



Diverse employment challenges in Indonesia: Finding solutions for the future

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ABSTRACT

As of February 2022, the open unemployment rate (TPT) in Indonesia was 5.83%, a decrease from February 2021. The workforce was composed of 144.1 million people, with 11.53 million unemployed, or 5.53%. The COVID-19 pandemic impacted various groups within the working-age population: 0.96 million were directly unemployed due to COVID-19, 0.55 million left the labor force, 58 million were not working, and 44 million were at risk of unemployment. The Republic of Indonesia Law No. 13 of 2003 defines employment, and Sumarsono (2003) describes labor as those willing to work. Indonesia's population reached approximately 275.77 million in 2022, a growth of 5.57 million since 2020, increasing the workforce and unemployment rate. The low quality of labor in Indonesia, attributed to inadequate education, has an impact on workers' skills, knowledge, and technological proficiency, affecting their earnings. There is a misalignment between graduates' skills and industry needs, and challenges exist in matching competencies with job market demands.

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1. Introduction

The problem of employment in Indonesia is complex, not only because of the shortage of jobs compared to the number of existing workforce, but also due to the poor quality of the workforce itself (Sastrohadiwiryo & Syuhada, 2021). The low quality of this workforce is due to low-quality education in Indonesia, which has an impact on the lack of skills and personal competencies possessed by the labor force, as well as a minimum level of knowledge and technology mastery (Putri, 2020). This low educational quality significantly affects the workforce's ability to meet industry demands, leading to inefficiencies in various sectors.

One of the most prominent employment problems in Indonesia is the inconsistency between graduates of formal education and the needs of the industry, as well as the issue of "link and match" or competencies that do not align with labor market requirements (Wibowo & Sudiro, 2021). To address this, concrete steps must be taken to improve the quality of education, such as

revising curricula to include more practical skills training, enhancing partnerships between educational institutions and industries, and incorporating up-to-date technology and industry standards into learning environments. Such reforms are essential to bridge the gap between educational outcomes and industry needs, which is crucial for the development of a competitive workforce.

In addition, other employment issues that are not less important include employment relations, termination of employment relationships (PHK), disputes between labor and companies or industries, labor health and safety, and social security, all of which are regulated by labor law (Darwin Lie et al., 2022). These issues are exacerbated by the low quality of education, which results in a workforce that is ill-prepared to navigate complex industrial environments, further hindering productivity and economic growth.

The various problems in the employment system in Indonesia are often tied to political interests and power dynamics (Frivanty & Ramadhani, 2020). If these issues were directed toward the primary goal of achieving social justice for all Indonesians, as outlined in Pancasila, many of these employment problems could be mitigated. Indonesia, a country rich in natural resources and potential, should focus on nurturing a highly skilled and educated workforce to fully harness these advantages.

Indonesia, as the third most populous country in the world after China and India, faces various employment problems due to its large population (Anggraini & Tukiman, 2022). According to the Central Bureau of Statistics (BPS) data for 2020, the population of Indonesia is 270.22 million, and it increased to 275.75 million by 2022. With such a large population, various employment issues arise, and the impact of low-quality education is felt across different sectors, particularly in industries requiring advanced technical skills.

From such a large population, various problems of employment arose. According to article 1 of the Republic of Indonesia Employment Act No. 13 of 2003, employment covers a wide range of labor-related issues, from the time before, during, and after the work period (Tilman, 2023). Article 2 states that the labor force is a person who is capable of doing work to create goods or services to satisfy both his or her own needs and the needs of the general public.

According to some experts, such as Sumarsono (2003), the labor force includes everyone who is willing to work. There is a common misconception that the labor force only covers rough workers or ordinary employees, whereas it also includes management up to the director level. This is consistent with employment law, which states that the labor force comprises those who work for others in exchange for a salary or remuneration (Wibowo & Sudiro, 2021).

The definition of labor also varies. According to Hamzah, the labor force consists of the population working within or outside employment bonds. Sumarsono states that the labor force includes those who are willing and able to work for themselves or others. Payman J. Simanjuntak adds that the labor force consists of the population working, looking for a job, or engaged in other activities such as household management or education.

With jobs available, people can meet their needs. A productive workforce is qualified and reliable, not part of the unproductive working-age group, and does not contribute to problems such as unemployment.

According to BPS data for November 2023, the number of workers in Indonesia is 5.32%, down 0.54% compared to February 2022 (Agustin & Edhie, 2022). The Open Unemployment Rate (OPR) is 5.86% of the 144.01 million labor force, with the labor force participation rate (LPR) increasing by 0.98%. The labor force in 2022 is 135.61 million people, up 4.55 million compared with February 2021, with the largest number of jobs in the agriculture, forestry, and fishing sector.

The percentage of informal workers rose slightly to 59.97%, and the half-unemployment rate decreased to 0.85%. The share of part-time workers also declined to 0.15%. The number of commuter workers in February 2022 was 7.07 million, a continuous decline over the last three years (Andriani & Sugiyono, 2023). Of the 144.01 million labor force, about 11.53 million people or 5.53 per cent are affected by COVID-19, including unemployed, non-working forces, and those not working because of the pandemic (Abidin, 2021).

Using workforce data, we can categorize the workforce based on the average wage for each type of work. Between February 2021 and February 2022, the average wage for workers increased by 1.12%, rising from 2.86 million rupiah to 2.89 million rupiah (Astuti et al., 2021). The government has set the Provincial Minimum Wage (UMP) for 2024 through Government Regulation (PP) No. 51 of 2023, which amends PP No. 36 of 2021 concerning hiring and incorporates the new UMP in Indonesia. In 2024, the average UMP will be 3,113,359 rupiah, an increase of about 223,359 rupiah compared to 2022.

When considering average salaries by gender, male workers earn an average of 3.14 million rupiah, while female workers earn 2.43 million rupiah. Regarding job categories, the highest wages are in the information and communications sector, averaging 4.86 million rupiah, whereas the lowest income is found in the other services category, with an average of 1.73 million rupiah. In 10 out of 17 job categories, the average wage is higher than the national average labor wage (Andini et al., 2024).

Education also significantly impacts wages; workers with a university education earn an average of 4.37 million rupiah, while those with lower education levels earn an average of 1.81 million rupiah. Additionally, average salaries vary by age group. The age group 50–54 years receives the highest average salary at 3.70 million rupiah, while the age group 15–19 years receives the lowest average wage at 1.66 million rupiah.

Finding a solution to close the gap between job seekers and those in need of labor is one way to address the employment issue (supply and demand). This activity is considered crucial in addressing various employment issues.

Anwar Sanusi, Secretary General of the Ministry of Employment, expresses his warm welcome to the "Day of Law Career 2024" event, which the students of the University of Indonesia Law Faculty are hosting (Hanum, 2020). We hope this activity can serve as a solution or a meeting point for job seekers and job providers, particularly in light of demographic bonuses, the 4.0 industrial revolution, and the need for proper management of the millennial workforce.

We expect an improvement in the quality of life for workers with wage increases and improvements in the employment system (Panelewen et al., 2020). The increase in the minimum wage and average wage based on education and employment categories indicates efforts by the government to reduce income disparities and improve labor welfare (Wiryawan, 2020). We also expect activities like the "Day of Law Career 2024" to provide tangible solutions to current employment challenges and equip a more competent and prepared workforce to navigate the shifts of Industry 4.0.

2. Method

This research employs a normative legal study approach, focusing on the policies implemented by the Ministry of Labour on behalf of the Government of the Republic of Indonesia, in collaboration with the People's Representative Council of the Indonesian Republic. The study utilizes both a conceptual and a normative legal approach, as described by Bentham (2016).

Conceptual Approach: This approach aims to provide an analytical perspective on problem-solving, both in terms of concepts and values contained in the legal norms listed in the regulations related to the policy made. It helps identify and clarify the basic concepts and values underlying employment policy and examines their application in policy-making, as well

as their impact on implementation and effectiveness.

Normative Legal Approach: This approach is used to examine the rules of law that have been enforced, as described by (MSY FANNI, 2023). It allows for an evaluation of the existence and compatibility of existing legislative regulations with the policies applied, assessing legality, compliance with the law, and the impact of such regulations on employment policies.

This research utilizes a literature review method, drawing on both secondary and primary data. The primary data, although mentioned, is collected in detail through a structured process, involving a review of legislative regulations and policy documents. Primary data sources include official government documents, legislative records, and policy papers, which are obtained through a library study.

The secondary data comprises books, journals, and previous research results relevant to the study. The selection of secondary data sources is based on specific criteria such as relevance to the research topic, credibility of the source, and the recency of the publication. The inclusion of these criteria ensures the transparency and validity of the research process.

All data, both primary and secondary, are analyzed qualitatively and descriptively. The qualitative descriptive analysis enables the researchers to provide in-depth insights into the effectiveness and efficiency of the policies implemented by the Ministry of Labour and the Council of People's Representatives.

The literature review method is employed to systematically collect and analyze existing literature relevant to the research topic. Primary data is collected through a thorough examination of legislative documents and policies directly obtained from government archives or official publications. The criteria for selecting these documents include their direct relevance to employment policies and the authority of the issuing body.

Secondary data is gathered from academic books, peer-reviewed journals, and previous research studies that offer theoretical and empirical insights into employment policies. The selection process involves identifying sources that align with the research objectives, ensuring a comprehensive understanding of the subject matter.

By integrating both the conceptual and normative legal approaches, this study aims to provide a comprehensive overview of Indonesia's employment policy. The study identifies potential improvements and offers recommendations for future policy enhancements, contributing to the overall understanding of employment law and policy in Indonesia.

3. Analysis and Results

The population of Indonesia continues to increase every year. According to the 2020 census, the Indonesian population reached 237.6 million, an increase of 32.560,000 in a decade compared to the 2010 census (Kusuma et al., 2020). This increase in population has led to an increase in the labour force in Indonesia. Unemployment is a classic issue because population growth is not balanced with employment growth, creating an imbalance between labour demand and supply. The situation is exacerbated by the increase in the number of workers affected by the termination of employment. (PHK).

Table 1. Population by Region, Generation Classification, and Gender Type, INDONESIA, 2020

Country	Number of Population Results SP2020 by Region and Gender (People)		
	Man	Woman	Total
	2020	2020	2020
Indonesia	136.661.899	133.542.018	270.203.917

Source: Badan Pusat Statistik (BPS), 2020

Another problem of employment in Indonesia is the surplus of workforce compared to the available jobs. Over the past five years, Indonesia has continued to suffer from a surplus of labour force in productive age (Desviandini & Karyana, 2022). Although jobs have increased,

the number is not proportionate to labour force growth, causing an inconsistency between the number of labour and the availability of jobs (Fakhriyah, 2020).

Every year, the population continues to grow, producing a large labour force. Significant increase in the labour force should be used to boost the economy, social well-being, and national income (Kurniawan & Aruan, 2021). However, surpluses of labour that are incomparable with the available jobs lead to new problems, including low labour productivity due to lack of quality.

Another problem is the unequal distribution of the labour force throughout Indonesia. Some regions have a surplus of skilled labour, while others have a shortage of qualified labour (Amelia Haryanti, 2022).

The inconsistency between the company's workforce needs and the skills of the workforce is also a problem. One of the solutions offered is the concept of link and match, which is the correlation and consistency between the skills of the workforce and the needs of the company (Hidayatullah & Wiradiputra, 2021). The greater this inconsistency, the lower the absorption of labor by companies, which ultimately increases the unemployment rate.

Both the quality of formal education regulated by the Ministry of Education and non-formal education organized by other ministries, such as employment training by the Department of Labour, have an impact on the mastery of knowledge, technology, skills, and skills of the labour force.

Furthermore, the unequal rate of spread and demand for labour in each region also impedes the absorption of labour.

According to the Central Bureau of Statistics (BPS) data as of February 2022, the open unemployment rate (TPT) was 5.86% of the 144.01 million labour force, with the participation rate of the labour force (TPAK) rising by 0.98% (Djunaidi & Alfitri, 2022). The working population reached 135.61 million, an increase of 4.55 million people compared to February 2021, despite a drop of 0.63 percentage points from August 2021.

Table 2. Employment Status Indonesia February 2022

Unemployment Category	2020	2021	2022
Male unemployment	5,31%	6,81%	6,31%
Female unemployment	4,65%	5,41%	5,09%
Urban unemployment	6,21%	8,00%	7,61%
Rural unemployment	3,49%	4,11%	3,72%

Source: *Badan Pusat Statistik (BPS), 2022*

The availability of jobs has increased, mainly in the agriculture, forestry, and fishing sectors by 0.37 percentage points, while the services sector has experienced its greatest decline by 0.51 per cent points. Out of the 81.33 million labour force or 59.97 per cent employed in the informal sector, there is an increase of 0.35 per cent compared to February 2021 (Hafiz & Haryatiningsih, 2021). Half-employment rate has fallen by 0.85 per cent, and part-time workers are down by 0.15 per cent relative to February 2021. The number of commuter workers in February 2022 was 7.07 million, a decline in the last three years.

In February 2022, the open unemployment rate in Indonesia stood at 5.83 percent, marking a decrease of 0.43 percentage points from February 2021. This reduction is significant, given the challenging context of the COVID-19 pandemic, which has profoundly impacted the labor market. Out of the total labor force of 144.01 million, approximately 11.53 million people, or 5.53 percent of the working-age population, were affected by the pandemic (Panelewen et al., 2020). This affected group includes 0.96 million who became unemployed due to COVID-19, 0.55 million who left the labor force because of the pandemic, 0.58 million who were unable to work due to COVID-19, and 0.44 million who experienced reduced working hours as a result of the crisis.

Addressing these employment challenges requires a multifaceted approach. One key strategy is competence-based training, which involves offering programs designed to enhance the skills, expertise, and abilities of the workforce. These training programs, often organized by the Ministry of Labour and other authorities, aim to improve labor productivity and equip workers with the necessary competencies to meet the evolving demands of the job market.

Another critical strategy is the creation of bridging organizations. These intermediary institutions facilitate the connection between the workforce and enterprises, aiming to improve job placements and empower workers based on their skills and abilities. By bridging the gap between job seekers and employers, these organizations play a crucial role in ensuring that the labor market functions more efficiently.

Strengthening industry relations is also essential. This involves continuously fostering and expanding connections between the workforce and various industries or companies. Such relationships can lead to better job opportunities for workers and help industries find the skilled labor they need.

Developing an equitable employment system is another important strategy. This system should uphold principles of fairness for all workers, with a firm commitment from the government to ensure that employment practices are just and inclusive. Such a system would help protect workers' rights and ensure that all individuals have access to fair employment opportunities.

Labor protection is a cornerstone of these strategies. Governments must show a sincere dedication to safeguarding labor rights by enforcing fair labor regulations. This includes providing adequate leave for employees, such as maternity and paternity leave, and ensuring that workers receive benefits like social security (*jamsostek*) in compliance with employment laws. By protecting labor rights, governments can create a more stable and secure environment for workers.

Implementing these strategies is expected to address employment issues in Indonesia more effectively and sustainably. By focusing on enhancing skills, improving job placement, fostering industry relations, ensuring fairness, and protecting labor rights, the government can create a more resilient and dynamic labor market that benefits both workers and employers.

4. Conclusion

Indonesia is experiencing substantial annual population growth, with the population reaching 237.6 million according to the 2020 census. This rapid increase significantly impacts the labor force. However, this growing labor force is not matched by a corresponding rise in employment opportunities, resulting in persistent unemployment issues. Over the past five years, Indonesia has witnessed a labor surplus, especially among the productive age group. Despite an increase in employment, the job market has not been able to accommodate the entire labor pool, leading to a mismatch between the number of workers and available job opportunities.

A major factor contributing to this issue is the quality of the labor force, which is significantly influenced by the standard of education, both formal and informal. The subpar quality of education results in a workforce that lacks the necessary skills and competencies required by modern industries. This situation is further exacerbated by the unequal distribution of labor across Indonesia. Java, for instance, has a significant proportion of the skilled workforce, while other regions struggle with a shortage of trained personnel. This disparity creates regional imbalances in labor availability and utilization.

Additionally, there is a significant mismatch between the skills possessed by the workforce and the needs of companies. This skill-need disparity aggravates unemployment as companies struggle to find workers with the specific skills they require. To address this issue, the implementation of the "link and match" concept is necessary, aligning the talents of the workforce with the specific requirements of firms.

As of February 2022, the open unemployment rate in Indonesia is 5.83 percent, with the lingering effects of COVID-19 continuing to impact a significant portion of the working-age population. The pandemic has exacerbated existing employment challenges, further highlighting the need for effective solutions.

To tackle these employment challenges, several strategies have been proposed. These include implementing competence-based training programs aimed at enhancing the skills and abilities of the workforce. Establishing bridging organizations to connect labor with companies is also crucial, as these organizations can facilitate better job placements and workforce empowerment. Strengthening partnerships with industry is another key strategy, as it can lead to improved job opportunities and better alignment between the skills of workers and the needs of employers.

Furthermore, developing fair employment systems that uphold principles of justice and inclusivity is essential. These systems should be backed by a firm commitment from the government to ensure equitable labor practices. Labor protection is also a critical aspect, requiring governments to enforce fair labor regulations, provide adequate employee benefits, and safeguard workers' rights.

As Indonesia navigates the challenges of technological advancement and automation, it is crucial to prepare the workforce to meet these demands. Technology-based training programs and digital literacy initiatives must be prioritized to enhance workforce competitiveness. These programs should focus on equipping workers with the skills necessary to thrive in an increasingly automated and digitalized job market.

For the successful implementation of these proposed programs, clear resource allocation and funding strategies must be established. The government should outline budget allocations for education and training programs, possibly leveraging public-private partnerships to secure the necessary funding. International aid and investment in human capital development may also be sought to ensure sustainable funding sources. Transparency in budget management and a focus on maximizing the impact of allocated resources will be key to achieving the desired outcomes.

By implementing these measures, it is anticipated that Indonesia can effectively and sustainably address its employment issues. Enhancing labor productivity, reducing unemployment rates, and creating a more resilient and dynamic labor market are key goals. These strategies aim to create a balanced and fair employment landscape, benefiting both workers and employers, and ultimately contributing to the country's overall economic growth and development.

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