

IMPLEMENTATION OF MINISTER OF MANPOWER REGULATION NUMBER 28 OF 2014 REGARDING PP PKB IN THE MANPOWER AND TRANSMIGRATION SERVICE OF EAST JAVA PROVINCE

Nabila Nur Aisyah* & Magda Faradiba
*UPN "Veteran" Jawa Timur, Indonesia**
Email: 23041010179@student.upnjatim.ac.id

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Abstract

The East Java Provincial Manpower and Transmigration Office (Disnakertrans) in implementing Minister of Manpower Regulation No. 28 of 2014 strives to ensure that companies are required to create Company Regulations (PP), draft and ratify PP, and register Collective Labor Agreements (PKB). From January to September 2025, 107 companies had submitted their PP for ratification, while the registration of PKB continued according to procedure. This study aims to describe the efforts of the East Java Provincial Manpower and Transmigration Office in implementing Permenaker No. 28 of 2014 and to identify obstacles that arise in the field. This study applies a qualitative descriptive method, utilizing data collection techniques such as observation, interviews, and documentation. In its analysis, this study is guided by the policy implementation model proposed by George C. Edward III, which includes communication, resources, disposition, and bureaucratic structure. The results of the study show that communication is carried out through socialization, guidance, consultation, and the use of digital media. Employee resources and supporting facilities are considered sufficient to carry out the PP approval and PKB registration processes. Employee disposition shows a strong commitment to providing services and assistance to companies. The bureaucratic structure was clearly organized with workflows and SOPs that supported the smooth running of the process, although some companies still submitted incomplete documents, which required corrections and prolonged the verification process.

Keywords: East Java Provincial Manpower and Transmigration Office, Implementation, Minister of Manpower Regulation No. 28 of 2014, PKB, PP.

A. INTRODUCTION

Employment development plays a crucial role in supporting national economic growth and improving public welfare (Dalimunthe & Lubis, 2023). Industrial relations require a policy system that aligns the rights and responsibilities of workers and employers (Dwipriginingtias, 2024). To achieve this goal, the government has established various regulations governing employment relations. One way is through Company Regulations (PP) and Collective Labor Agreements (PKB), which are regulated by Regulation of the Minister of Manpower of the Republic of Indonesia Number 28 of 2014 concerning Procedures for the Preparation and Ratification of Company Regulations and Registration of Collective Labor Agreements (Kususiyanah A, 2021). This regulation provides guidelines for companies, labor unions, and government agencies to ensure that the PP and PKB are implemented in accordance with established laws and regulations.

According to Regulation of the Minister of Manpower Number 28 of 2014, Company Regulations (PP) are defined as written provisions drafted by employers containing work

rules and regulations applicable to the company. A Collective Labor Agreement (CLA) is an agreement that governs the terms of employment, rights, and obligations of both parties. This agreement is drafted and established through negotiations between a labor union and the employer (Sarikin et al., 2025). These two instruments play a crucial role in creating an orderly, effective, and equitable work environment.

Essentially, companies with at least ten employees are required to develop a Collective Labor Agreement (PP) as a guideline for implementing employment relations within the company (Zulfikar & Darmawan, 2022). This employee number requirement serves as the minimum threshold for determining whether a company is required to have a PP. Approval of Company Regulations (PP), as stipulated in Article 7 of Minister of Manpower Regulation Number 28 of 2014, is implemented based on the company's operational area. In East Java Province, the authority to approve PPs rests with the East Java Provincial Manpower and Transmigration Office if the company has business units operating in more than one district/city within the province.

On the other hand, the preparation of the Collective Labor Agreement (PKB) is carried out in good faith, openness, and honesty from all parties involved, with a mutual willingness without coercion through a deliberative negotiation process (Nita & Susilo, 2020). A company is permitted to have one Collective Labor Agreement (PKB) that applies to all workers. This includes those with PKWT (Fixed-Term Employment Agreement) and PKWTT (Indefinite-Term Employment Agreement) status. Registration of the Collective Labor Agreement (PKB), as regulated in Article 31 of Minister of Manpower Regulation Number 28 of 2014, is carried out based on the company's operational area. In East Java Province, the authority to register the PKB rests with the East Java Provincial Manpower and Transmigration Office when a company has business activities spread across more than one district/city.

According to Hardjianto & Nugroho (2021), the absence of a PP or PKB within a company can cause various problems for local governments, employers, and workers. For local governments, it results in less than optimal oversight of regional government efforts to create harmonious industrial relations and protect workers. When disputes arise between employers and workers, the resolution process must refer to higher-level regulations.

- For employers, it results in less protection of their rights, both regarding the smooth running of production processes, business continuity, and preventing actions that could potentially harm the company.
- For workers, it results in a lack of protection and certainty regarding their rights, opening up opportunities for unfair actions.
- The purpose of drafting PP and PKB is to create clarity regarding work regulations in the company, emphasize the rights and responsibilities of both workers and employers, and encourage increased work productivity (Siswanto et al., 2023).

The East Java Provincial Manpower and Transmigration Office (Disnakertrans) plays a strategic role in implementing the Ministerial Regulation, particularly in the development, ratification, and supervision of PP (Regulation on Employment) and PKB (Collective Labor Agreement) within its jurisdiction. As the regional policy-implementing agency, the East Java Provincial Manpower and Transmigration Office (Disnakertrans) ensures that the creation and ratification processes follow established procedures. However, in practice, policy implementation is not always ideal, as it can be influenced by various factors such as limited resources, differing perceptions between parties, and obstacles to coordination and communication between stakeholders.

In East Java Province, several companies have submitted Company Regulations (PP) and Collective Labor Agreements (PKB) as a form of compliance with labor laws and

regulations. The following data shows the number of PPs and PKBs registered with the East Java Provincial Manpower and Transmigration Office (Disnakertrans) from 2023 to 2025.

Table 1. Additional Company Regulations in East Java 2023-2025

No.	Addition of Company Regulations		
	Number of Years	Number of Years	Total for 2025 (January - September)
	2023	2024	Total for 2025 (January - September)
1.	1.320	1.541	107
Cumulativ e	7.801	9.342	9.449

Source: Industrial Relations and Social Security Division 2025

Table 2. Additional Cooperation Agreements 2023-2025

No.	Addition to the Collective Labor Agreement		
	Number of Years	Number of Years	Total for 2025 (January - September)
	2023	2024	Total for 2025 (January - September)
1.	169	199	7
Cumulativ e	2.136	2.335	2.342

Source: Industrial Relations and Social Security Sector 2025

To assess the effectiveness of the policy's implementation, an academic study is needed that can explain the factors that influence its success and the obstacles in its implementation. In this case, George C. Edward III's theory on policy implementation is relevant because it emphasizes four main aspects that support policy success: communication, resources, attitudes or dispositions, and bureaucratic structure. These aspects are useful for evaluating the extent to which the PP-making policy has been implemented in accordance with the expected objectives. Through an analysis based on these four aspects, the study is expected to identify supporting and inhibiting factors in the implementation of Permenaker Number 28 of 2014 within the East Java Manpower and Transmigration Office.

B. LITERATURE REVIEW

Company Regulations (PP) and Collective Labor Agreements (PKB) play a crucial role in creating harmonious, dynamic, and equitable industrial relations between employers and workers (Pinotoan E, 2023). These two instruments serve as the basis for regulating the rights and obligations of each party, ensuring legal certainty and order in the workplace. To assess the success of the policy implementation at the East Java Provincial Manpower and Transmigration Office, this study utilized George C. Edward III's (1980) implementation theory.

Policy Implementation Concept

The implementation process serves as a testament to the government's ability to respond appropriately to and meet public interests (Permatasari, 2020). In this context, the integration of planning and implementation is inseparable. According to Warwick (in Anta, I. G. K. C.

B., & Simanungkalit, 2020), the factors influencing public policy lie in the close relationship between the planning and implementation processes, necessitating a thorough understanding of the issues. According to George C. Edwards III (in Tiwa et al., 2023), policy implementation is a crucial stage because, no matter how good a policy is, without thorough preparation and implementation planning, the objectives of the public policy will not be achieved. George C. Edwards III (in Fauzan, 2024) states that the success of a policy's implementation is determined by four main factors: communication, resources, the disposition or attitude of the implementers, and the bureaucratic structure.

Communication Aspect

Relates to the level of clarity, consistency, and comprehensibility of the policy message when delivered to implementers and target groups (Dewantari & Arifin, 2021). If the policy message is not conveyed clearly or is not understood by implementers and target groups, there is a high likelihood of inconsistencies in its implementation. It is crucial for a company's policies and objectives to be clearly communicated to the target groups to prevent deviations during implementation.

Resource Aspect

These resources include human resources, funding, and facilities or infrastructure that support the policy implementation process. The presence of highly competent human resources is a key requirement for policy implementers to understand, interpret, and implement regulations appropriately (Mokodaser et al., 2023). Similarly, adequate funding and facilities are needed to support coaching, outreach, and field supervision.

Dispositional Aspect

Demonstrates the commitment, drive, and willingness of policy implementers to implement regulations in accordance with established objectives. Implementers with a positive attitude will strive to implement policies in accordance with established objectives (Immanuel et al., 2023). The responsibility and professionalism of civil servants are crucial factors in strengthening policy implementation in the field.

Bureaucratic Structure Aspect

This aspect is one of the elements that plays a crucial role in the effectiveness of policy implementation. It relates to organizational mechanisms, inter-unit coordination, and the existence of standard operating procedures (SOPs) that ensure policy implementation is in accordance with regulations (Maningkue et al., 2022). An overly long and convoluted organizational structure can hamper supervision, lead to overlapping tasks, and slow down service delivery (Pakudu R, 2024).

In employment policy in East Java, Edward III's theory is used to assess the effectiveness of the implementation of Minister of Manpower Regulation No. 28 of 2014 concerning the preparation and ratification of Government Regulations (PP) and Collective Labor Agreements (PKB). Communication is crucial to ensure employers understand their obligations to prepare PP and PKB, resources are crucial to determine the capacity of the East Java Provincial Manpower and Transmigration Office to provide guidance, employee disposition influences commitment to implementation, and bureaucratic structure determines the smooth coordination between Manpower Offices within the East Java Province. Through these four aspects, the effectiveness of policy implementation can be measured more objectively.

C. RESEARCH METHODOLOGY

The research used was descriptive qualitative. Qualitative research is a method that utilizes narrative or verbal forms to describe and detail the meaning of specific phenomena, symptoms, and social conditions (Waruwu, 2023). Data were obtained through direct

observation and comprehensive interviews to obtain information regarding the implementation of Ministerial Regulation No. 28 of 2014 concerning the development and ratification of Government Regulations (PP) and the registration of Collective Labor Agreements (PKB) in East Java. In this study, primary data was obtained through in-depth interviews with informants directly involved in the implementation of Ministerial Regulation No. 28 of 2014. Secondary data were obtained from documents, official archives, and various laws and regulations related to the implementation of Company Regulations (PP) and Collective Labor Agreements (PKB) within the East Java Provincial Manpower and Transmigration Office.

The object of this research is the implementation of Ministerial Regulation No. 28 of 2014 concerning Procedures for the Preparation and Ratification of Company Regulations (PP) and the Registration of Collective Labor Agreements (PKB) by the East Java Provincial Manpower and Transmigration Office. This research focuses on George C. Edward III's (1980) theory of policy implementation, which is influenced by four main factors: communication, resources, implementer disposition/attitude, and bureaucratic structure. The research location was the East Java Provincial Manpower and Transmigration Office. Data collection techniques used included observation, interviews, and documentation. Observations were conducted by directly observing the implementation of the PP ratification process and PKB registration within the East Java Provincial Manpower and Transmigration Office. Comprehensive interviews were conducted with informants involved in the policy's implementation, while documentation was conducted by reviewing data and archives such as activity reports, laws and regulations, and company data that had ratified PPs and registered PKBs conducted by the East Java Provincial Manpower and Transmigration Office. This research uses the data analysis model proposed by Miles and Huberman. According to Miles and Huberman (in Qomaruddin & Sa'diyah, 2024), data analysis consists of three stages: data reduction, data presentation, and conclusion drawing. Data reduction is done by sorting and focusing on relevant information, data presentation is then formulated in the form of descriptive descriptions to make it easier to understand, meanwhile, conclusions are drawn to provide meaning and final interpretation.

D. RESULT AND DISCUSSION

Data from January to September 2025 shows that 107 companies registered their Company Regulations with the East Java Manpower and Transmigration Office. This requires an active role in providing guidance to companies in East Java. This study analyzes the efforts of the East Java Provincial Manpower and Transmigration Office (Disnakertrans) in implementing policies for the development of Company Regulations (PP) and Collective Labor Agreements (PKB) to improve labor welfare in East Java. This study also identifies various obstacles that arose during the implementation process. This study was analyzed using George C. Edwards III's policy implementation model, which focuses on four main factors:

Communication Aspect

Communication is a crucial aspect and significantly influences the success of policy implementation at the East Java Provincial Disnakertrans. Based on interviews conducted by the author, Mr. Alida, Head of the Syaker Section, explained that information regarding PP and PKB regulations is disseminated through direct outreach activities in areas requiring an understanding of the importance of developing these documents. During the event, officials from the East Java Provincial Manpower and Transmigration Office (Disnakertrans) served as resource persons to explain the obligations and procedures for preparing PP and PKB agreements to companies and unions.

In previous years, outreach activities regarding PP and PKB agreements were held centrally, inviting various companies to receive in-person explanations regarding the applicable regulations. However, in 2025, centralized outreach events could not be held due to budget constraints. This situation forced information and communication to rely more heavily on coaching activities conducted directly in cities or districts requiring outreach regarding the importance of PP and PKB agreements. Through this, East Java Provincial Disnakertrans employees continued to strive to provide understanding to companies and unions, albeit with a more limited approach in certain areas.

Meanwhile, according to Mr. Dimas, an employee in the Industrial Relations and Social Security (HI & Jamsos) Division, specifically in the Work Requirements Section, which handles the PP approval process and PKB registration, companies also routinely come for consultations before submitting PP and PKB approvals. This consultation aims to ensure that the company's drafts meet the provisions and requirements of applicable laws and regulations. Through this consultation, any substantive errors can be corrected early on, simplifying the verification and approval process. He explained that in addition to coaching activities, communication is also established through consultations with the company regarding the drafting of the PP and PKB. These consultations are conducted both in person and electronically (email/WhatsApp).

Resource Aspect

An interview with Mr. Alida revealed that the resources at the East Java Provincial Manpower and Transmigration Office (Disnakertrans) are considered adequate to support the implementation of the Ministerial Regulation regarding the preparation and ratification of the PP (Government Regulation) and the registration of the PKB (Cara Kerja Bersama/PKB). The number of staff handling these processes is considered sufficient because all employees in the relevant fields are involved in the implementation process. In terms of competency, employees also possess relevant technical skills. This is evidenced by the fact that they have received the necessary training, including mediator training. This allows them to explain material, check the completeness of documents, and provide consultations to companies. Mr. Dimas added that this competency is supported by adequate work facilities. These supporting facilities include:

- Provision of flyers or information materials containing brief guidelines on the procedures, requirements, and legal basis for preparing PP/PKB.

Information regarding the Procedures for Creating Company Regulations (PP) at the East Java Provincial Manpower and Transmigration Office



Figure 1. Company Regulation Approval Procedure
Source: Industrial Relations and Social Security Division 2025

Information regarding the Collective Labor Agreement (PKB) Registration Procedure at the East Java Provincial Manpower and Transmigration Office



Figure 2. Cooperation Agreement Registration Procedure
Source: Industrial Relations and Social Security Division 2025

- Explanation of the contents of the PP/PKB, where employees provide clarification and assistance when discrepancies are found with labor regulations.
- Availability of a consultation room in the form of LTHI (Integrated Industrial Relations Services), a dedicated space for companies to conduct direct consultations regarding the drafting, revision, and ratification of the PP/PKB.

Disposition Aspect

The disposition or attitude of the implementers at the East Java Provincial Manpower and Transmigration Office (Disnakertrans) demonstrates positive support for the implementation of Ministerial Regulation No. 28 of 2014. The staff handling the drafting and ratification of the PP (Government Regulation) and the registration of the PKB (Work Agreement) demonstrate a high level of commitment to their duties, as evidenced by their consistency in providing guidance, checking document completeness, and ensuring each stage complies with established regulations. Staff placement has also been aligned with competency, with the civil servants involved possessing a technical understanding of industrial relations and having received relevant training.

Interviews with Mr. Alida, Head of the Employment Requirements Section in the International Relations and Social Security Division, indicate that staff disposition in implementing this regulation is quite good. She assessed that staff demonstrate a strong awareness of the importance of proper and compliant service, particularly since the PP and PKB ratification process requires careful review of the text and the ability to provide persuasive guidance to companies. Furthermore, staff understand that their role is not merely administrative but also educational, and therefore strive to provide easily understandable explanations to companies and unions.

However, the positive disposition of implementers still faces several obstacles in its implementation. The limited number of employees compared to the number of companies to be mentored results in a relatively high level of assignments. Furthermore, varying levels of company understanding regarding the obligation to prepare PP and PKB require employees to provide repeated explanations, which further increases the workload. These obstacles indicate

that even though implementers are supportive, the effectiveness of policy implementation remains dependent on the availability of resources.

Bureaucratic Structure Aspects

The bureaucratic structure at the East Java Provincial Manpower and Transmigration Office (Disnakertrans) regarding the ratification of company regulations (PP) and registration of collective labor agreements (PKB) has been carried out in accordance with applicable regulations. The bureaucratic process is quite clear and systematic, starting with the receipt of a complete application via incoming mail, followed by the Head of the Office's disposition to the relevant Division Head. The files are then forwarded to the Head of the Work Requirements Section (Syaker) for follow-up by an industrial relations mediator. The mediator then corrects and verifies the contents of the PP and PKB. If the documents comply with the provisions, the process continues until a Decree (SK) is issued. If discrepancies are found, the company is required to make revisions before the process can continue. Coordination between the East Java Provincial Manpower and Transmigration Office and the district/city Manpower Offices is also effective because the authority for handling PP and PKB is determined based on the company's location, ensuring clear boundaries between levels of government and avoiding conflicts.

According to Mr. Dimas, an employee in the Industrial Relations and Social Security (HI and Jamsos) Division, specifically in the Employment Requirements Section (Syaker), which handles the PP approval process and PKB registration, although the bureaucratic system is well-organized, several obstacles remain in its implementation. The main obstacle comes from the company, namely the continued presence of PP or PKB applications with incomplete or non-compliant technical documents. This condition causes processing times to be longer because employees need to provide additional explanations before the files can be reprocessed. However, these obstacles do not disrupt internal coordination or working relationships with the district/city Manpower Office, so the overall policy implementation process can continue optimally.

E. CONCLUSION

Based on research on the implementation of Ministerial Regulation No. 28 of 2014 concerning the preparation and ratification of Government Regulations (PP) and the registration of collective labor agreements (PKB) at the East Java Provincial Manpower and Transmigration Office (Disnakertrans), the conclusion is that the policy has been implemented quite well. However, several challenges remain. The implementation of this policy was analyzed using four key aspects of George C. Edward III's implementation model: communication, resources, disposition, and bureaucratic structure.

First, the communication aspect shows that the East Java Provincial Disnakertrans Office has undertaken various efforts to disseminate information through outreach, coaching, consultation, monitoring, and the use of digital media. These efforts have helped companies understand their obligations related to the preparation of PPs and PKBs in accordance with Ministerial Regulation No. 28 of 2014. However, some companies still lack a thorough understanding of the technical provisions, resulting in incomplete document submissions and slowing down the verification process.

Second, in terms of resources, policy implementers are supported by competent staff and adequate work facilities to support the PP ratification and PKB registration processes. The staff in charge understand their duties and are capable of providing assistance to companies. Nevertheless, capacity building and equitable understanding among companies remain necessary to support effective policy implementation.

Third, the disposition aspect demonstrates that East Java Provincial Manpower and Transmigration Office employees demonstrate strong commitment and integrity in carrying out their duties. Their responsive and professional attitude is reflected in the assistance provided to companies during the drafting and ratification of the Government Regulation (PP) and the registration of the PKB (Caralah Bersama Kerja Bersama/PKB). This commitment plays a crucial role in ensuring the smooth implementation of the policy in the field.

Fourth, regarding the bureaucratic structure, the East Java Provincial Manpower and Transmigration Office has a clear workflow, mechanisms, and standard operating procedures (SOPs) that enable systematic implementation. This structured bureaucratic flow supports smooth coordination between units, both at the provincial level and with district/city Manpower Offices. However, incomplete documents submitted by companies often lengthen the verification process.

Overall, the implementation of Ministerial Regulation No. 28 of 2014 within the East Java Provincial Manpower and Transmigration Office has been quite successful. The ongoing guidance, service, and oversight efforts have led to increased company compliance in drafting Company Regulations (PP) and registering Collective Labor Agreements (PKB). However, improved communication strategies, strengthened human resource capacity, and optimized coordination are still needed to ensure greater policy effectiveness. Therefore, the role of the Manpower and Transmigration Office (Disnakertrans) in East Java Province is expected to continue to be enhanced to achieve more harmonious, conducive, and fair industrial relations for all parties.

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