

# EQUAL OPPORTUNITY ENFORCEMENT OF OVERALL JOB FIELDS: FIGHTING FOR REDUCE UNEMPLOYMENT

*(Pemberdayaan Kesempatan yang Sama pada Semua Bidang Kerja:  
Upaya Penurunan Pengangguran)*

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## ABSTRAKSI

*Isu-isu ketenagakerjaan merupakan isu yang kompleks, penting, dan unik, bahkan isu ini mampu menentukan keberhasilan pembangunan ekonomi suatu bangsa. Mengapa demikian? Karena terkait dengan aset manusia (human assets) atau Sumberdaya Manusia (Human Resource). SDM mencerminkan 'etos' kerja dan menentukan kinerja (performance) suatu bangsa dalam mencapai keberhasilan pembangunan ekonominya. Isu tenaga kerja (employment) terkait dengan perilaku manusia dan lingkungan kerjanya, sedangkan isu pengangguran (unemployment) dan pencari kerja (job seekers) terkait dengan kompetensi manusia dan kesempatan/ peluang- pemerataan bidang kerja (enforcement of job fields). Tantangan dan kendala apa saja untuk menciptakan lapangan kerja yang berkualitas di Indonesia?*

## ABSTRACT

*Issues of the employment are difficult, complicated, and unique issues. This issue is key point for the economic development success of a nation. Why is it? Because it's depend on the human assets or the Human Resource. Human Resource Management (HRM) reflects an ethos of work and reflects a performance of a nation to effort or achieves the economic development success. The employment issues are related his/her human behavior and environment, while the unemployment and the job seekers are related his/her human competency and opportunity or chance –equal and fairness- in overall job fields. What are the challenges and obstacles in equal opportunity enforcement of overall job fields that quality in Indonesia?*

## INTRODUCTION

The welfare or prosperity of a state can be measured through productivity level of its citizen. Productivity is a concrete outcome and form of work activity each individual of citizen of a state. A big amount of citizen who have occupation and a small amount of citizen who have no occupation or unemployment reflected a prosperity level of economic activity that state. A state that expect and effort to stabilization or increase its economic value or level, must to be able to manage the balance level between sum of employment citizen and sum of unemployment citizen. It's exactly if a state is more considering the quality value of human

asset than non-human asset. As some small countries, for example Japan, Singapore, and so on (Drucker, 1981, Morita, 1992, Sisodia, 1992, Stalk & Webber, 1991, and Stening & Ngan, 1997), which has been success through managed its human asset that is more optimally than other assets such as financial-capitals, and even natural-capitals. They had an opinion that had been such a religion that asset human is unique and more powerful than another assets. In other words, asset human is a ‘motor’ or ‘generator’ that generated, moved, or steered all assets to achievements on all aspects.

Productivity established a quality of performance. Moreover, productivity is only outcome by an employment and not unemployment. The problem of unemployment is a national problem, which have to solve together or overall national elements – government (executive and legislative), private sector business, and people or individual society. The problem of unemployment that does not to be handed can make a state undergoes a tragic and rapid deterioration. Because of unemployment is near to the economy and social crisis. Therefore, Indonesia has no some options to expect on putting back the right and strong basics of economy development, which one is through fighting for, reduce the unemployment.

... *put national interest first*. Estimating the impact of various policy alternatives of Japan’s competitive position in the world economy is only one of habits of behavior expected of Japan leaders. They are also expected to start out with the question “What is good for the country?” rather than the question “What is good for us, our institution, our members, and our constituents?” ...

**(Drucker, 1992: P. 86)**

“What is good for the country?” and not the question “What is good for us, our institution, our members, and our constituents?” It is a good question that must to be sticky in the hearth of each ‘*anak bangsa*’ of Indonesia.

This paper will discuss around the issues of employment, job seekers or applicants, and unemployment –include the occupational in structure of the economy, the knowledge, and the skill requirements. Beside it is touched some issues related to Indonesia’s employment, too. There are three urgent questions is beginner the paper: first, ***Equal opportunity*** in the overall job fields is a basic key of success of employment programs, which has to be owned a state in managing employment issue. In the civil society, overall of the job fields can be divided to

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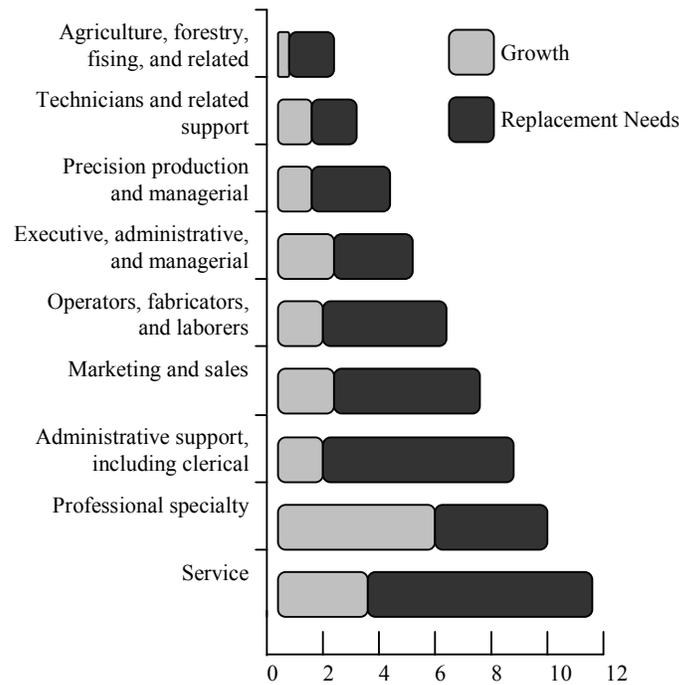
two types: the government sectors and private or non-government sectors. However, the unbalance or unequal opportunity is still occurring. Why is difficult to enforce the equal opportunity of overall job fields? Second, *creating the quality job fields* is issue about characteristic of these job fields, such as prosperity, sustainable, safety, healthy, and so on. How to create the quality job fields?

And third, the *challenge and obstacle* related to this topic is certainly existing and must to be handled and managed in order to the employments programs achieve success. Unemployment issues, ordinarily in the general or majority state, such as ‘*rumput liar*’ that always grow and must to be cleaned. Its challenge and obstacle is still ‘around’ and about: (in the context government) ‘KKN’ or corruption, collusion, and nepotism; (in the context big company-commerce) low price or minimized cost of labor-employee- and (in the context personal) low mental and low creativity to create the new job fields. How to manage and handle the challenge and obstacle: to enforce the equal opportunity of overall job fields and to create the quality job fields?

### **THE OCCUPATIONAL IN A STRUCTURE OF THE ECONOMY**

A good occupational has correlation with structure of the economy of a state or nation. However, it is a complex problem and relates the behavior of employee or labor in a place of a state. According Noe, Gerhart, and Wright (2003), the competition for labor is affected by growth and decline of industries, jobs, and occupations. Competition for labor is also influenced by the number and skills of persons available for full-time work. Figure 1 shows expected job openings due to new jobs (growth and job openings resulting from having to replace employees due to retirement, disability, or leaving the workforce to attend school or stay at home).

**Figure 1**  
**Job Opening Due to Growth and Replacement Needs by**  
**Major Occupational Group, projected 1998-2008**



SOURCE: "Tomorrow's Jobs" in the *2000-1 Occupational Outlook Handbook*, chart 11. From website <http://stats.bls.gov/oco/oco2003.htm>. in Noe *et.al.* (2003)

Most of the new job growth in professional specialties is expected among teachers, librarians, and counselors; computer, mathematical, and operations research occupation; and health assessment and treatment occupations. Computer-related positions, such as computer engineers, computer support specialist, system analysts, and computer database administrators, are projected to be four of the fastest-growing jobs in the economy. The largest number of job openings will be in occupations requiring a bachelor's degree and on-the-job training. Employees with the most education will have greater opportunities in the job market and better chances of landing higher-paid job. Retail will continue to provide jobs for unskilled workers.

Service occupations make up the next fastest-growing job group, with an expected addition of 46 million jobs. This has important implications for HRM (Human Resource Management). Research shows the employee perception of HRM practices are positively related to customer evaluation and service quality. To maximize customer service, companies with service jobs should consider creating both a positive experience for the customer and progressive HRM policies.

**The knowledge.** It increased value placed on knowledge. By an estimate, up to 75 percent of the source value in a company is tangible **intellectual capital**, which refers to the creativity, productivity, and service provided by employees. Effective management of people is key to boosting the value of intellectual capital. This includes understanding what the company is about, what it does, the expectations for performance, how and why performance will be rewarded, and how employee talents will be developed. Today more companies are interested in developing intellectual capital to gain an advantage over competitors. As a result, companies are trying to attract, develop, and retain knowledge workers. **Knowledge workers** are employees who own the means of producing a product or service. Such employee cannot simply be ordered to perform tasks; rather, they must share knowledge and collaborate on solutions. Knowledge workers contribute specialized knowledge that their managers may not have, such as information about customers. Managers depend on them to share information. Knowledge workers have many job opportunities; if they choose, they can leave a company and take their knowledge to a competitor. Knowledge workers are in demand because of the growth of service-producing jobs requiring them. This includes jobs in health services, business services, social services, engineering, and management.

To complete the benefit from employees' knowledge requires a management style that focuses on developing and empowering employees. **Empowerment** means giving employees responsibility and authority to make decisions regarding all aspects of product development or customer service. Employees are then held accountable for products and services; in return, they share the resulting rewards and losses. HRM practices related to performance management, training, work design, and compensation are important. For empowerment to succeed, managers must be trained to link employees to resources within and outside the company (people, website, and so on), help employees interact with staff throughout the company, and ensure that employees are updated on important issues and cooperate with each other. Employees must also be trained to use the Internet, e-mail, and other tools for communicating, collecting, and sharing information.

**Skill Requirements.** As the occupational structure of the U.S. economy has shifted to emphasize knowledge and service work, skill requirements have changed. The demand for specific skills is being replaced by a need for cognitive skills—mathematical and verbal reasoning ability—and interpersonal skills related to being able to work in teams or to interact with customers in a service economy (such as patients, students, vendors, and suppliers). Electronic business or e-business is any process that a business conducts electronically. Many jobs, especially those in e-business, require employees to have technology-related skills (like

using the internet, spreadsheets, and statistical software package). Cognitive and interpersonal skills are important because in the service-oriented economy employees must take responsibility for the final product or service. Variety and customization requires employees who are creative and good problem solvers.

### **BETWEEN EMPLOYMENT Vs. UNEMPLOYMENT AND JOB SEEKERS**

Clearly, employment is opposite unemployment. However, job seekers or applicants are not same unemployment. Between employment, applicants, and unemployment, in the ideal state, the proportion of its three must to be balance, but the amount of employment has to be dominant and unemployment has to be the least. Job seekers have different characters from employment and unemployment, because he or she can include to both it. Job seekers can include the employment characteristic because of its activity that active hunting a job field or creating a new job field. On other hand, job seekers can include the unemployment characteristic because of its activity that passive or not yet productive to outcome something economy value.

Usually in Indonesia's cases, there are two kinds of job seekers or applicants: caused firing or *PHK (Putus Hubungan Kerja)* case and first graduate case- academy products (*angkatan siap kerja*) that still hunt an occupation. On *PHK* case, according *Departemen Tenaga Kerja dan Transmigrasi*, entering 2006 was be noted 109.000 employee whose had been fired or *PHK*. It showed its weak the business and industry world in all sectors such as manufacture and services sectors in Indonesia.

Beginning 2006 according *Menakertrans* Erman Suparno<sup>2</sup> there are three factors that caused increasing the unemployment level sustain: *first*, the number of work generation (*angkatan kerja*) from academy environment such as *SLTP, SLTA* and *Perguruan Tinggi*, which do not hire. Those numbers can't to be stop. Beside it, the number of firms or company is not increase. *Second*, it is increase the number of *PHK*. In addition, *three*, accumulation of job seekers or applicants, year by year, sustain is increasing.

As the economy projection 2006 by *Pusat Penelitian Ekonomi- Lembaga Ilmu Pengetahuan Indonesia (LIPI)*<sup>3</sup> and *Institute for Development of Economics and Finance (Indef.)*<sup>4</sup> predicted the number of employment is 12, 151 billion to 12,6 billion far higher than government's prediction that is only 9,6 billion person. *LIPI* gift explanation that the number

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<sup>2</sup> Harian Kompas, Senin 11 Desember 2005.

<sup>3</sup> [www.LIPI.or.id](http://www.LIPI.or.id)

<sup>4</sup> [www.indef.com](http://www.indef.com)

of the work generation /*angkatan kerja* 2006 is 109,910 billion people and the opportunity of job fields is 97,759 billion people. The number of unemployment from stock last year is 11,650 billion person and plus 500.000 person this year, so total of employment is 12,151 billion person.

### **THREE MOST URGENT ROLES: DEPEND ON IT PRACTICALLY**

The role of government (executive and legislative), the role of the entrepreneurs world or private sectors business, and the role of people or individually society are three most urgent roles in handling and managing employment-unemployment issues (completely see figure 2). Successful or unsuccessful of employment programs is depend on its three in cooperative each other. These three roles correlate each other, and can't to be separate each other. However, the role of government affects on its two roles others, because of government that made all procedure, policy, and regulations in practically in the regional or locations.

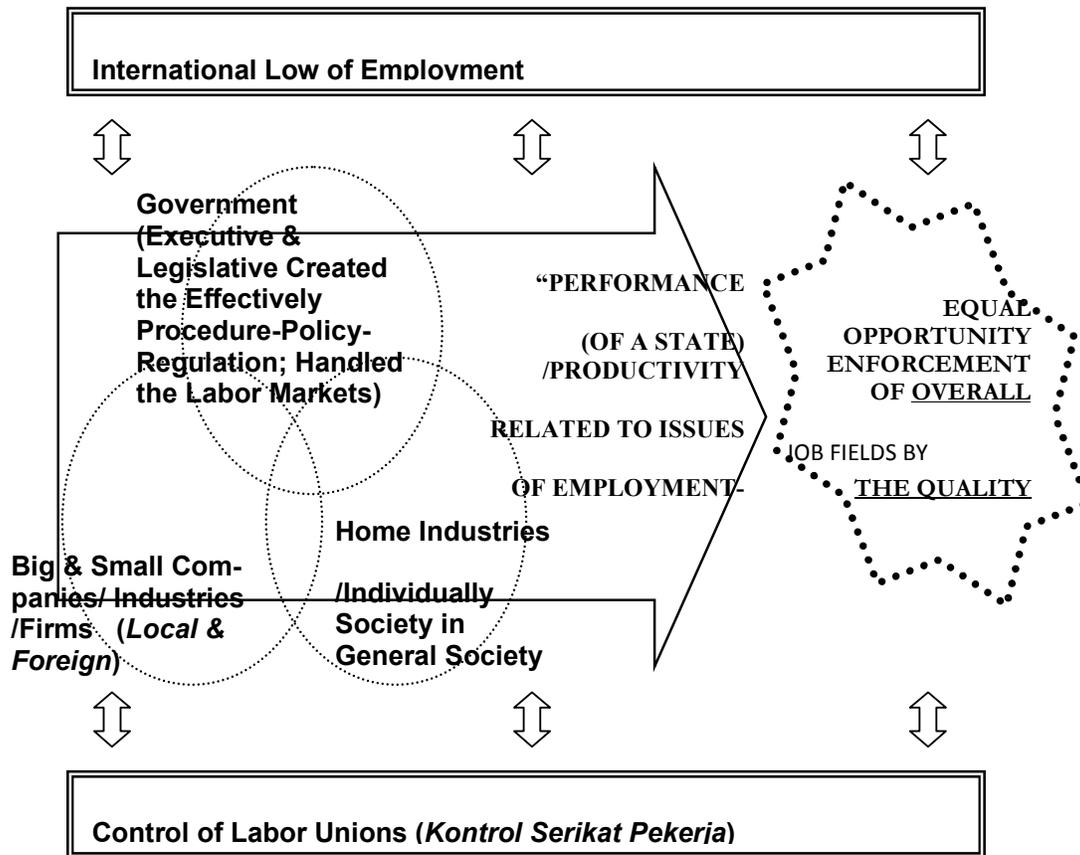
Government programs related employment<sup>5</sup>, for example: the program of *padat karya di pedesaan* with leadership *Depnakertrans*, the transmigration programs that goal to dig the potency regional /*potensi daerah*, and placing and managing *TKI (Tenaga Kerja Indonesia)* to foreign states. Beside it, there is a better solution that is to keep and rebuild the invest climate. Without investors is still difficult to speed the job fields and cover unemployment.

Simply, the role of the entrepreneurs world or private sectors business on employment issues is to absorb employee maximally and minimize in using the machines or non-human tools. Most urgent and basic of this role is to keep harmony relationship firm-employee and manage the employees sustain for long time. The roles of individually society or people, in practices to reduce unemployment are through the 'one by one' and non-formal ways. It is not same with big firm that recruit directly employees in the big numbers and formal way.

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<sup>5</sup> Harian Kompas, Senin 19 Desember 2005.

Figure 2



Source: Adapted from; Cascio (2003) Managing human resource: productivity, quality of work life, and profits; Evan, et. al. (2002) The global challenge: Framework for international human resource management; Drucker (1981) Behind Japan's success. *HBR, January*: 83-90; Morita (1992) Partnering for competitiveness: the role of Japanese business. *HBR May*: 76-90; Noe, et. al. (2003) Human Resource Management: Gaining A Competitive Advantage; Pritchard, et. al. (1988) Effects of group feedback, goal setting, and incentives on organizational productivity. *JAP, 73* : 337-358; Sisodia (1992) Singapore invests in the nation-corporation. *HBR, May*: 40-50; and Stalk & Webber (1991) Japan's dark side of time:*HBR*.

**PERFORMANCE OF THE STATE AND SOCIETY IN ECONOMY SIDE: ABOUT EMPLOYMENT Vs. UNEMPLOYMENT**

The approach to discuss the topic of this paper, tendency, used the organization behavior and management sciences. The live of the state or nation look like the live of an organization, which must to manage the effectiveness (Subono, 2005a, 2005b). As an organization have the leaders or top executives or chiefs and employees or labors (top-down/ bottom-up persons). It is same as a state or nation has it too. However, in the state or nation, the leaders, executives, or chiefs is not always be the top or up persons, because he or she is a people or individual

society. Moreover, in the state or nation, the people (*warga negara, rakyat, masyarakat umum*) are not always being the down/bottom persons; even he or she is people as the king of a nation. (*Even, the voice of people is God voice*). Thus, both the leaders and the people have the same position that is a leader of organization and an employee of organization. Moreover, it sometimes is both as a teamwork or a group (as an up person and a bottom person each other's).

The idea of a 'performance' word come from Porter's book (1985) that the 'good performance' can be created through effort creating the 'superior' and 'sustaining' characteristics. Performance is defined as group productivity level, speed of solving problems, and quality of the group outcomes (Na'im, 2004). Whereas, according to organization and management scientists (Becker, Huselid, & Ulrich, 2001; Daft, 2001; Pritchard, Jones, Roth, Stuebing, & Ekeberg, 1988; Scott, 1998; Sholihin, & Lau, 2003; Suharnomo, 2002; and Ulrich, 1996), majority agreed that performance was related to around the productivity.

On the figure 1 shows that issues of employment and unemployment is a one of national problems. Because it is a national problem, so it demands the productivity-performance a citizens, people, or society of a nation or state. The high values of productivity or the performance has been success when the unemployment has been reduced and the employment has been managed effectiveness (that a one of mark has been created the equal opportunity of employment of overall job fields).

Thus, superior performance of state and people is capable to reduce the unemployment and capable to manage the employment effectiveness.

## **FIGHTING FOR REDUCE UNEMPLOYMENT**

As known, that unemployment can not be demised or lost, but at least it can be reduced. The unemployment only can be received and understood, if only it has happen on the old men or *para manula*, the mad men, the serious physical defect men and so on that has been finished or loss their productive time. If our nation still has so much the unemployment (*pengangguran, gelandangan, pengemis, para mental pemalas kerja*, and so on), so we must to fighting seriously and together to reduce it. In order to job fields is ease to get, so it was be our responsibility to create the quality of job fields on overall sectors (manufacture and service: agriculture, trading, industries, bank, and so on). It had depicted figure 1. There are agriculture, forestry, fishing, and related; technicians and related support; precision production and managerial; executive, administrative, and managerial; operators, fabricators,

and laborers; marketing and sales; administrative support, including clerical; professional specialty; and service.

How to create the quality job fields? It must to be a together homework that must to be solved together, between government and people or citizen. It has been shown at above, which government must to have the effectively procedure, policy, and regulation on overall job fields. The table 1 and 2 shows and explains everything about employment and quality of job fields.

The urgent prerequisite in fighting for reduce unemployment and effectiveness manage employment is available the quality of overall job fields in a state or nation.

**Table 1**

**The Kinds of Labor Attentions/ Organizations/ Unions (*Regional & International*)  
Related Employment-Unemployment Issues**

<b>The Abbreviations</b>	<b>The Definitions</b>
ADA/ Americans with Disabilities Act	A 1990 act-prohibiting individual with disabilities from being discriminated against in the workplace.
ADR/ Alternative Dispute Resolution	A method of resolving disputes that does not rely on the legal system. Often proceeds through the four stages of open door policy, peer review, mediation, and arbitration.
BFOQ/ Bona Fide Occupational Qualifications	Otherwise prohibited discriminatory factors that exempted from coverage under Title VII of the Civil Right Act of 1964 when they are considered reasonably necessary to the operation of a particular business or enterprise.
COBRA/ Consolidated Omnibus Budget Reconciliation Act	The 1985 act that requires employers to permit employee to extend their health insurance coverage at group rates for up to 36 months following a qualifying event, such as layoff.
EAPs/ Employee Assistant Programs	Programs that offering professional counseling, medical service, and rehabilitation opportunities to all troubled employees.
EEO/ Equal Employment Opportunity	Programs that offering professional counseling, medical service, and rehabilitation opportunities to all troubled employees.
EEOC/ Equal Employ	

-ment Opportunity Commission	The government's attempt to ensure that all individuals have an equal opportunity for employment, regardless of race, color, religion, sex, age, disability, or national origin.
ERISA/ Employee Retirement Income Security Act	The government commission established to ensure that all individuals have an equal opportunity for employment, regardless of race, color, religion, sex, age, disability, or national origin.
ESOP/ Employee Stock Ownership Plan	The 1974 act that increase the fiduciary responsibilities of pension plan trustees, established vesting right and portability provisions, and established the Pension Benefit Guaranty Corporation (PBGC).
FLSA/ Fair Labor Standards Act	An employee ownership plan that provides employers certain tax and financial advantages when stock is granted to employees.
HMO/ Health Maintenance Organization	The 1938 low that established the minimum wage and overtime pay.
OSHA/ Occupational Safety and Health Act	A health care plan that provides benefits on prepaid basis for employees who are required to use only HMO medical service providers.
PBGC/ Pension Benefit Guaranty Corporation	The 1970 low that authorizes the federal government to established and enforce occupational safety and health standards for all places of employment engaging in interstate commerce.
PPO/ Preferred Provider Organization	The agency that guarantees to pay employees a basic retirement benefit in the event that financial difficulties force a company to terminate or reduce employee pension benefits.
	A group of health care providers who contract with employers, insurance companies, and so forth to provide health care at a reduced fee.

Source: Cascio (2003) Managing human resource: productivity, quality of work life, and profits; Noe, et. al. (2003) Human Resource Management: Gaining A Competitive Advantage;

**Table 2**  
**The Technical Terms of Employment-  
 Unemployment Issues (*Regional & International*)**

<b>The Technical Terms</b>	<b>The Definitions</b>
Diversity- based recruitment with preferential hiring	An organization's recruitment policy that systematically favor woman and minorities in hiring and promotion decisions, also known as a <i>soft-quota system</i> .
Employee Voice	A method of ensuring procedural justice within an organization by providing individuals and groups with an opportunity to be heard- a away to communicate their interest upward.
Exempt Employees	Employees who are not covered by the Fair Labor Standards Act. Exempt employees are not eligible for overtime pay.
Expatriate	Anyone working outside her or his home country with a planned return to that or a third country; also known as <i>foreign-service employee</i> .
External labor market	Persons outside the firm who are actively seeking employment.
Externship	When a company allows an employee to take a full-time operational role at another company.
Family-friendly firms	Organization with policies, such as on-site child care and flexible work schedules, that take into account the families of employees.
Family and Medical Leave	The 1993 act that requires employers with 50 or more employees to provide up to 12 weeks of

act	unpaid leave after childbirth or adoption; to care for a seriously ill child, spouse, or parent; or for an employee's own serious illness.
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*Source:* Cascio (2003) Managing human resource: productivity, quality of work life, and profits; Noe, et. al. (2003) Human Resource Management: Gaining A Competitive Advantage;

## CONCLUSIONS AND LIMITATIONS

In the Figure 2, I think it represents the conditions of Indonesia's employment-unemployment issues. In the Table 1 and 2, it is international standards or big states, but it's not less urgent to application on practices of employment-unemployment management at Indonesia. Critically, the core of overall attentions (procedures and regulations) to employment as on Table 1 and 2 is about fairness values. According Subono (2004, 2005a) organizational fairness is a '*core aspect*' in the harmonies of leaders-employees relationships in an organization (in this case include firms or companies-employees relationships or the state's attentions on its citizens). Thus, the fairness values discuss the equal opportunity of employment.

Practically it is also related the social responsibility in the business competition. According to Budiono (2005), Ghozali (2005), Indrawati (2005), Subono (2006a, 2006b, 2007), Thompson & Strickland (2001), and Wie (2002) to grow economic and stabile economic, toward a new Indonesia, is needed the planning or mapping of solving the national problems (include issues of employment and unemployment) that applicable and not just a long anthem or rhetoric. It is in the overall sectors such as trading, education, culture, politic, and so on. However, unemployment issues are the issues about quality of human resource. Thus, it needs seriously attention together.

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