurs paying below the minimum wage is clearly and unequivocally leading to the criminal aspect as regulated in the Manpower Law No.13/2003 and UUCK No.11/2020. In fact, the problem of employers paying below the minimum wage was only implemented in 2013 in the criminal aspect. This means that during the period since the enactment of the Manpower Law in 2003, it was only 10 (ten) years later, namely in 2013 this Law could be fully implemented as a criminal case.

The following is the implementation of criminal sanctions for entrepreneurs who pay below the minimum wage in Indonesia with the legal treatment being criminal law as follows:

i. Case of Entrepreneur Tjioe Christina Chandra, owner of UD. Terang Suara in Surabaya, which has 53 employees, is imprisoned for paying its workers below the minimum wage. This case began when Tjioe Christina Chandra gave Rp700,000 to her employees, even though the UMR in Surabaya was Rp. 948,500. Initially, by the Surabaya District Court (PN), Tjioe Christina Chandra was acquitted. Then, the Public Prosecutor (JPU) also submitted this case to the level of cassation to the Supreme Court (MA). Tjioe Christina Chandra was proven guilty of violating Article 90 paragraph 1 and Article 185 paragraph 1 of Law no. 13/2003 concerning Manpower. Then, it was strengthened by the Supreme Court (MA), and in March 2013 the Supreme Court ruled this case as a violation of labor regulations. In this case, Tjioe Christina Chandra as an entrepreneur did not give wages as they should so that the Supreme Court sentenced him to one year in prison and a fine of Rp. 100 million to Tjioe Christina Chandra because he has been proven guilty of not paying the salaries of 53 employees according to the UMK in Surabaya (Sugeng, 2018:1750-1773; Wicaksono, kontan.co.id, 25/4/2013).

ii. The case began when PT Panca Puji Bangun employed 35 employees at its factory on Jalan Tanjung Anom, Surabaya, during 2004-2010, PT Panca Puji Bangun paid its workers below the minimum wage. On March 30, 2010, the prosecutor demanded 18 months in prison for Bagoes. The Surabaya District Court (PN) sentenced Bagoes to 1 year in prison for paying his employees wages below the minimum wage. The decision was upheld by the Surabaya High Court (PT) on April 13, 2010 and an appeal on November 8, 2011. Not accepting the decision, Bagoes took extraordinary legal steps, namely submitting a judicial review (PK) to the Supreme Court (MA). In this case, the Supreme Court stipulates that the decision on behalf of the convic Bagoes Srihandoyoono who is also Director of PT Panca Puji Bangun is legally binding by issuing Decision Number: 86 PK/PID.SUS/2013 (Saputra, detikNews 28 /4/2017)

From the two examples of cases, it can be interpreted that the Supreme Court's cassation decision against Tjioe Christina Chandra and Bagoes as entrepreneurs because they were proven not to give wages as they should have become jurisprudence for other judges who handle similar cases that are increasingly emerging at this time. Criminal verdicts for entrepreneurs in disputes related to entrepreneurs who pay below the minimum wage, the settlement is in the District Court until there is a final decision from the Supreme Court, not in the Industrial Relations Court. The Industrial Relations Court is a special court established within the general court which is authorized examine, hear and give decisions on industrial relations disputes (Law Number 2 of 2004 concerning Settlement of Industrial Relations Disputes). Then, the potential case for exploiting labor by employers against workers is to become a black hole and a vulnerable point so that it becomes a critical issue in labor law and criminal law in Indonesia. The issue of protecting workers' rights is still causing problems so that normative protection efforts are needed for workers' rights as regulated both in the constitution and in various forms of legislation (Hamid, 2019:6), strategic efforts to answer and reduce to a minimum the problem of criminal sanctions for entrepreneurs who pay labor wages below the minimum wage through the consistent implementation of criminal sanctions in accordance with the laws and regulations in the Indonesian legal system.

Thus, it is very necessary and can be done in order to provide legal protection to workers in accordance with the philosophy of Pancasila and the 1945 Constitution in the following ways:

i. Implement literacy programs and share information - The government must intensively implement literacy programs and share information related to labor law, especially regarding minimum wage provisions. This is a socialization effort to uphold the rule of law and democracy. This has a very strategic position in the 1945 Constitution article 28 paragraph (5) which states that to uphold and protect human rights in accordance with the principles of a democratic rule of law, the implementation of human rights is guaranteed, regulated and set forth in laws and regulations (Sihombing & Hamid, 2020:277). Thus, this literacy and information sharing program must be carried out continuously and sustainably by the government to all stakeholders in the field of employment in Indonesia, such as: the central government and local governments, entrepreneurs, workers' unions, the world of education and academics, . , law enforcement officials (police, prosecutors, lawyers and judges) as well as non-governmental organizations (NGOs) and the general public. The legal approach socialization program can be implemented through a dialogical approach and involves the participation of the wider community in the life of the nation and state. Law enforcement officials must fulfill their obligations by providing good and fair services to the community, must be able to provide protection to everyone from unlawful acts, and avoid acts of violence against the law in order to enforce the law.

ii. Improving the quality of public services - The government must be able to improve the quality of public services based on professional human resources and optimize information and communication technology (ICT) in an effort to prevent the occurrence of various forms of violations related to human rights by employers to workers. The program to improve the quality of good public services will make the community feel comfortable and protected so as to minimize the emergence
of complaints or protests from the community due to services that are not optimal in the field of labor law, especially industrial relations as stipulated in the constitution; and

iii. Improving the integrity, commitment and professionalism of law enforcement agencies and officers in order to increase public confidence in law enforcement agencies with human rights violations in the wage system or other labor fields.

Conclusions

This study concludes the following: criminal sanctions are the concept of punishment in the form of punishment or coercion imposed by judges through punishment of persons who have violated the law. This is the obligation of the Indonesian government as ius puniendii, a set of regulations in the legal system that regulates the right of the state to prosecute someone who commits an act that is prohibited by law. Criminal sanctions as regulated in various laws and regulations are expected to reduce and minimize cases of employers paying below the minimum wage which are critical issues in current labor practices. Therefore, criminal sanctions can be used by the Indonesian government as a means of social control in order to strengthen laws, regulations or other norms so that they can be obeyed in relation to labor law and criminal law in the legal system in Indonesia which is based on the Pancasila philosophy and the Law. The 1945 Constitution of the Republic of Indonesia. Strategies to overcome problems related to employers who pay below the minimum wage can be implemented by the Indonesian government by implementing criminal sanctions in the realm of criminal law and trial in the District Court. In reality, the problem of entrepreneurs paying below the minimum wage by law enforcement officials in Indonesia always directs it to the realm of industrial relations. This is due to the relatively lack of knowledge of law enforcement officers, police related to criminal sanctions in labor law and criminal law. Therefore, it is hoped that the government can simultaneously and sustainably carry out literacy programs and share information, socialization and education to stakeholders in the labor sector in Indonesia. Thus, the program is expected to prevent and minimize the occurrence of various forms of violations of labor law and criminal law in Indonesia.

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