

IMPLEMENTATION OF FLEXIBLE WORKING ARRANGEMENT AT THE DEPUTY FOR INSTITUTIONAL AND COMMUNITY RELATIONS OF THE MINISTRY OF STATE SECRETARIAT

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ABSTRACT

The advancement of ICT has driven changes in work patterns known as flexible working arrangements (FWA). FWA not only has a positive impact on employees and their organizations, but also a negative impact in its implementation. The study aims to analyze the inhibiting factors for the suboptimal implementation of FWA at the Deputy for Institutional and Community Relations at the Ministry of State Secretariat and to provide strategies to optimize FWA. FWA was initiated to improve employee work flexibility, employee performance and job satisfaction, and work-life balance. The study used a descriptive qualitative method with data collection techniques through in-depth interviews and documentation studies. Based on Merilee S. Grindle's policy implementation approach, the analysis focused on two main variables: policy content and implementation context. The results of the study indicate that the implementation of FWA is supported by the Minister of State Secretary, and organizational unit leaders, as well as employees who have high commitment. However, the main obstacles found were: the type of benefit factor, the degree of change factor, the technological resource factor, and the program implementer factor. Strategies to optimize FWA include: submitting a proposal to Deputy AA regarding the need for a ministerial decree related to the implementation of FWA in order to provide strong legal certainty, consistency in implementation, and legal certainty in its application in the Ministry of State Secretariat in general; aligning business process documents, service standards, and SOPs in order to provide clear guidance to employees in the implementation of FWA and the implementation of tasks that are adjusted to current changes; and increasing the stability and integration of office applications supporting FWA.

Keywords: *flexible working arrangement, obstacles, strategy*

A. PRELIMINARY

In recent years, flexible working patterns or what is known as flexible working arrangements (FWA) have become a widely discussed topic, including in

the public sector. The development of information and communication technology, changes in working patterns, employee expectations for work-life balance, as well as the dominance of the millennial generation and generation Z who have digital native characteristics and fast work are encouraging more and more organizations to consider adopting an FWA policy.

In the public sector in several countries, FWA policies have been implemented as a modern work pattern in line with advances in information technology and disruption in all fields that enable public services to be carried out digitally. Estonia has succeeded in transforming digital governance where 99% of public services are available online and can be accessed throughout the day, so that government employees can arrange their working hours flexibly (Nurharyoko et al., 2020). Finland, civil servants are given the freedom to regulate working hours and places of work, supported by the implementation of digital government which has reached 60% in 2016 (Ihsan, 2021). In Singapore, civil servants use a flexible working hours scheme aimed at reducing traffic congestion during peak hours and allowing them to have the flexibility to start and end working hours to better meet family needs (Ministry of Manpower of Singapore, 2001), and in Australia, The FWA policy is made by each agency with a total of 38 working hours a week based on decisions and the results of negotiations with organizational leadership regarding goals and performance so that employees cannot decide for themselves to work flexibly.

Various studies show that the implementation of FWA in various countries provides many benefits, both to employees and to organizations, including: balance between work and personal life for employees and benefits for the company. (Crosbie & Moore, 2004), reduced psychological stress due to traffic jams, reduced stress, reduced work pressure, increased opportunities for self-development, saving on transportation, lunch and work clothes (Tasrin et al., 2021), increase productivity, organizational satisfaction, and quality of bureaucratic services, and a more conducive work environment (Dian Bahman dan Al Enzi, 2020; (Wheatley, 2017).

In addition to providing various benefits, FWA also has negative impacts. The Eurofound and the International Labour Office and ILO (2017) report revealed that flexible working patterns can reduce social interaction, blur the boundaries between work and personal life, potentially lead to overwork and trigger stress if not managed properly. Performance management becomes more difficult for employees who work remotely, creating feelings of isolation, and decreased promotion opportunities due to lack of visibility in the workplace. (Gajendran & Harrison, 2007; Lautsch & Kossek, 2011; Felstead & Jewson, 2002; Golden & Veiga, 2005; Bloom et al., 2015).

The implementation of FWA in the public sector in Indonesia is still relatively new and faces various challenges, including: organizational culture, regulations, technological infrastructure, and the difficulty of supervising employee work. (Choi, 2018). Acting Head of *BKN* in the 2022 personnel coordination meeting stated that 34.57 percent of *ASN* were in the deadwood category, and 30 percent of *ASN* were unable to work during WFH during the Covid-19 pandemic because they did not have the capability to use technology,

the old mindset that work must be in the office so that it can be supervised and less able to adapt to change. However, the FWA policy is very likely to be implemented in the bureaucracy by looking at the experience of implementing WFH during the Covid-19 pandemic which showed positive results where employee productivity was maintained.

The implementation of FWA in the Ministry of State Secretariat was initiated before the pandemic in 2020 and is a follow-up to the direction of the Minister of State Secretary in order to utilize advances in ICT to facilitate employee work by digitizing and automating public services so that employees can more freely learn new things, become creative, innovative, and achieve a healthier and more prosperous life balance. The implementation was preceded by a remote working trial in several work units and its implementation was accelerated in all work units within the Ministry of State Secretariat with the Covid-19 pandemic. The implementation of FWA is in the form of a hybrid of WFO and WFH as well as rotating tasks (shifts). The implementation of the three forms of FWA work patterns continues to this day based on the *Surat Edaran Deputy Bidang Administrasi Aparatur (Deputi AA) No. 2/2023* regarding the instructions for implementing FWA within the Ministry of State Secretariat which mandates that the implementation of FWA within the Ministry of State Secretariat is optional, the arrangements of which are left to each head of the organizational unit and the head of the work unit which are adjusted to the needs and characteristics of the field of duty of each organizational unit.

The organizational unit of the Deputy for Institutional and Community Relations or (*Dephubblemmas*) is one of the sator in the Ministry of State Secretariat that consistently implements FWA policies with reference to the *Surat Edaran Meneteri Sekretaris Negara No. 1/2020* regarding employee work systems in the new normal order and the *Surat Edaran Deputy AA No. 2/2023*. The Ministry of Transportation and Public Order has the task of providing technical, administrative, and analytical support in organizing relations with state institutions, non-structural institutions, regional institutions, community organizations, political organizations, business entities, and handling public complaints to the President, Vice President and/or Ministers, as well as preparing and analyzing Ministerial policy materials. The Ministry of Transportation and Public Order has a strategic role in handling requests for presidential agendas and aspirations from all stakeholders submitted in the form of letters or directly, monitoring activities, implementing coordination meetings, serving state speeches, and implementing other institutional relations.

The implementation of FWA at the Ministry of Transportation and Public Order has been carried out since 2020, namely at the beginning of the Covid-19 pandemic and is still being implemented to this day. The implementation of the FWA policy according to the provisions of the *SE Deputy AA* can be carried out a maximum of 4 times a month and if it is to be carried out beyond the provisions, it must have the permission of the head of the organizational unit (echelon 1). In its implementation, the FWA policy not only provides various benefits to employees and organizations as shown through relatively well-maintained organizational

performance, but also has negative impacts, including unclear work boundaries as complained about by most policy analysts.

Tabel 1: Data on Incoming Letters to the President of the Republic of Indonesia, First Lady, and State Secretary Ministry of State Secretariat 2019 – 2023

No.	Tahun	Jumlah surat
1.	Juni - Desember 2019	16.704 surat
2.	Januari - Desember 2020	35.592 surat
3.	Januari - Desember 2021	45.373 surat
4.	Januari - Desember 2022	47.978 surat
5.	Januari – Desember 2023	44.774 surat

Source: *the State Secretary Ministry of the Republic of Indonesia*

Employees tend to work more than the set working hours and often the provision of dispositions/directions on the official script application called '*Nadie*' is still carried out even though employees are on leave or on holidays. In addition, with *Nadie* as the main work tool supporting FWA which can be accessed through various gadgets including smartphones; it tends to make employees always connected to work.

This causes the work life balance that is the goal of FWA to not be achieved optimally. Other problems in the implementation of FWA in the Ministry of Transportation and Public Works, including as stated by one of the work unit leaders at the Ministry of Transportation and Public Works who revealed that there were employees who were less responsive during FWA for various reasons, difficulties in supervising because they did not meet face to face, FWA arrangements that were adjusted to the needs and desires of employees caused the office to be quiet on certain days because the FWA schedule coincided between one employee and another. This had an impact on being constrained when there were urgent directives that required attendance in the office, such as having to accompany the leader to receive an audience or represent the leader in attending a meeting invitation from another ministry/institution. The FWA policy that has been implemented for almost 4 years and has never been evaluated on the flexible work system so that the effectiveness of the implementation of FWA, various problems and negative impacts that arise are not yet known for sure.

By looking at these various phenomena, researchers are interested in examining the implementation of FWA in the Ministry of Transportation and Public Works in order to identify and analyze the inhibiting factors that make FWA less than optimal as a new work pattern in implementing the tasks and functions of public works, and to propose strategies to optimize FWA in the organizational units of the Ministry of Transportation and Public Works based on Merilee S. Grindle's policy implementation approach, focusing on two main variables, namely content of policy and context of implementations. The results of this study will be input for improving the implementation of FWA in the Ministry

of Transportation and Public Works and the Ministry of State Secretariat in general, as well as best practices for other ministries/institutions.

B. LITERATURE REVIEW

Public Policy

According to the Big Indonesian Dictionary (*KBBI*), "policy" is defined as a set of concepts and principles that function as guidelines and basis for plans to carry out tasks, leadership, and ways of acting. The public is defined as the general public. Policy is a plan of action, a statement of purpose, and ideas, especially those made by the government, political parties, companies, etc. (*Oxford Learners' Dictionary*), and the word "public" refers to many groups or masses. According to the Cambridge Dictionary, public policy is a government that affects everyone in a country or state or policy in general. While Anderson (James E. Anderson, 2003:46) defines public policy as laws made by government agencies and officials and public policy is laws made by the government. Public policy according to Thomas R. Dye, is "whatever governments choose to do or not to do" (Dye, n.d., 2017) which focuses on the government as a policy maker and the government's choice to do or not do something. In making policies, the government must be right on target and not harm others. Public policy must be made for the public interest and the public good, not for the interests. (Nugroho Riant, 2003).

In order to Dunn, William N. (Dunn n.d., 2003 pp. 44-45), Public policy is a series of actions or activities proposed by the government that are arranged through a series of policy-making processes, including agenda setting; policy formulation; policy adoption; policy implementation; and policy evaluation.

The principles of public policy include several things, such as that policies are made by the government in the form of actions taken by the government, implemented in a real form, have certain intentions and objectives, and that public policy is a way to solve problems faced by the public or society, regulate and control society, and allocate resources to the community carried out by authorized agencies.

Policy Implementing

Basically, a policy must be implemented to achieve its goals. Implementing public policy can be done in two ways: directly in the form of a program or through policy making which is a derivative of public policy (Nugroho Riant, 2003), p. 158). There are two divisions in the policy implementation model, namely top-down versus bottom-up, forced implementation (command-and-control) and market mechanisms (economic incentive).

Nugroho, Riant (2003) stated that policy implementation must show the effectiveness of the policy itself, there are 'four rights' that need to be met for the effectiveness of policy implementation, namely: (1) whether the policy is appropriate; (2) its implementation is appropriate, which includes three institutions that can be implementers, namely the government, cooperation between government-community/private sector; (3) appropriate target; and (4) appropriate environment.

There are various theories of implementation models, including 1) (Van Meter & Van Horn, 1975), focusing on six main variables that influence the implementation of public policy, namely: (1) policy standards and objectives; (2) resources; (3) characteristics of implementing agents; (4) economic, social, and political conditions; (5) characteristics and capabilities of implementers; (6) communication activities and policy reinforcement; 2) (Daniel A. Mazmanian & Paul A. Sabatier, 1983) stated that the implementation of public policy often experiences difficulties and failures in the factors of policy characteristics, policy context, resources, organizational structure, actor interaction, control mechanisms, and policy evaluation; 3) Edward III in (A.G. Subarsono, 2005) stated that decisions made by policy makers will not be successful without effective implementation. The four main criteria for the success of the implementation process are communication, resources, bureaucratic or implementing attitudes, and organizational structure; 4) Merilee S. Grindle (Grindle, 1980) stated that policy implementation includes more than just how political decisions are entered into conventional bureaucratic procedures but also includes issues such as conflict, decisions, and who benefits from a policy. The policy implementation model is considered a political and administrative process. Grindle's implementation model is top-down.

Grindle's implementation model states that the success of policy implementation is determined by two main variables, namely policy content and implementation environment. Policy content includes: (1) interests affected by the policy; (2) types of benefits; (3) changes achieved; (4) location of policy makers; (5) program implementers; and (6) resources deployed. The implementation environment includes: (1) power, interests and strategies of the actors involved; (2) characteristics of institutions and regimes; and (3) compliance and responsiveness of implementers.

The advantages of the policy implementation model according to Grindle include: a more comprehensive approach in analyzing policy implementation because it considers the content of the policy and the implementation environment; highlights the interaction of various actors involved in policy implementation; flexible for various types of policies.

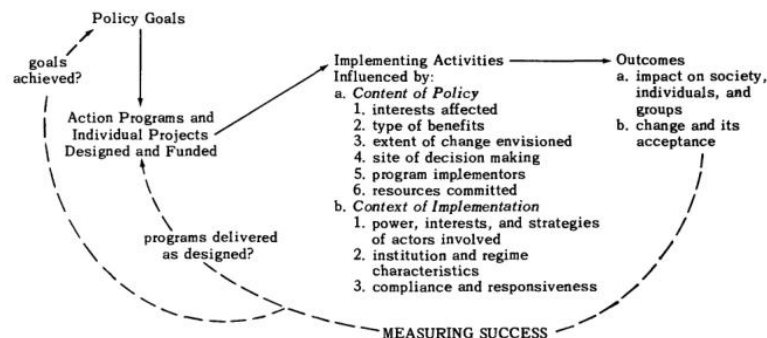


Figure 2.3 Merilee S. Grindle's Policy Implementation Model

To address various obstacles in policy implementation, this study uses Merilee S. Grindle's (1980) policy implementation theory.

Flexible Working Arrangement

According to Jason Fried and David Heinemeier Hansson (Fried & Hansson, n.d.:108), "remote work means you are not in the office from 9am to 5pm and anywhere can be a workspace", "flexible working is a broad term which describes all working practices which fall outside the traditional models of work" Furthermore, (Barbieri, 2022) stated that working remotely can be an amazing experience, changing the way we live, and many people around the world have been doing it for years before the pandemic, and continue to do so after the pandemic, however, not all professions and types of work can be done remotely.

(Suganda, 2021) uses the term FWA as a working concept for employees that provides flexibility in managing time and choosing work locations such as home, cafes, or coworking spaces and does not make the office the only work space supported by the latest technological devices and systems. FWA also refers to employee professionalism so that FWA can be optimally implemented in public organizations if the cultural transformation that encourages the realization of employee professionalism and appropriate ASN competencies, and digital leadership to utilize digital technology innovatively (Gebrena, 2023). From several definitions presented above, it can be concluded that flexible work arrangements (FWA) refer to modern work practices outside of traditional work patterns, such as remote work which is beneficial for employees who have flexible working hours and have work spaces such as home, cafes, or coworking spaces. FWA also supports employee professionalism so that it can be optimally implemented in public organizations as a cultural transformation and digital leadership in order to utilize digital technology effectively.

Based on a study conducted by the Singapore Ministry of Manpower (Ministry of Manpower of Singapore, 2001) stated that the types of flexible working arrangements adopted by companies around the world including Singapore, include: Flexible working hours, Part-time work, Job sharing, Compressed Work Week, Teleworking/telecommuting/flexi-place/flexible working space, and Annualised hours.

Factors Affecting FWA Implementation

According to Venkatesh A. and Vitalari, NP. (1992) in (Tasrin et al., 2021) the productivity of employees working from home is influenced by a number of factors, including: (1) organizational aspects; (2) independence; (3) technology; and (4) household demographics consisting of household income, home ownership, marital status, gender, age, education, and amount of time spent with family. Baker, E., Avery, GC, and Crawford, J. (2007) in their research focused on how job satisfaction and productivity of employees working from home are influenced by the following factors: organizational culture, technical support, HRD support, financial support, training for WFH, job characteristics, work style, and household attributes. The results of the study showed that organizational factors and job attributes tend to influence job satisfaction and productivity.

In implementing flexible work patterns, it is necessary to have the support of information and communication technology, the availability of adequate

hardware, office applications, communication facilities, fast internet networks, and various other work facilities, consistent and appropriate work governance, the existence of a legal umbrella, and adequate hardware and software (C, Selby et al, 2003:7; Barbieri L, 2022; Suganda, 2021). The success of FWA implementation is influenced by personal character, age, infrastructure and technology, leadership and management, policies, and types of work and positions (Aprinawati & Siahaan, 2024). In order for the implementation of remote work patterns to be an effective, controlled, effective, and enjoyable collaboration, there needs to be a time that overlaps between one person and another in a team working on the same project, getting used to various screens, having the same folder, virtual break time together, the opportunity to report each other's work progress, the opportunity to show employee work results, giving employees the freedom to work from anywhere, and avoiding long meetings (Fried & Hansson, n.d.)

From the various opinions as stated above, it can be concluded that the implementation of FWA is influenced by several factors, including: (1) organizational characteristics which include organizational culture and management support; (2) job characteristics, including job tasks, namely the type of work that can be done remotely or with flexible hours and technology, namely the availability of technology that supports remote communication and collaboration; (3) employee characteristics, including employee needs, namely employees with family responsibilities or special needs may need FWA more, and employee preferences, namely individual preferences for more flexible working methods.

The implementation of flexible working patterns has had positive and negative impacts. Jason and David (2013) stated the positive benefits of implementing FWA policies, including: making employees more creative, saving more on transportation costs and avoiding traffic jams and stress, avoiding boring office routines, providing new luxuries in the form of time freedom, allowing the best talent from anywhere, opening up opportunities to improve quality of life, saving company costs and saving the planet, flexible work arrangements, realizing new challenges and personal commitments to comply with the framework.

The cons of implementing remote working include: the assumption that good ideas only emerge when done face-to-face and physically meeting in collaboration and discussion in one room; concerns about workers being lazy and not doing their jobs if not supervised, concerns about the level of security of internet use for company data, concerns about who will answer the phone in the office if the majority of employees work remotely, many large companies still do not implement remote work patterns, there is envy between employees if some work remotely and some onsite, a deep-rooted company culture that makes it difficult to change traditional work patterns to remote work patterns, concerns that employees are difficult to contact when there is an urgent need, the habits of old leaders who feel superior if they carry out direct supervision, have already budgeted costs that cannot be refunded, and the assumption that remote work is only good for small companies or certain types of industries.

Other challenges in implementing the FWA policy include the need for coordination and communication, performance monitoring, equality and work

culture that play a role in regulating flexible working hours, and the involvement and participation of all employees (Aprinawati & Siahaan, 2024).

Previous Research

(Haura et al., n.d., 2022) in the study of Implementation of WFA as a Future Work Model System for Indonesian ASN. The study used a qualitative approach through FGD involving *CPNS Kemenperin* in 2022 as employees who saw the process of adjusting the work system during the pandemic. The results of the study showed that the concept of future works implemented during the pandemic and the digital transformation of government agencies led to demands for adaptation to developments, including in the implementation of flexible work patterns. In general, the implementation of the WFH and WFA work systems for ASN has shown success as evidenced by the continued high productivity, benefits in reducing stress, and increased employee job satisfaction. For this reason, the implementation of a flexible work system for ASN in the future needs to be supported by regulations governing the implementation of WFA, adjustments to organizational culture, comprehensive and integrated digitalization, and commitment from every level of the organization, and the availability of psychological support for employees when facing difficulties in implementing WFA.

(Akbar Arrozaq et al., n.d., 2022) in his research, he studied the implementation of work from anywhere (WFE) in the ASN work environment related to the challenges and effectiveness of implementing the future works policy in the form of WFE for ASN during the Covid-19 pandemic. The study used a literature review method with the results of the study showing that the implementation of WFE still really needs to be studied in more depth because there are several obstacles and barriers in its implementation because not all work areas can implement the WFE work system. Based on the results of the study of various scientific articles, most of them state that the success factor for implementing WFE in an organization is digital infrastructure such as the internet and the ability of HR to use digital technology.

(Asropi et al., 2022), *How can I Connect? The Link between Flexible Work Arrangements and Organizational Networks (Case study: Indonesia Civil Service)*. This study aims to determine various factors, such as trust, adaptability, information and communication technology readiness, and other control variables, to determine how much Flexible Work Arrangement (FWA) contributes to improving civil servant inter-organizational networks. The study uses a mixed research method Sequential Explanatory Design, where the quantitative method uses an online survey of 675 civil servants in central and regional agencies aimed at finding variables that influence FWA and variables that influence inter-organizational networks, and then the variables obtained are further described using qualitative methods. In the qualitative method, data collection was carried out through in-depth interviews with key informants. The results of the study showed that FWA increased the level of trust in the work network, but FWA did not affect the adaptability and information technology readiness of the work network. This is supported by qualitative data showing that trust is the main factor in improving the network when implementing FWA in order to create a good

network. With high and strong trust in leaders, colleagues, and stakeholders, each instruction is realized into a good cooperation network by developing a flexible work arrangement system.

C. METHOD

This study uses a qualitative descriptive approach to describe the phenomenon with a focus on understanding 'how' and 'why' a phenomenon occurs and is carried out to examine a program, event, activity and activity process in achieving policy objectives, in this case the FWA policy. (Creswell, 1994) describes research as a cyclical process including problem identification, literature review, determination and explanation of research objectives, data collection and analysis, data interpretation, and presentation of research results. The research locus is the organizational unit of the Ministry of Transportation and Public Works, Ministry of State Secretariat, taking into account the ease of obtaining access to data and documents relevant to research on the FWA policy, willingness to participate in research through in-depth interviews, and leadership support in research on the FWA policy.

Data and information were collected through in-depth interviews using interview guidelines and literature studies/document reviews. The researcher used structured interviews with 8 informants, which were conducted face-to-face and online using the Zoom Meeting application. In addition, data collection was also carried out through a review of documents relevant to the research as secondary data, including: circulars, individual performance reports, FWA implementation orders, Dephblemmas performance reports, relevant scientific journals, articles/opinions/news relevant to the research, and other written materials.

Data analysis was carried out by: 1) transcribing interviews, filtering relevant materials, sorting and organizing data based on research variables; 2) Reading all data by building a general view of the information obtained and reflecting on the overall meaning by making special notes related to the general idea of the data obtained; and 3) Making personal interpretations or from comparisons between research results with information from literature or theory (Creswell, 1994). Data analysis in this study will be carried out using the Miles and Huberman model (Matthew B. Miles, A. Michael Huberman, 1994) which divides the analysis process into three parts, namely: data reduction, data presentation, and drawing conclusions/verification. Validity in qualitative research is carried out to show the validity of the data in the study, namely by triangulating data, asking the informant again, conducting questions and answers with colleagues (peer debriefing), and using several sources of information to build a certain justification. The research instrument in qualitative methodology is the researcher himself using interview guidelines, recording devices, stationery, and laptops, as well as other necessary equipment.

D. EXPLANATION

Supporting and Inhibiting Factors of FWA Implementation

Merilee S. Grindle (1980) stated that the success of policy implementation is influenced by two major variables, namely the content of policy and the

implementation environment. The content of the policy includes: (1) interests affected by the program, (2) types of benefits, (3) extent of change envisioned, (4) location of decision making, (5) program implementors, and (6) resources committed; and the implementation environment includes: (1) power, interests, and strategies of the actors involved (Power, Interest, and Strategy of Actor Involved); (2) characteristics of institutions and regimes in power; and level of compliance and responsiveness of target groups.

Content of Policy

Interest affected

Based on the results of interviews regarding the interests influenced by the program, it is known that the implementation of the FWA policy in the Dephubblemmas sator involves the interests of leaders to increase productivity and organizational performance, and the interests of employees to obtain flexibility in working in terms of time and location of work, can work comfortably, conductively, pleasantly, adjusted to the needs and desires of each employee, with ICT support. In the FWA Policy (including WFH, WFO, and Shifting work) which is stated in the Circular of the Secretary of the Ministry Number 1/2020 and the Circular of the Deputy for Administrative Affairs of the State Apparatus, it has been designed to accommodate various interests of target groups for the purpose of increasing productivity, time efficiency, and balance between work and personal life. By understanding the interests of the target group, both the interests of the leadership and the interests of the employees in the implementation of FWA, it can increase the involvement and support of the target group for the implementation of the FWA policy.

Type of benefits

The results of the interview related to the types of benefits, it is known that the implementation of FWA at the Ministry of Transportation and Public Order has had a positive impact on work effectiveness and productivity. In the context of implementing the tasks and functions of handling requests for the President's agenda or submitting suggestions/input/aspirations, addressed to the President, Vice President, First Lady, and State Secretary, it has become more effective and efficient considering that handling these requests can be done anytime and anywhere without requiring a presence in the office, with the use of the electronic official script application (*NADIE*). Other benefits felt by Ministry of Transportation employees in the implementation of FWA, namely reducing time inefficiency caused by traveling to and from the office which often has to go through traffic jams that have caused fatigue and stress; maintaining fitness; reducing operational costs such as transportation costs (fuel, tolls); and increasing creativity and new ideas.

However, on the other hand, the implementation of FWA in the Ministry of Transportation and Public Works is not effective for the implementation of the duties and functions of the Ministry of Transportation and Public Works that require physical presence such as the implementation of coordination meetings, monitoring activities, receiving audiences, and internal protocol services of the Ministry of Transportation and Public Works. The implementation of FWA also has negative impacts, including: failure to achieve work-life balance as a result of

flexible working hours becoming unlimited working hours; hampered communication and collaboration due to lack of direct interaction, hampered implementation of urgent tasks that require the physical presence of employees such as accompanying leaders to receive audiences or representing leaders in attending a coordination meeting at another ministry/institution, the FWA schedule adjusted to the needs of each employee has caused the office to be quiet on certain days such as Monday and Friday so that when there is urgent work that requires physical presence it becomes constrained, and hampered implementation of tasks due to employees who have limitations in utilizing technology. The negative impacts and obstacles in the implementation of FWA have caused the implementation of FWA in the Ministry of Transportation and Public Works to be less than optimal.

Extent of change envisioned

Based on the results of interviews related to the degree of change achieved, it is known that the implementation of FWA at the Ministry of Transportation and Public Works has slowly changed the perspective of most leaders and employees of the Ministry of Transportation and Public Works towards work and working methods in the Ministry of Transportation and Public Works and the Ministry of State Secretariat. FWA is not only understood as an opportunity to work outside the office, but also as an effort by the Ministry of State Secretariat to provide flexibility to employees so that they can improve their individual performance which can ultimately improve organizational performance. The implementation of FWA has changed the work culture and business processes in the Ministry of Transportation and Public Works and the Ministry of State Secretariat, from analog to digital working methods using ICT. Before the implementation of FWA, employees worked in the office every day from Monday to Friday and in handling letters of application to the President, they used physical files and were guided by the established business processes and SOPs. However, based on the results of the review of business process documents, service standards, and SOPs, there have been no changes/adjustments to the current business processes as mandated in the *Surat Edaran Menteri Sekretaris Negara No. 1/2020* which states that in order to ensure the smooth implementation of their duties and functions, all organizational unit leaders must adjust and simplify the business processes of work systems, standard operating procedures (SOPs), and service standards by utilizing and optimizing ICT. The mismatch between guidance documents (SOPs and service standards) and practices is an obstacle to optimizing FWA because these documents are the main reference for employees in carrying out their duties. The implications and impacts of the mismatch in the level of change cause a slow adaptation process and cause confusion.

Site of decision making

The results of the interview related to the location of the decision maker, it is known that the implementation of the FWA policy is centered on the State Secretary so that this instruction becomes a guideline for all organizational units within the Ministry of State Secretariat including the Ministry of Transportation and Community Services in preparing and implementing the FWA policy. However, in its implementation, although the policy was initiated by the highest

leader of the organization, FWA has not been implemented by all organizational units within the Ministry of State Secretariat. This is because the basis of the policy is still in the form of a Circular Letter and is optional, resulting in FWA not being optimal. The location of decision making at the highest leadership level shows that decisions regarding FWA are centralized and become a driving force for implementation, thus facilitating policy implementation at the lower level. FWA policies that have a clear direction make it easier for work units to adapt, create compliance and commitment from employees to implement FWA policies, and facilitate coordination between units in implementing FWA.

Program implementors

The results of interviews related to program implementation factors; it is known that in the implementation of FWA at the Ministry of Transportation and Community Services, obstacles were found in the form of digital literacy gaps between generations of employees. The implementation of FWA relies heavily on digital technology so that employees with low digital competence will have difficulty in utilizing the technology optimally and have an impact on the completion of tasks. The more senior generation tends to have digital literacy that still needs to be improved, while the younger generation generally already has adequate digital literacy skills to support FWA.

Resources committed

The results of interviews related to resource factors, it is known that technological resources do not fully support the implementation of FWA. In terms of sophistication, connection speed, and stability of office application technology such as *Nadie*, *Piawai*, and *Setneg Point*, they still need improvement and capacity improvement. Likewise, there is no automatic 'freezed' feature or notification on *Nadie* that accommodates information when employees are on leave or on holidays, the connection is unstable/slow so that it has an impact on the acceleration of task completion. Office applications are still stand-alone/not yet integrated, causing employees to have to open several applications so that it is inefficient. For example: for employee performance assessments that require evidence, they must first download it on the *Nadie* application and then upload it to the *Piawai* application.

This certainly takes a lot of time so that it hinders the smooth implementation of work. Technological resource support is a crucial factor considering that the implementation of FWA relies on technology so that lack of technological support will have an impact on the inability to implement FWA. In terms of budget, based on the results of the interview, it is known that the implementation of FWA has been supported by the provision of a data and communication package budget that is given every month as a replacement for the data and communication quota when employees implement FWA. Budget support for data and communication packages as stated in the *Surat Edatran Sekretaris Menteri No. 01/2021* concerning Procedures for Payment and Accountability for Data and Communication Package Costs which refers to the *PMK No. 119/PMK.02/2020* concerning SBM 2021 which among other things regulates the provision of data and communication package costs in connection with the implementation of online tasks.

Context of Implementations

Power, interest, and strategy of actor involved

The results of interviews related to the factors of power, interests, and strategies of the actors show that the Minister of State Secretary, Deputy for Public Relations, the deputy assistants, and employees greatly influence the implementation of FWA in the Ministry of Public Relations. The implementation of FWA depends on the decision of each organizational unit leader and work unit leader, by looking at the characteristics of each task whether it will be decided to implement FWA or not. If the organizational unit leader and work unit leader consider it not in accordance with the type of work and decide not to implement FWA, then the employees below them certainly cannot implement FWA so that the interests of employees to have work flexibility are not realized and this ultimately becomes an obstacle to implementing FWA.

The *Surat Edaran Mensesneg No. 1/2020* states that the head of the organizational unit determines employees who can carry out remote service duties and rotating service duties by considering, among other things, the type of work and employee competence in the use of ICT. The leadership of the Ministry of Public Relations as conveyed in the interview has fully supported the implementation of FWA and given employees the freedom to determine their work time and location by prioritizing work output. Likewise, the Circular of Deputy AA stated that the head of the work unit/head of the presidential palace in the region can implement FWA for officials/employees by considering criteria including the characteristics of the tasks and functions of the work unit, as well as work that is not directly related/face-to-face. The policy taken by the Deputy for Hublemmas to continue implementing FWA refers to the Circular of the Minister of State Secretary and is in accordance with the Circular of Deputy AA.

Institutions and regime characteristic

The results of interviews related to institutional and regime characteristics factors show that the organizational characteristics of the Ministry of Transportation and Public Order, both in terms of structure and organizational culture, have openness and have supported the implementation of FWA, as well as employees who can adapt to change and remain productive, showing support for the implementation of FWA. This is reinforced by the existence of delayering, where the organizational structure which was originally structural and hierarchical has changed to functional so that it is more flexible and fluid. This greatly supports the implementation of FWA which prioritizes flexibility.

Compliance and responsiveness

Based on the results of interviews related to compliance and responsiveness factors, it is known that officials and employees of the Ministry of Transportation and Public Works have a high commitment in carrying out work duties, compliance with regulations, and excellent employee responsiveness. Ministry of Transportation and Public Works employees are accustomed to working without supervision and already know their responsibilities which reflect the maturity and professionalism of employees, and are accustomed to working at any time according to the direction of the leadership even before the FWA was implemented. The level of compliance and responsiveness of the working group

greatly supports the success of the implementation of the FWA. Based on the results of the analysis and discussion using nine factors that influence the implementation of the Grindle policy, namely the content of the policy and the implementation environment, it is known that four crucial factors that cause the implementation of the FWA at the Ministry of Transportation and Public Works have not run optimally are the type of benefit factor, the degree of change factor, the technological resource factor, and the program implementer factor.

Strategy to Optimize FWA

Based on the results of the analysis and discussion, the inhibiting factors for the less than optimal implementation of FWA are the benefit type factor, the degree of change factor, the location of decision-making factors, the technological resource factor, and the program implementer factor. To optimize the implementation of FWA at the Deputy for Hublemmas, the proposed strategy is as follows:

Optimization of type of benefits

According to (Grindle, 1980), policies that provide actual benefits to many actors are easier to implement than those that are less beneficial. To ensure that the implementation of FWA in the Ministry of Transportation and Public Works has provided benefits in accordance with the objectives of its policies, including increasing employee work productivity carried out in a more comfortable, conducive, pleasant atmosphere, adjusted to the needs and desires of employees with ICT support, it is necessary to conduct evaluations in various aspects in order to identify obstacles that may arise in the implementation of FWA, including regulatory aspects.

The FWA policy at the Ministry of Transportation and Public Works refers to the *Surat Edaran Menteri Sekretaris Negara No. 1/2020* and the *Surat Edaran Deputy AA No. 2/2023*, which were made in connection with the Covid-19 pandemic so that many things are less relevant to current conditions. For this reason, in order to guarantee the implementation of FWA by all organizational units within the Ministry of State Secretariat, it is necessary to prepare regulations in the form of Ministerial Decrees as carried out by the Minister of Finance and the Minister of Development Planning/Head of Bappenas. By making regulations, the implementation of FWA has a strong legal basis so that the implementation of FWA which has been optional can be implemented in a more orderly, regular and directed manner by all organizational units so that it can provide optimal benefits for employees and the organization.

The level of change you want to achieve

The implementation of FWA has changed the work culture and business processes in the Ministry of Transportation and Public Works and the Ministry of State Secretariat, from analog to digital work methods using ICT. With these changes, to optimize support in the implementation of FWA, it is necessary to revise/simplify business process documents, service standards, and SOPs to accommodate the changes that occur. Through adjustments to business processes, SP and SOPs, they can become guidelines that support the smooth implementation of the duties and functions of the Ministry of Transportation and Public Works, especially in the implementation of FWA.

Technology resource factors

Technology resource factors are crucial factors that influence the implementation of FWA. Technology resource support that does not fully support the implementation of FWA has an impact on the suboptimal implementation of FWA. To optimize FWA, the proposed strategies for technology resource factors are:

1) Increasing the stability of technological infrastructure

Complaints that are often conveyed in the use of office applications in the Ministry of Transportation and Public Works include problems with connection, speed, and stability of office applications. Therefore, increasing the capacity of stable and integrated office applications is urgently needed. One of them is by improving the performance of the *Nadie*, *Piawai*, and *Setneg Point* applications as the main supporting applications for the implementation of FWA by adding a 'frozen' feature or notification to *Nadie* which provides information when employees are on leave or on holidays so that they do not receive tasks or notifications outside of working hours. The addition of this feature can be a solution to limiting the time employees are connected to work so that the goal of implementing FWA for work-life balance can be achieved.

2) Integration of office applications

Office applications supporting FWA such as *Nadie*, *Piawai*, and *Setneg Point* have been quite helpful in facilitating FWA. However, each application still stands alone. Therefore, it is necessary to integrate the *Nadie*, *Piawai*, and *Setneg Point* office applications into one integrated platform so that their use is more practical and effective.

In order to implement the improvement of technology stability and integration of office applications, the Ministry of Transportation and Public Works needs to coordinate with the Infodatek Bureau as a work unit that has the task and function of providing information, data, and technology support within the Ministry of State Secretariat.

Policy implementing factors

Policy implementers in Grindle's implementation model are the main actors who translate policies into concrete actions. This factor determines the level of implementation effectiveness, compliance, and responsiveness to policies. Strengthening implementing factors, namely:

- 1) Development of employee digital competency. To improve digital competency, it is done through the participation of Dephubblemmas employees in digital capacity building training at the ASN Competency Development Center (*PPKASN*) of the Ministry of State Secretariat.
- 2) Conducting sharing sessions for all Dephubblemmas employees by inviting competent speakers related to the use of information technology and digital applications that are useful in supporting the implementation of tasks and functions.

E. CONCLUSION

Based on the results of the discussion on the implementation of the flexible working arrangement (FWA) policy in the organizational units of the Ministry of

Transportation and Public Works using the Grindle policy implementation model approach, it can be concluded that the factors causing the suboptimal implementation of FWA are: the type of benefit factor, the level of change achieved, the technological resource factor, and the program implementer factor. Therefore, the most recommended strategic steps by the Researcher to optimize the FWA policy in the Ministry of Transportation and Public Works are: The Deputy for Public Works proposes to Deputy AA regarding the need for a ministerial decree regarding the implementation of FWA in order to provide strong legal certainty, consistency in implementation, and legal certainty in its application in the Ministry of State Secretariat in general; The Ministry of Transportation and Public Works aligns business process documents, service standards, and SOPs in order to provide clear guidance to employees in the implementation of FWA and the implementation of tasks that are adjusted to current changes; and the Ministry of Transportation proposes to the Secretary of the Ministry to improve the stability and integration of office applications supporting FWA.

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