

# IMPLEMENTATION OF UMK DETERMINATION BASED ON MINISTER OF MANPOWER REGULATION NUMBER 16 OF 2024 AT THE MANPOWER AND TRANSMIGRATION SERVICE OF EAST JAVA PROVINCE

**Shinta Dwi Febia Kumalasari\* & Magda Faradiba**

*UPN "Veteran" Jawa Timur, Indonesia*

*Email: 23041010084@student.upnjatim.ac.id\**

## Article History

Received: 3 December 2025

Accepted: 17 December 2025

Published: 2 February 2026

## Abstract

The determination of the Regency/City Minimum Wage (UMK) is an important step in protecting workers and maintaining business stability. The government has issued Minister of Manpower Regulation No. 16 of 2024 as the basis for calculating the 2025 UMK, taking into account economic growth, inflation, and certain indices. This study aims to analyze the implementation of this policy using George C. Edwards III's implementation theory, which covers aspects of communication, resources, implementer disposition, and bureaucratic structure. The method used in this study is a descriptive qualitative approach through interviews, observation, and documentation. The results of the study show that the policy communication process is already underway, but it is not yet evenly distributed, causing differences in understanding between regions. Human resources are quite competent, but budget constraints and the vastness of the region hinder socialization and supervision. The attitude of the implementers is supportive, but differences in interests between workers and employers affect the UMK determination process. The bureaucratic structure is functioning, but it does not fully follow the formula due to socio-political considerations. In general, the implementation of the 2025 UMK in East Java is not yet fully in accordance with Permenaker No. 16 of 2024, so integrated supervision, strengthening of human resources, and more optimal dissemination are needed.

**Keywords:** Policy Implementation, UMK Determination, Minister of Manpower Regulation No. 16 of 2024, East Java Provincial Manpower and Transmigration Office

## A. INTRODUCTION

Minimum wages are one of the central instruments in labor policy, serving to ensure a decent income for workers and employees. This policy plays an important role in promoting social justice, improving workforce welfare, and maintaining national economic stability. Wage policy is also among the factors that influence labor market efficiency (Dwianisa & Andriyani, 2025). In developing countries such as Indonesia, wage issues are highly sensitive because they relate directly to workers' welfare on the one hand, and to firms' capacity to manage production costs on the other (Indrayani & Muzan, 2025). This imbalance between workers and employers underscores the need for government intervention through minimum-wage policy as a form of labor protection. Wage determination is crucial because it is directly linked to welfare: the level of wages received affects workers' ability to meet decent living needs (Mirza et al., 2021).

Minimum-wage setting is consistently confronted with an economic dilemma: while wage increases are expected to improve workers' welfare, they may also raise production

costs and reduce industrial competitiveness (Tjakradinara et al., 2024). As a result, debates among employers, workers, and the government frequently arise in Wage Council meetings to find a balance between economic growth and decent living needs. Through Minister of Manpower Regulation (Permenaker) No. 16 of 2024, the government stipulates that the 2025 district/city minimum-wage (UMK) increase should take into account economic growth, inflation, and certain indices that reflect labor contributions and the principle of proportionality. This aligns with Bambang's view (as cited in Utami, 2019) that unfair wage policies can trigger instability and industrial conflict, whereas fair and professionally implemented policies can enhance motivation, productivity, and harmonious industrial relations.

Table 1. Data on the Development of District/City Minimum Wages (UMK) in East Java, 2024–2025.

NO	KAB/KOTA	UMK TAHUN 2024 (Rp.)	UMK TAHUN 2025 (Rp.)	KENAIKAN UMK (%)	KENAIKAN UMK (Rp.)
1	Kota Surabaya	4.725.479,00	4.961.753,00	5	236.274
2	Kab. Gresik	4.642.031,00	4.874.133,00	5	232.102
3	Kab. Sidoarjo	4.638.582,00	4.870.511,00	5	231.929
4	Kab. Pasuruan	4.635.133,00	4.866.890,00	5	231.757
5	Kab. Mojokerto	4.624.787,00	4.856.026,00	5	231.239
6	Kab. Malang	3.368.275,00	3.553.530,00	5,5	185.255
7	Kota Malang	3.309.144,00	3.507.693,00	6	198.549
8	Kota Pasuruan	3.138.838,00	3.358.557,00	7	219.719
9	Kota Batu	3.155.367,00	3.360.466,00	6,5	205.099
10	Kab. Jombang	2.945.544,00	3.137.004,00	6,5	191.460
11	Kab. Probolinggo	2.806.955,00	2.989.407,00	6,5	182.452
12	Kab. Tuban	2.864.225,00	3.050.400,00	6,5	186.175
13	Kota Mojokerto	2.832.710,00	3.031.000,00	7	198.290
14	Kab. Lamongan	2.828.323,00	3.012.164,00	6,5	183.841
15	Kota Probolinggo	2.701.086,00	2.876.657,00	6,5	175.571
16	Kab. Jember	2.665.392,00	2.838.642,00	6,5	173.250
17	Kab. Banyuwangi	2.638.628,00	2.810.139,00	6,5	171.511
18	Kota Kediri	2.415.362,00	2.572.361,00	6,5	156.999
19	Kota Blitar	2.330.000,00	2.481.450,00	6,5	151.450
20	Kab. Bojonegoro	2.371.016,00	2.525.132,00	6,5	154.116
21	Kab. Tulungagung	2.320.000,00	2.470.800,00	6,5	150.800
22	Kab. Lumajang	2.281.469,00	2.429.764,00	6,5	148.295
23	Kota Madiun	2.274.277,00	2.422.105,00	6,5	147.828
24	Kab. Kediri	2.340.668,00	2.492.811,00	6,5	152.143
25	Kab. Nganjuk	2.258.455,00	2.405.255,00	6,5	146.800
26	Kab. Sumenep	2.249.113,00	2.406.551,00	7	157.438
27	Kab. Blitar	2.256.050,00	2.413.974,00	7	157.924
28	Kab. Madiun	2.243.291,00	2.400.321,00	7	157.030
29	Kab. Magetan	2.238.808,00	2.406.719,00	7	157.911
30	Kab. Ponorogo	2.235.311,00	2.402.959,00	7,5	167.648
31	Kab. Pamekasan	2.221.135,00	2.376.614,00	7	155.479
32	Kab. Pacitan	2.199.337,00	2.364.287,00	7,5	164.950
33	Kab. Sampang	2.182.861,00	2.335.661,00	7	152.800
34	Kab. Ngawi	2.241.054,00	2.397.928,00	7	156.874
35	Kab. Bondowoso	2.183.590,00	2.347.359,00	7,5	163.769
36	Kab. Trenggalek	2.223.163,00	2.378.784,00	7	155.621
37	Kab. Situbondo	2.172.287,00	2.335.209,00	7,5	162.922
38	Kab. Bangkalan	2.240.701,00	2.397.550,00	7	156.849
<b>RATA-RATA LATIM</b>		<b>2.789.432,82</b>	<b>2.966.278,05</b>	<b>6,5</b>	<b>176.633</b>

Source: Industrial Relations and Social Security Division, 2024

The East Java Provincial Government has set an average increase in the 2025 minimum wage (UMK) of 6.5%, or approximately Rp176,633, compared to 2024. The average UMK increased from Rp2,789,432.82 in 2024 to Rp2,966,278.05 in 2025. Surabaya City remains the region with the highest UMK, at Rp4,961,753, followed by Gresik, Sidoarjo, and Pasuruan Regencies. Meanwhile, several regions, such as Ponorogo, Pacitan, and Bondowoso, experienced the highest percentage increases, reaching up to 7.5%. The determination of the UMK is based on considerations of regional economic conditions, productivity levels, and the need for a decent standard of living in each region. The determination of the minimum wage (UMK) is a multi-stakeholder issue. The East Java Manpower and Transmigration Office (Disnakertrans) plays a crucial role as coordinator in the process of determining, supervising, and implementing minimum wage policies in the region. It also handles complaints, as complaints often arise regarding the minimum wage,

which is deemed insufficient to meet the needs of a decent living in a region (Arbi & Susilowati, 2023). This situation then gives rise to various social issues, such as increasing inequality, rampant unemployment, and an imbalance in the quality of life due to the inability of some workers to meet basic needs with the wages they receive. The Office must accommodate these complaints (Putri, 2024).

To assess the effective implementation of this policy, this study uses George C. Edwards III's policy implementation theory, which explains that the success of policy implementation is influenced by four factors: communication, resources, disposition (attitude of implementers), and bureaucratic structure. Through this theoretical approach, it is hoped that the effectiveness of the implementation of the UMK determination based on Ministerial Regulation Number 16 of 2024 at the East Java Provincial Manpower and Transmigration Office, as well as the factors that support and hinder it, can be determined.

## **B. LITERATURE REVIEW**

According to Sadono Sukirno (in Wulandari et al., 2024), wages are remuneration given for the physical or labor contributions made by workers to employers. According to Law No. 3 of 2003, the minimum wage is the lowest limit used as a reference by employers in providing wages to workers at their workplace.

The Regency/City Minimum Wage is the lowest wage that employers are required to pay to workers in a specific region. This is determined by the government based on considerations of decent living needs and work productivity. The lowest wage standard at the regency or city level is set by the governor based on recommendations from the regent/mayor and input from the Wage Council (Rhadiyah et al., 2025). The Wage Council includes representatives from the government, employers, and workers. The Governor determines the UMK based on recommendations from the Provincial Wage Council and takes into account regional economic conditions. Ministerial Regulation Number 16 of 2024 changed the old KHL survey-based mechanism to a formula based on economic growth, inflation, and certain indices to provide legal certainty and national uniformity in setting minimum wages (Pratiwi, 2023).

### **Policy Implementation Theory**

Carl J. Federick (in Rantung, 2024) defines policy as a series of actions or steps formulated by individuals, groups, or governments within a specific environmental context. A good policy is determined not only by the formulation and implementation process, but most importantly, its implementation phase. This is because policy implementation is often more complex than the formulation process, so not all policies are implemented effectively. According to Van Meter and Van Horn (in Asiah et al., 2022), policy implementation is the actions taken by individuals, officials, or groups in both the government and private sectors, aimed at achieving the objectives set forth in a policy decision. According to George C. Edwards III's Policy Implementation Theory (Febrian & Muljanto, 2024), the policy implementation process is a crucial aspect that requires attention. No matter how well a policy is designed, if its implementation is not optimally prepared, the policy's objectives will not be achieved. George Edwards III's public policy implementation model (Rifaldy et al., 2024) explains that George Edwards III's approach emphasizes four key variables that play a significant role in determining the success of the policy implementation process:

### **Communication**

Policy implementation will be effective if the policy's objectives and measures are communicated clearly, consistently, and are understandable to all implementers. Unclear information or differences between implementers can cause confusion and reduce implementation effectiveness. Good and open communication is crucial so that all

implementers understand the policy's intent, objectives, and steps to be implemented (Mansur, 2021).

### **Resources**

Implementation success is largely determined by the availability of adequate resources, including human resources, budget, information, and supporting facilities and infrastructure. Limited staff numbers and capabilities, lack of accurate data, and inadequate facilities and infrastructure can hinder policy implementation. Good resource management is necessary to ensure effective policy implementation (Abdurrahman, 2025).

### **Disposition (Implementer Attitude)**

The attitude and commitment of policy implementers significantly influence the success of implementation. If implementers support and understand the objectives of the policy, they will be implemented diligently. Conversely, if implementers reject or disagree with the policy, they tend to ignore or divert implementation. Leadership support, incentives, and the placement of implementers with high integrity are essential to fostering a positive attitude among implementers (Nurhafni, 2025).

### **Bureaucratic Structure**

Bureaucratic structure plays a role in regulating relationships, authority, and coordination between implementing units. A lengthy or inefficient bureaucratic structure can hinder communication and slow down decision-making. Policy implementation requires good coordination, clear procedures, and open communication for programs to be implemented effectively and efficiently.

## **C. RESEARCH METHODOLOGY**

This research uses a descriptive qualitative approach, aiming to generate data in the form of written, oral, and behavioral descriptions obtained through observation. This approach aims to obtain an overview of the implementation process of determining the minimum wage (UMK) based on Ministerial Regulation No. 16 of 2024 at the East Java Provincial Manpower and Transmigration Office. According to Creswell (in Radianto, 2023), qualitative research is an approach to exploring and understanding the meanings of individuals or groups regarding social issues.

Qualitative research is used to understand social phenomena by exploring the meaning and context behind an event in depth. The descriptive approach was chosen so that the researcher could explain in detail how the UMK policy is implemented and the factors that influence it. The focus of this research refers to George C. Edwards III's policy implementation theory, which includes four variables: communication, resources, disposition (attitude of implementers), and bureaucratic structure.

This research was conducted at the East Java Provincial Manpower and Transmigration Office, the agency authorized to determine the UMK policy in the province. The research object is the UMK determination based on Ministerial Regulation No. 16 of 2024. The data sources in this study are primary and secondary data. Primary data were obtained through interviews with informants involved in the process of determining the minimum wage. Secondary data were obtained through various documents such as Ministerial Regulation No. 16 of 2024, reports of Wage Council meetings, and data and publications from the Department of Manpower and Transmigration.

Data collection techniques used several methods: interviews, direct observation, and documentation, through the collection of documents, regulations, reports, and other supporting data. Data analysis used the Miles and Huberman model (Qomaruddin & Sa'diyah, 2024), which includes data reduction, which involves selecting and simplifying data from interviews, observations, and documentation. Data presentation is then carried out by

organizing the data into narratives, tables, or charts for ease of understanding. Conclusions are then drawn, which involves interpreting the findings to answer the research problem formulation.

#### D. RESULT AND DISCUSSION

In the national wage policy, the central government, through the Ministry of Manpower, established Ministerial Regulation No. 16 of 2024 as the legal basis for setting the 2025 Minimum Wage. This regulation regulates changes to the minimum wage calculation mechanism through the use of a formula that refers to economic growth, inflation rates, and specific indices reflecting the contribution of the workforce in each region.

The determination of the UMK is the result of discussions and dialogue within the Wage Council involving the government, employers, and labor unions. Determining the UMK involves more than just calculating the wage amount; it also requires a process of monitoring and implementation to ensure the policy can be effectively implemented by all relevant parties. In the field, industrial relations, limited resources, and differing interests among policymakers present challenges to achieving optimal minimum wage implementation. The following is the process for determining the UMK for East Java Province:



Figure 1. Wage Determination Flow  
Source: Bagijo, 2021

#### The Regency/City Wage Council Discusses and Determines the Proposed UMK

The UMK determination process begins with the Regency/City Wage Council, which is responsible for deliberating based on various labor-market data and indicators, such as decent living needs, inflation, and regional economic growth. The Wage Council then determines the proposed UMK amount considered appropriate to the local socio-economic conditions. The outcome of this deliberation becomes the initial basis for formulating the UMK proposal that will be submitted to the Regent or Mayor.

#### The Regency/City Wage Council Submits Its Recommendation on the UMK Proposal to the Regent/Mayor

After determining the proposed UMK, the Regency/City Wage Council submits an official recommendation to the Regent or Mayor. This recommendation contains the complete results of the deliberation along with the supporting rationale. The Wage Council delivers the recommendation to the local government before the proposal is forwarded to the provincial level for the next stage of the process.

#### The Regent/Mayor Signs and Submits the UMK Proposal to the Governor

The Regent or Mayor then reviews the recommendation from the Regency/City Wage Council and signs it as a form of approval by the local government. After being signed, the

UMK proposal is submitted to the Governor for formal determination. The document sent to the Provincial Wage Council is accompanied by the minutes of the Regency/City Wage Council meeting as evidence that the deliberation process has been conducted in accordance with applicable provisions.

### **The Provincial Wage Council Discusses and Determines the UMK Proposal to Be Recommended to the Governor**

The UMK proposal received by the Governor then undergoes further deliberation by the Provincial Wage Council. The council re-examines all UMK proposals from various regencies/cities, ensuring alignment with the province's economic conditions and considering inter-regional equity. Based on this deliberation, the Provincial Wage Council determines the UMK recommendation to be submitted to the Governor as key input before the final official determination is made.

### **The Provincial Wage Council Submits Its Recommendation to the Governor**

After deliberations are completed, the Provincial Wage Council submits its recommendation on the UMK determination to the Governor. This recommendation is accompanied by the minutes of the council meeting. These documents become an important consideration for the Governor in making decisions regarding the UMK determination for each regency/city within East Java Province.

### **The Governor Determines the UMK**

Based on proposals from the Provincial Wage Council and submissions from regency/city governments, the Governor then makes the final decision to determine the UMK. This determination is carried out through the issuance of a Governor's Decree, which takes effect on January 1 of the following year. The decree serves as the legal basis for employers in paying wages to workers, grounded in an evaluation of data adequacy and consideration of East Java's economic conditions.

### **Discussion Framework Based on Field Interviews**

In this discussion section, the author presents an analysis based on research findings from interviews with informants directly involved in the UMK determination process in East Java. The analysis employs the policy implementation framework of George C. Edwards III, which conceptualizes implementation through the dimensions of communication, resources, implementers' disposition, and bureaucratic structure in the application of minimum wage policy in East Java Province.

### **Communication Aspect**

Communication is an important factor to ensure that the substance of the minimum wage policy is understood and implemented accurately by all relevant parties. Based on interviews with Mr. Himawan, the socialization of Minister of Manpower Regulation (Permenaker) No. 16 of 2024 by the East Java Manpower and Transmigration Office (Disnakertrans) was conducted through various media both online (via Zoom meetings) and offline (in-person coordination meetings) targeting regency/city governments, companies, and labor unions.

This socialization aimed to ensure that each party understands the East Java UMK determination formula, which includes economic growth, inflation, and certain indices. Although the socialization has been conducted, the effectiveness of communication still faces challenges. There are differences in understanding between labor and employer groups regarding policy provisions, particularly concerning the size of the UMK increase and its implications for business sustainability. In addition, communication across provincial and regency/city levels generally runs actively through meetings and WhatsApp groups. However, in practice, inconsistencies are still found for example, proposals from local governments do not always match the final decision set by the Governor, because the Governor considers multiple factors such as economic growth, inflation, and certain indices.

The role of Disnakertrans East Java as a mediator between conflicting interests of employers and labor unions also contributes to communication dynamics that can become less smooth and often require government-led mediation.

Mr. Alida added that another communication constraint is delays in information flowing from the central government to the regions, which makes follow-up actions by the province less optimal. Furthermore, divergent interests between employers and labor unions also create communication problems in policy implementation, requiring the government to act as a mediator to maintain balance between business continuity and worker welfare protection. Communication in the implementation of the 2025 UMK determination in East Java has occurred, but it has not been evenly and consistently carried out across the province. This results in uneven understanding among implementers and affects the readiness of regencies/cities to implement the policy in accordance with Permenaker No. 16 of 2024.

### Resources Aspect

The success of policy implementation is influenced by the availability of adequate resources, including human resources, facilities, and budget. Based on interviews with Mr. Alida, the human resources involved in UMK determination within Disnakertrans East Java are considered to have a reasonably strong understanding of the provisions of Ministerial Regulation No. 16 of 2024. Staff particularly those in the industrial relations and social security division have competence in interpreting economic data, understanding the policy formula, and following technical guidance from the ministry. In terms of data, the availability of indicators such as inflation, economic growth, and productivity is considered sufficient and valid for determining the UMK level. These data are obtained from official institutions such as the national statistics agency (BPS), and thus can be accounted for.

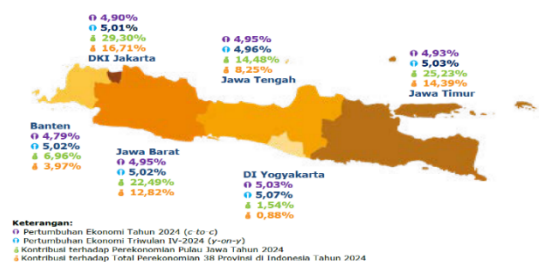


Figure 2. Economic Growth of Java Island in 2024  
Source: Central Statistics Agency, 2025

In the figure, East Java is shown to be one of the provinces with the largest economic contribution. East Java recorded economic growth of 4.93% (c-to-c) and 5.03% (y-on-y), contributing 25.23% to the economy of Java Island and 14.39% to Indonesia's total economy. This scale of economic growth helps explain why accurate data and human resource capacity to interpret economic indicators are crucial in the process of setting the Regency/Municipal Minimum Wage (UMK), which is used in UMK calculations under Minister of Manpower Regulation (Permenaker) No. 16 of 2024. Therefore, the East Java Provincial Manpower and Transmigration Office (Disnakertrans Jatim) must be able to process and understand all these indicators properly so that UMK determination aligns with the regulation.

According to an interview with Mr. Himawan, resource-related problems arise in terms of budget and facilities, especially because East Java has a very wide administrative scope consisting of 38 regencies/cities. Budgets for socialization, coaching, and supervision are considered limited, so activities cannot be carried out evenly across all areas of East Java. In addition, socialization via Zoom does not reach all implementers in depth due to signal

limitations. These resource constraints within Disnakertrans Jatim mean that some areas still have not received optimal socialization.

### **Disposition Aspect (Implementers' Attitudes)**

Implementers' attitudes are a factor that determines the extent to which a policy can be applied effectively. Based on an interview with Mr. Alida, implementers at Disnakertrans Jatim are committed to implementing the policy in accordance with the Permenaker; however, in practice there are dynamics of differing interests among elements of government, labor unions, and employers. According to Mr. Himawan, each party tends to prioritize its own interests, which affects the process of formulating recommendations for UMK increases. Labor unions seek higher increases, whereas employers prefer a lower UMK by emphasizing firms' capacity constraints due to external shocks such as global conflicts, post-COVID-19 market instability, and industrial competition with other countries.

Business actors have opposed the 2025 UMK increase, considering that the economic conditions of some firms remain unstable. However, because the minimum wage is a mandatory normative standard, implementers continue to encourage compliance through coaching and supervision. Disnakertrans Jatim attempts to mediate through deliberation to produce recommendations that accommodate both sides employers and workers. Nonetheless, limitations in the number of agency staff mean that guidance to companies is still not optimal, particularly in areas far from the provincial capital.

### **Bureaucratic Structure Aspect**

The bureaucratic structure involved in UMK determination consists of multiple elements: the regency/city wage councils, the provincial wage council, regents/mayors, and the governor. The bureaucratic workflow involves drafting recommendations by the regency/city councils, which are then forwarded to the governor for consideration together with proposals from the provincial wage council. The division of tasks and authority among units has functioned effectively; however, interview results with Mr. Himawan indicate that implementation has not been optimal because inconsistencies remain in applying the formula stipulated by Permenaker No. 16 of 2024. Some decisions at the provincial level do not fully follow the formula because the governor considers other factors such as regional stability, wage-gap conditions across areas, and perspectives from local governments and labor unions, as reflected in East Java Governor Decree No. 100.3.3.1/775/KPTS/013/2024.

In addition, SOPs for implementing Permenaker No. 16 of 2024 at the local level are not yet fully available due to regulatory changes, requiring implementers to adjust workflows quickly. Provincial-regency/city coordination is generally active; however, local implementers must contend with political and social pressure, especially when local leaders consider the aspirations of certain groups, which can trigger disputes if UMK increases do not meet expectations. Bureaucratic obstacles emerge when rules that should follow the official formula do not align with local social and political demands, resulting in implementation that is not fully compliant with the regulation.

Based on interview results, implementation of the 2025 UMK determination in East Java has not fully complied with the provisions of Permenaker No. 16 of 2024. Some companies have not been able to implement the new regency/municipal minimum wage because they are still facing external constraints such as:

- global economic uncertainty,
- competition with foreign countries, and
- corporate financial conditions that have not recovered post-pandemic.

In addition, in determining the UMK the governor also considers other aspects such as regional socio-political conditions, meaning the calculation does not fully adhere to the stipulated formula.

## **Supporting Factors and Efforts to Improve Wage-Setting Implementation**

Supporting factors to improve the effectiveness of UMK implementation in the coming year include:

### **Integrated supervision between the provincial and regency/city levels to ensure more even company guidance.**

Joint supervision by the provincial and regency/city governments is important to ensure that UMK policy is implemented consistently across East Java. With integrated supervision, company guidance can be carried out more evenly so no areas are left behind or receive insufficient attention. This mechanism also enables information exchange, problem mapping, and more effective coordination in addressing violations related to the minimum wage.

### **Strengthening human resources by increasing the number of Disnakertrans Jatim staff, especially in Industrial Relations.**

One of the main barriers to UMK implementation is the limited number of staff, particularly in units handling industrial relations and labor inspection. Increasing staffing levels is an important step to enhance the local government's capacity for coaching, supervision, data analysis, and wage dispute resolution. With adequate staffing, policy implementation can become faster, more accurate, and more responsive to business-sector dynamics.

### **Improved socialization so all parties understand the UMK formula and implementation provisions.**

More in-depth and comprehensive socialization is needed to ensure that employers, workers, and local governments understand the content and mechanism for UMK determination under Permenaker No. 16 of 2024. Stronger understanding will reduce misunderstandings between workers and employers and help prevent conflicts in industrial relations.

## **E. CONCLUSION**

Based on research on the implementation of the Regency/City Minimum Wage (UMK) determination based on Ministerial Regulation No. 16 of 2024 at the East Java Provincial Manpower and Transmigration Office, it can be concluded that the policy's implementation demonstrates complex dynamics across various aspects. In terms of communication, the provincial government has implemented policy dissemination through online and offline mechanisms involving district/city governments, employers, and labor unions. However, implementation has not been consistent and equitable across East Java, resulting in varying levels of understanding regarding the formula and mechanism for determining the UMK. In terms of resources, the East Java Provincial Manpower and Transmigration Office's personnel generally possess sufficient competency to understand regulations and process and utilize relatively comprehensive economic data, such as inflation, economic growth, and productivity.

However, budgetary limitations, limited infrastructure, and the province's vast administrative area mean that dissemination, guidance, and supervision activities cannot be implemented optimally. From the perspective of the disposition or attitude of implementers, there is a commitment from government officials to implement the policy of setting the minimum wage. However, the implementation process is often influenced by the conflicting interests of employers and labor unions. Employers tend to reject increases in the minimum wage, citing unstable economic conditions, while unions demand higher increases to protect workers' welfare. Therefore, local governments are strategically positioned to accommodate and balance the interests of both parties. Meanwhile, in terms of bureaucratic structure, the mechanism for setting the minimum wage has generally been implemented in accordance

with procedural stages. However, in practice, it does not fully adhere to the technical formula stipulated in Minister of Manpower Regulation No. 16 of 2024, as Governors also consider socio-political factors and specific regional conditions, ultimately leading to deviations from normative provisions.

This situation is exacerbated by the lack of comprehensive standard operating procedures (SOPs) for implementation, resulting in variations in policy implementation across regions. Therefore, to increase the effectiveness of the implementation of the UMK determination policy, the government needs to strengthen integrated supervision across government levels, increase and strengthen human resource capacity, especially in the field of industrial relations, and conduct more systematic and comprehensive socialization so that all stakeholders have a uniform understanding and are able to implement policies in accordance with applicable provisions.

## REFERENCES

- Abdurrahman, S. (2025). Manajemen Sumber Pendukung Implementasi Kurikulum di Sekolah.
- Arbi, S. R., & Susilowati, I. F. (2023). Penegakan Hukum Ketenagakerjaan Terhadap Pembayaran Upah Di Bawah Upah Minimum Kabupaten/Kota (UMK) Di Provinsi Jawa Timur (Studi Pada Dinas Tenaga Kerja Dan Transmigrasi Provinsi Jawa Timur). *Novum: Jurnal Hukum*, 10(03), 74-83.
- Asiah, N., Sihabudin, A. A., & Yuliani, D. (2022). Implementasi Kebijakan Sistem Informasi Desa Berbasis Website di Desa Imbanagara Raya Kecamatan Ciamis Kabupaten Ciamis. *Repository.Unigal.Ac.Id*, 2484–2492.
- Bagijo, H. E. (2021). Kewenangan Gubernur Menetapkan Upah Pasca Pemberlakuan Undang-Undang Nomor 11 Tahun 2020 tentang Cipta Kerja (Studi Kasus Penetapan UMP dan UMK Tahun 2021 di Jawa Timur). *SOSIO YUSTISIA: Jurnal Hukum Dan Perubahan Sosial*, 1(1), 8.
- Dwianisa, S., & Andriyani, S. (2025). Kebijakan Upah Minimum Dan Perlindungan Buruh Pabrik Dalam Perspektif Hukum Dan HAM. *Jurnal Kajian Hukum dan Pendidikan Kewarganegaraan*, 2(1), 123-131.
- Febrian, A. T. S., & Muljanto, M. A. (2024). Implementasi Kebijakan Program Kelompok Usaha Bersama ( KUBE ) Dalam Menangani Kemiskinan Oleh Dinas Sosial Provinsi Jawa Timur. *Jurnal Administrasi Dan Kebijakan*, 23(1), 20–28.
- Indrayani, S., & Muzan, A. (2025). Kesenjangan upah dan keadilan sosial terhadap sistem pengupahan di indonesia. *Al-Muzdahir: Jurnal Ekonomi Syariah*, 7(1), 98-110.
- Mansur, J. (2021). Implementasi Konsep Pelaksanaan Kebijakan Dalam Publik. *At-Tawassuth: Jurnal Ekonomi Islam*, 6(2), 324-334.
- Mirza, M. F. R., Sanstoso, R. S., & Hanani, R. (2021). Implementasi Kebijakan Penetapan Upah Minimum di Kota Semarang. *Journal of Public Policy and Management Review*, 10(3), 271–280.
- Nurhafni, N. (2025). *Implementasi Kebijakan Pendidikan Islami*. Star Digital Publishing.
- Pratiwi, D. A. (2023). *Perlindungan Hukum Tenaga Kerja Alih Daya Dalam Undang-Undang Cipta Kerja* (Master's thesis, Universitas Islam Sultan Agung (Indonesia)).
- Putri, D. K. (2024). Polemik Penetapan Upah Minimum Pekerja: Kebutuhan dan Gaji Minimum Yang Tidak Seimbang. *Media Hukum Indonesia (MHI)*, 2(2), 273–279.
- Qomaruddin, & Sa'diyah, H. (2024). Kajian Teoritis tentang Teknik Analisis Data dalam Penelitian Kualitatif: Perspektif Spradley, Miles dan Huberman. *Journal of Management, Accounting and Administration*, 1(2), 77–84.

- Radianto, E. (2023). Interpretasi Modern tentang Teori dan Filosofis Penelitian. *Kritis*, 32(1), 56–74.
- Rantung, M. I. R. (2024). *Evaluasi Kebijakan Publik (Konsep dan Model)*.
- Rhadiah, S., Ardini, R., & Safitri, R. (2025). Penetapan Upah Minimum Kabupaten Kota (UMK) di Provinsi Jambi Menurut Perspektif Fikih Muamalah. *Jurnal Kajian Agama Islam*, 9(5), 127–133.
- Rifaldy, M., Sasterio, & Natsir, N. (2024). Implementasi Kebijakan Pemberian Tambahan Penghasilan Bagi Pegawai Negeri Sipil di Biro Umum Provinsi Sulawesi Tengah. *JSIM: Jurnal Ilmu Sosial Dan Pendidikan*, 5(3), 531–547.
- Tjakradirana, E., Rosida, N., & Wijaya, E. (2024). Kebijakan Pemerintah dalam Menetapkan Upah Minimum yang Layak di Era Revolusi Industri 4.0: Kebijakan Pemerintah Dalam Menetapkan Upah Minimum Yang Layak Di Era Revolusi Industri 4.0. *Mendapo: Journal of Administrative Law*, 5(3), 224-240.
- Utami, P. N. (2019). Penetapan Upah Minimum dalam Meningkatkan Kesejahteraan Bagi Pekerja. *Sosio Informa*, 5(2), 162–176.
- Wulandari, I. G., Mutiah, R., & Rusmana, F. D. (2024). Pengaruh Besar Upah dan Lingkungan Kerja terhadap Kualitas Kinerja Karyawan melalui Prespektif Ekonomi Syariah. *Jurnal Al-Amar: Ekonomi Syariah, Perbankan Syariah, Agama Islam, Manajemen Dan Pendidikan*, 5(1), 15–24.