

NOT JUST AN ENTITLEMENT: A JOB PROFILE-BASED GOVERNANCE STRATEGY FOR FLEXIBLE WORKING ARRANGEMENT AT BPS-STATISTICS INDONESIA

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Abstract

The implementation of Flexible Working Arrangements (FWA) in public sector organizations requires governance mechanisms that balance work flexibility with accountability and service quality. However, existing studies have predominantly focused on the effects of FWA on individual outcomes, while limited attention has been given to governance strategies that accommodate heterogeneous job characteristics. This study aims to analyze the factors influencing FWA implementation and to develop a job profile-based governance strategy in Statistics Indonesia (Central Statistics Agency). A qualitative case study approach was employed using in-depth interviews, document analysis, and observation. The data were analyzed through the interactive model of Miles, Huberman, and Saldaña. The findings indicate that effective FWA implementation depends on the integration of regulatory support, leadership, digital readiness, work coordination requirements, and job profile suitability. The study further demonstrates that a uniform FWA policy is unlikely to achieve optimal outcomes because different job profiles require different degrees of work flexibility. Based on these findings, the study proposes a job profile-based governance strategy that integrates adaptive regulations, job-oriented work arrangements, digital monitoring systems, and output-based performance evaluation. This study contributes to the public administration literature by reframing FWA as a contingency-based governance approach, where implementation is designed according to job characteristics rather than standardized work flexibility, thus promoting more effective, accountable, and sustainable public sector governance.

Keywords: Flexible Working Arrangement; governance; job profile; Job Characteristics Model; public administration.

INTRODUCTION

The post-pandemic bureaucratic transformation has not only changed the work locations of State Civil Apparatus (ASN), but also created new challenges in organizational governance. Since the COVID-19 pandemic, the implementation of Flexible Working Arrangements (FWA) in the Indonesian public sector has become part of the bureaucratic reform agenda towards a more adaptive, effective, and digitally-based work system. In this context, FWA is seen as a strategic instrument to support the realization of a professional, responsive, and competitive bureaucracy, in line with national policy directions through Law Number 20 of 2023 concerning State Civil Apparatus, Presidential Regulation Number 21 of 2023 concerning Working Days and Working Hours of Government Agencies, and Regulation of the Minister of Administrative and Bureaucratic Reform Number 4 of 2025 concerning the Implementation of Official Duties of ASN Employees in Government Agencies.

The urgency of this policy is also reflected in international comparisons. Based on the Global Life-Work Balance Index 2025, Indonesia ranks sixth in Asia with a score of 52.07, trailing Singapore and Malaysia. Meanwhile, countries with the best work-life balance in the world, such as New Zealand, Ireland, and Belgium, are generally supported by clear flexible work governance (Agnes, 2025). Official Statistics News data also shows that the number of commuter workers in Indonesia reached 7.69 million people in August 2025, with Greater Jakarta (Jabodetabekpunjur) as the area with the highest proportion of commuters. Therefore, flexible work location is relevant, especially for agencies located in metropolitan areas, such as the Central Statistics Agency (BPS). BPS has

been conducting a FWA trial from May 2023 to the end of 2025, starting with a limited scope in the Planning Bureau, then expanding to eighteen work units in 2024, and finally fully implementing it in all BPS Central work units in early 2025. Quarterly evaluations conducted by the Bureaucratic Reform Team of the BPS Planning Bureau show a consistently positive trend throughout the period. Employee productivity scores increased from 3.56 to 4.83 (scale 1–5) in the fourth quarter of 2025, work-life balance increased from 2.83 to 4.83, and not a single work unit leader expressed dissatisfaction with employee performance for three consecutive quarters. More than 98 percent of employees consistently rated FWA as beneficial and worth continuing.

Despite the relatively positive evaluation results, the FWA trial at BPS was temporarily suspended in early 2026 without any clarity on its future. This suspension occurred despite adequate organizational preparedness, creating a policy gap between empirical experience in the field and the sustainability of institutional governance. This situation emphasizes that successful performance alone is insufficient to guarantee the sustainability of a flexible work policy without a solid governance foundation. Initial signals regarding this issue were captured through pre-research conducted by researchers in October 2025 on 90 employees of the Human Resources (HR) Bureau of Statistics (BPS). Quantitative analysis using Partial Least Squares Structural Equation Modeling (PLS-SEM) showed that FWA had a positive effect on work-life balance, but did not have a significant direct effect on employee performance. Conversely, leadership support was shown to have a significant effect on both work-life balance and performance, with work-life balance acting as a mediating variable in the relationship between FWA and performance. These findings indicate that the success of FWA is highly dependent on organizational factors beyond work flexibility itself, but the quantitative model is unable to explain how governance mechanisms should be designed to suit the diverse task characteristics within the BPS environment.

This gap underlies the need for a more advanced qualitative approach. Previous studies on FWA in the public sector generally position FWA as a variable studied for its impact on individual performance, job satisfaction, or work-life balance (Asropi et al., 2022; Darpin et al., 2023; Samsara, 2021; Sri Nur Hari Susanto, 2025), or discuss organizational readiness in general without considering the diversity of job characteristics (Ferryanto et al., 2025; Kirana & Hendriani, 2024). Studies on how public organizations design FWA governance tailored to employee task profiles, particularly in the post-trial context when organizations must decide on policy continuation, are still relatively limited. Based on the above description, this study was formulated to answer two questions: (1) what factors play a role in the implementation of the FWA trial at BPS, and (2) what is the FWA governance strategy based on job profiles so that FWA can run effectively at BPS Pusat. The novelty of this study lies in the shift in perspective, from viewing FWA as a work flexibility policy that impacts individuals, to viewing FWA as an issue of apparatus resource governance that integrates leadership support, job profile suitability, digital infrastructure readiness, and output-based evaluation mechanisms into a single strategic framework. Theoretically, this study contributes to enriching public administration studies by positioning FWA as a contingent governance approach, not a policy that can be applied uniformly to all types of work. Practically, this study offers a strategic framework that can serve as a reference for BPS and other ministries and institutions in designing sustainable flexible work policies in the bureaucratic environment.

II. LITERATURE REVIEW AND THEORETICAL FRAMEWORK

Research Positions Amidst Flexible Working Arrangement Studies

Studies on FWA in the public sector have developed from various perspectives. Samsara (2021) emphasized the importance of output-based performance management and cascading daily targets as determinants of FWA success through the Work From Home scheme. Darpin et al. (2023) found that hybrid working runs optimally when supported by adequate infrastructure and leadership trust in employees. Asropi et al. (2022) showed that the success of FWA in Indonesian civil servants is strongly influenced by the quality of communication, the level of trust between leaders and employees, and the organization's ability to build cross-unit networks. Ferryanto et al. (2025) mapped organizational readiness in terms of business processes, leadership, work culture, and supporting facilities through a scenario planning approach. While Kirana and Hendriani (2024) through a systematic literature review identified cultural stigma and human resource readiness as challenges to FWA implementation in the Asian region. Internationally, de Vries et al. (2019) emphasized that the benefits of teleworking in the public sector are highly dependent on organizational support, performance monitoring mechanisms, and the characteristics of the work performed by employees. The common thread across these studies is quite consistent: the success of FWA is determined by leadership support, digital infrastructure readiness, organizational culture, and performance-based monitoring mechanisms. However, most of these studies still treat FWA as a uniform policy for all employees and focus on how it affects productivity or work-life balance in the aggregate. Studies that specifically explore how different job characteristics within a single organization require different FWA governance models, especially in the

context of post-trial policy sustainability, remain a largely unfilled gap. This research is positioned to fill this gap, with the Central Statistics Agency (BPS) as an agency that already has relatively comprehensive trial evaluation data but faces real policy sustainability issues.

Job Characteristics Model as an Analytical Framework

This study uses the Job Characteristics Model (JCM) developed by Hackman and Oldham (1976) as the primary analytical framework for understanding the suitability of FWA to job characteristics. The JCM explains that each job can be mapped through five core dimensions: skill variety, task identity, task significance, autonomy, and feedback. Grant (2008) expands on this model by showing that job characteristics involving social interaction and impact on others also influence how a job should be managed, including in the context of flexible work arrangements. These five dimensions are relevant for explaining why certain types of jobs are more or less suited to flexible work patterns, and also serve as the basis for the classification of task profiles used in this study. In addition to JCM, this study also borrows the perspective of contingency theory (Donaldson, 2001), which essentially states that no single organizational structure or policy is universally most effective for all conditions. The effectiveness of a policy depends on its suitability to the characteristics of the task and the organizational context at hand. This contingency perspective serves as a conceptual bridge between empirical findings regarding the diversity of physical presence requirements across positions at BPS and recommendations for differentiated governance strategies, rather than standardizing FWA policies for all employees without considering the characteristics of their respective jobs.

RESEARCH METHOD

This research uses a qualitative approach with a case study strategy to explore in depth the phenomenon of the implementation of the FWA trial within the BPS environment. The qualitative approach was chosen because this research does not merely aim to prove whether or not FWA has an effect on performance, as has been answered through the PLS-SEM pre-research, but rather to explore in depth how the FWA governance mechanism should be designed to suit the diversity of employee task characteristics. The research locus was determined at the Central BPS, with the consideration that this unit is a strategic policy maker that serves as a reference for the Provincial and Regency/City BPS, while also having a diversity of work units that allows for comprehensive analysis of various task profiles. Primary data were collected through in-depth semi-structured interviews with fourteen key informants purposively selected based on the representation of three job profiles, namely Technical-Analytical, Administrative-Coordination, and Operational Services, which were mapped based on job characteristics according to JCM, not merely functional position names.

Ten informants were employees of BPS Central Office across job profiles (Computer Technician, Statistician, State Budget Financial Management Analyst, Pharmacist, Doctor, Civil Servant HR Assessor, Civil Servant HR Analyst, Goods/Services Procurement Manager, Archivist, and State Budget Financial Technician), one informant was the Head of the BPS FWA Team, and one informant was the Head of the BPS Human Resources Bureau as a strategic policy maker. Two external informants, namely the Head of the Disciplinary Working Group of the State Civil Service Agency (BKN) and the FWA Team of the Ministry of Finance of the Republic of Indonesia, were involved as benchmarks from government agencies that have had more mature experience in implementing flexible work. Secondary data was obtained from policy documents, laws and regulations, and quarterly evaluation reports of the Bureaucratic Reform Team of the BPS Planning Bureau for the 2025 period. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2014), which includes data condensation, data presentation, and conclusion drawing and verification. In the data presentation stage, researchers used the paradigm model of Strauss and Corbin (1998) as an analytical instrument to map the causal conditions, context, strategies, and consequences of each core category found. The credibility of the findings was maintained through source triangulation, technical triangulation, and member checking with key informants. Job characteristics according to Hackman and Oldham (1976) were deductively operationalized into three task profiles before data collection, and were subsequently used as a framework to map field findings into each profile.

RESULTS AND DISCUSSION

Dynamics of the FWA Trial at BPS Pusat: Good Performance, Uncertain Continuation

The FWA trial at BPS was not implemented all at once, but rather in stages, evaluated, and adjusted over time, starting with the top performer method at the Planning Bureau in May 2023, switching to the proportional method in November 2023 after the previous method was deemed unfair, expanding to eighteen work units in March 2024, and finally being fully implemented in all Central BPS work units in January 2025. The Head of the BPS FWA Team explained that the decision to focus the trial at Central BPS in 2025 was based on evaluation results that showed

the impact of FWA was felt more by employees in metropolitan areas with high levels of congestion than employees in the regions. Evaluation data from the first to fourth quarters of 2025 shows a consistently positive trend. Not a single work unit leader expressed dissatisfaction with employee performance during the FWA in three consecutive quarters, the evaluation response rate remained high at over 90 percent, and more than 98 percent of employees considered the FWA beneficial and worthy of continuation until the final quarter before its termination. This consistent positive trend is important to underscore because it reinforces the impression that the FWA's termination in early 2026 was not based on indications of performance failure, but rather on immaturity in its governance and implementation mechanisms. The fragility of this governance is clearly illustrated by the BPS FWA Team Leader's confession regarding how the decision to terminate was taken and then corrected within a matter of days.

"After two or three days, he suddenly sent a WhatsApp message, changing it to continue. So, there were actually two letters. One was to stop the letter, and the other was to change it."

(Head of the BPS FWA Team, interview 2026)

The issuance of two conflicting policy letters within a few days demonstrates that the sustainability of the FWA at BPS is highly vulnerable to changes in leadership preferences when not supported by binding regulations. This situation serves as the starting point for the discussion in the next subsection, which explores the factors that make FWA governance at BPS insufficiently robust to support a policy that has already proven successful.

Factors Influencing FWA Implementation

Analysis of fourteen informant interviews and quarterly evaluation documents identified four implementation factors that are interrelated and form an interlocking cycle: regulatory and policy support, organizational culture and leadership, coordination and service needs, and technology and infrastructure readiness.

a. Regulatory and Policy Support

The first factor, and the one most frequently mentioned by all informants, is the lack of a uniform, binding legal framework. BPS actually has guidelines for implementing FWA at the central level along with a fairly structured application process through the KipApp application, but in practice, each work unit often adds its own rules outside of these guidelines. The most prominent case was found in the Finance Bureau, the unit with the most rigid Work From Anywhere (WFA) rules across BPS: employees are only allowed to take WFA once a week, cannot choose the same day every week, and cannot combine it with holidays, even though the team leader in that unit has actually assessed performance based on output. Similar fragmentation is also seen in the Computer Administrator position, where the WFA quota varies between directorates, ranging from six to eight days per month, a difference that employees feel is not based on clear differences in workload, but simply the preferences of each unit's leadership.

A comparison with two external agencies reinforces this picture. The National Civil Service Agency (BKN) mandates two days of weekly WFA uniformly through a head memo, not as an option for employees to choose. Meanwhile, the Indonesian Ministry of Finance has developed layered regulations since 2019 that granularly regulate employee flexibility in time, location, and specific conditions, along with mandatory semi-annual evaluations binding on each work unit. This comparison confirms that BPS's problem lies not in a lack of technical initiative, but rather in the stalled approval stage of the master regulation, a problem that is more political and institutional than technical.

b. Organizational Culture and Leadership

Of all the findings, it was the issue of work culture and leadership that informants mentioned most frequently, almost regardless of job type. The maturity level of leadership trust varied sharply, even within the same job profile. A statistician informant in the Planning Bureau described the most mature experience, namely full, output-based trust since the FWA was implemented in 2023 without close oversight, and this pattern remained consistent despite several unit leadership changes. Conversely, a Computer Technician informant described varying trust across leadership levels within the same unit, while the Head of the Human Resources Bureau Performance Team observed that the culture of the more senior generation of leadership and their preference for face-to-face meetings also hampered the acceptance of online meetings. Comparisons with external agencies show that mature leadership trust is not something that grows spontaneously, but rather the result of a system deliberately designed to replace attendance-based oversight with verified evidence of work. The National Civil Service Agency (BKN) replaces personal trust with strict procedural compliance, including mandatory active gadgets during work hours and a maximum five-minute response time target, while the Indonesian Ministry of Finance supports results-based trust through an automated logbook application combined with geotagging-based location monitoring.

c. Coordination and Service Needs

Each type of job has different requirements for physical presence, and these differences don't stop at the position level, but extend down to the sub-task level within the same position. At one end of the spectrum, a pharmacist at the BPS Primary Clinic stated that clinical pharmacy work requires physical medication checks that simply cannot be done remotely, so she chose not to use her WFA rights from the start. At the other end, a Financial Management Analyst who manages four teams simultaneously found that only one of her four teams actually requires full physical presence to verify signed documents, while the other three teams can work entirely from home. This pattern of granular differentiation is also found in the Computer Technician position, with the systems development sub-team able to work entirely online, while the network and data center sub-teams require physical presence to maintain service continuity.

d. Technology and Infrastructure Readiness

While the previous three factors largely determine whether FWA is accepted institutionally and socially, technological readiness determines whether FWA can actually be implemented practically on a daily basis. This research found that BPS infrastructure is indeed adequate in some areas, but its distribution remains unequal across units. Financial applications like Sakti, for example, are fully web-based and can be accessed from anywhere without a VPN. However, some employees reported limited personal laptops and uneven internet quotas. Comparisons with the National Civil Service Agency (BKN) and the Indonesian Ministry of Finance, which have each integrated location-based attendance systems and one terabyte of cloud storage per employee, indicate that the distribution gap, not a lack of technology, is the primary issue at BPS.

e. Synthesis: Interlocking Cycles

These four factors do not stand alone, but rather reinforce each other in a cycle. Weak formal regulations create room for varying levels of leadership trust to unilaterally determine the implementation of FWA at the unit level, as seen in the contrast between the Finance Bureau, which applies the most rigid rules, and the Planning Bureau, which has implemented output-based trust since 2023. This variation in trust then meets with infrastructure gaps that make it difficult for some work units to technically implement FWA despite the intention, and is also complicated by the diversity of coordination needs between types of work that have not been formally accounted for in the applicable guidelines. This cycle ultimately makes FWA at BPS vulnerable to unilateral termination whenever organizational priorities change, and it also forms the basis for the argument that FWA governance strategies must be designed to break this cycle, rather than simply patching one factor in isolation.

FWA Suitability Based on Task Profile

To answer the second problem formulation, this study maps three ASN task profiles at the Central BPS, namely Technical-Analytical, Administrative-Coordivative, and Operational Services, which are deductively operationalized from the JCM before data collection and then confirmed through field findings. The Technical-Analytical profile, which includes positions such as Computer Administrator, Statistician, and Human Resources Assessor, is the profile most receptive to FWA because its work centers on information processing and data analysis with high autonomy. However, the need for time coordination remains important in collaborative-team work, so the simultaneous FWA model, where all team members carry out the FWA on the same day, has proven more effective than a rotating scheme that makes collective discussion difficult.

The Administrative-Coordinating profile, which includes positions such as Financial Management Analyst, Human Resources Analyst, and Procurement Manager, faces a more complex situation: much of the work can be done digitally, but certain physical components, such as verifying wet-signed documents or field visits to supplier locations, are unavoidable. Due to its interconnectedness with cross-unit business processes and tight deadlines, this profile is generally better suited to a rotating FWA model, with a team member present daily to ensure smooth processes. The Operational Services profile, which includes positions such as Doctors, Pharmacists, and Archivists, demonstrated the most diverse responses to FWA, even among positions within the same operational service. A pharmacist stated that her job requires full physical presence, while a doctor at the same clinic considered FWA essential for the health workforce's work-life balance, with a work composition of approximately 60 percent direct care and 40 percent administrative tasks that can be performed remotely. This difference does not indicate an inconsistency in the data, but rather highlights that within the same job profile, the level of need for physical presence can vary significantly, depending on the proportion of administrative work each position carries. This profile therefore requires a shift-based or hybrid FWA model, which divides time between tasks that require physical presence and administrative tasks that can be performed remotely.

Table 1. Comparison of FWA Governance Strategies Based on Task Profile

Dimensions	Technical-Analytical	Administrative-Coordinating	Operational Services
FWA Compliance	Very high	Moderate, conditional	Varies, depending on position
Recommended model	Simultaneous FWA	FWA alternates	Picket / hybrid system
Time flexibility	Not recommended	Caution required (tight deadline)	Not relevant (bound by service hours)
Focus of supervision	Collaborative work results	Smooth business processes	Continuity of service
The main condition for success	Team time coordination	Clear division of physical-digital tasks	Sufficient power for rotation

Source: processed by researchers based on interview results (2026)

One consistent pattern emerging from these three profiles is that the preference for location flexibility consistently outweighs time flexibility. Even in the most flexible Technical-Analytical profile, the need for teamwork remains a significant consideration. This finding aligns with the experience of the Indonesian Ministry of Finance, which also emphasizes location flexibility over time flexibility in its core policies.

Validation Through Job Characteristics Model

To strengthen the analytical basis behind the differences in strategies between task profiles, this study further explores why each profile is or is not suitable for FWA from the perspective of the five dimensions of JCM. The mapping results reveal an interesting finding: the profile with the lowest autonomy, namely Operational Services, actually has the highest task significance. If FWA policies are formulated solely based on the autonomy dimension, as has been the trend so far, this profile with the highest task significance risks always being left behind in gaining access to work flexibility, even though this profile is the one that needs flexibility most to maintain a balance between service workload and personal life.

Table 2. Summary of Job Profile Suitability Based on Job Characteristics Model Dimensions

JCM Dimensions	Technical-Analytical	Administrative-Coordinating	Operational Services
Skill variety	Tall	Currently	Low–moderate, varies between positions
Task identity	Tall	Moderate, conditional	Varies sharply between positions
Task significance	High, less directly felt	High, felt through the smoothness of the process	Very high and felt immediately
Autonomy	Tall	Currently	Low–high, really depends on the individual
Feedback	Quite structured	Tight but one way	The weakest structure

Source: processed by researchers based on interview results and the JCM Hackman & Oldham (1976) framework

Reading this matrix as a whole, three patterns are worth highlighting. First, autonomy is not the sole determinant of FWA suitability; the Technical-Analytical profile excels across nearly all JCM dimensions, making its suitability comprehensive, while the Operational Services profile has the highest task significance, making physical presence a moral imperative rather than merely an administrative requirement. Second, variation within a single task profile is greater than appears on the surface, as demonstrated by the differences in experience between Doctors and Pharmacists within the same profile. Therefore, FWA policy differentiation should ideally not stop at the task profile

level but should extend down to the sub-task level. Third, the feedback dimension is the weakest across all profiles, indicating that this is not solely an FWA issue, but rather a broader issue of BPS performance governance.

Adaptive FWA Governance Strategy Based on Task Profile

All of the above findings lead to a single answer to the second research question: the appropriate FWA governance strategy for BPS cannot be a single model that applies equally to all employees, but rather must be designed adaptively, with task differentiation as its primary organizing principle. This study organizes this strategy into four mutually supporting pillars.

The first pillar is the formalization of job profile-based regulations. The most important lesson learned from benchmarking with the National Civil Service Agency (BKN) and the Indonesian Ministry of Finance is that the FWA will never be effective and sustainable without a uniform, binding regulatory foundation. This principle was emphasized by the Head of the BPS FWA Team during the policy socialization to employees.

"FWA is not a right. FWA is a working mechanism."

(Head of the BPS FWA Team, interview 2026)

This brief statement is important to place as an opening principle of the recommended regulation, as it directly corrects the misconception that FWA is a right inherent in employment status. This study recommends that BPS issue a policy instrument, either in the form of an Agency Regulation or a Decree of the Head of BPS, containing seven main points: the definition of FWA as a work mechanism, not an employment right; a classification of task profiles and appropriate FWA models for each; a uniform mechanism for submission, approval, and suspension across units; limits on official working hours to prevent blurring of work and personal life boundaries; minimum standards for performance monitoring and reporting; an institutionalized periodic evaluation mechanism; and clear and proportionate consequences for violations.

The second pillar, differentiation of FWA models based on task profiles, is the core of this strategy, namely the implementation of three different models as described in sub-chapter 4.3: simultaneous FWA with shared work time slices for the Technical-Analytical profile, alternating FWA with physical-digital task sharing for the Administrative-Coordination profile, and a shift system with guaranteed service continuity for the Operational Services profile.

The third pillar, strengthening digital infrastructure equitably, is recommended to be implemented in stages: starting with the socialization and optimization of existing facilities (Office 365, Zoom, VPN) as the most urgent and inexpensive step, followed by the equitable distribution of office laptops, and ending with the provision of connectivity allowances in stages according to the organization's budget capacity.

The fourth pillar, a transparent, output-based performance monitoring system, addresses two issues simultaneously: the lack of uniform feedback across all job profiles and the leadership's need for employee performance visibility as a stronger foundation for trust. This need was expressed directly by the Head of the Human Resources Bureau of BPS.

"After 8 a.m., we don't have regular checkpoints. That's the challenge. Regular checkpoints haven't been established at BPS yet. In the Human Resources Bureau, we trust our respective team leaders."

(Head of Human Resources Bureau of BPS, interview 2026)

This study recommends the development of an FWA performance monitoring dashboard integrated with the KipApp application, containing real-time task completion progress, daily employee reports, and a summary of reporting compliance as a basis for determining FWA rights for the following month, accompanied by minimum standards for feedback from team leaders to members and a protection mechanism against blurring of working hour boundaries.

Table 3. Summary of the Four Pillars of the FWA Governance Strategy Based on Task Profiles

Pillar	Main Components	Policy Implications
Formalization of regulations	Agency Regulations/Head of BPS Decrees; classification of task profiles; uniform mechanisms; periodic evaluations	Replace fragmentation of rules between units with uniform standards.
FWA model differentiation	Simultaneous FWA (Technical-Analytical); alternating FWA (Administrative-Coordination); picket system (Operational Services)	Ensuring substantive fairness: each profile gets a model according to the characteristics of its task.
Infrastructure strengthening	Optimization of existing facilities; equal distribution of laptops; gradual connectivity allowances	Removing technical barriers that have unfairly burdened FWA costs
Output-based monitoring	KipApp dashboard; daily reports; feedback standards; working hour limit protection	Building data-driven leadership trust and protecting work-life balance

Source: processed by researchers (2026)

Discussion: FWA as a Contingency Governance Approach

The findings of this study reinforce and extend the JCM argument (Hackman & Oldham, 1976; Grant, 2008) that job characteristics determine how a human resource management policy should be designed. While previous studies on FWA in the public sector (Asropi et al., 2022; Darpin et al., 2023; de Vries et al., 2019; Ferryanto et al., 2025; Samsara, 2021) generally position leadership support, infrastructure, and organizational culture as factors that apply generically to all employees, this study shows that these factors interact differently across task profiles. Leadership trust gaps, for example, are more pressing in profiles with low task identity due to the lack of easily verifiable work evidence, while infrastructure gaps are more crucial in profiles with high time coordination requirements. Thus, this study offers a shift in perspective from viewing FWA as a uniform work flexibility policy, to viewing FWA as a contingent governance approach (Donaldson, 2001), where its effectiveness depends on the fit between the policy model and the characteristics of the tasks it regulates.

Practically speaking, the finding that the termination of FWA at BPS occurred not due to performance failure, but rather due to the fragility of the regulatory foundation, provides an important lesson for other ministries and institutions currently piloting similar policies: good performance data alone is not enough to guarantee the sustainability of flexible work policies if they are not accompanied by a binding legal framework across leadership changes. The finding regarding the phenomenon of the blurring of the boundaries between working hours and personal time, which is also experienced by BKN as an agency with more mature flexible work experience, also confirms that this problem is not a governance failure unique to BPS, but rather a structural consequence that accompanies flexible work everywhere, and therefore needs to be anticipated from the beginning of the formulation of regulations, rather than being handled reactively after it emerges as a problem.

This study has several limitations that need to be highlighted for further improvement. First, the differentiation based on three job profiles does not yet encompass more granular variations at the sub-task level within the same position, as found in several informants who handled more than one type of task with varying attendance requirements. Second, this study only covered the Central Statistics Agency (BPS) and therefore, its findings cannot be directly generalized to Provincial and Regency/City BPS. Third, the formulated four-pillar framework is still a recommendation based on research findings and has not been tested in the actual implementation stage, so its effectiveness in the field still needs to be proven through further application and evaluation.

CONCLUSION

This research stems from a significant gap: the FWA trial at BPS ran for nearly three years with consistently positive evaluation results, but was discontinued in early 2026 without any clear follow-up. Based on in-depth interviews with fourteen informants and an analysis of relevant policy documents, this study concludes two key points.

First, concerns about performance decline due to FWA were unfounded; individual and organizational performance remained stable and even improved at the structural level. However, this study identified four implementation factors that are interlocked in a cycle and still need improvement: regulatory support that still relies on circulars without uniform binding force; varying organizational and leadership cultures; different coordination and service needs across positions that are treated uniformly; and disparities in the distribution of digital infrastructure. Weak regulations serve as a trigger point that allows the other three issues to develop informally at the work unit level, making FWA at BPS vulnerable to unilateral termination whenever organizational priorities change.

Second, the Job Characteristics Model is proven valid to be used as a classification instrument to determine the most appropriate FWA model for three ASN task profiles at the Central BPS: the Technical-Analytical profile is most suitable with simultaneous FWA, the Administrative-Coordination profile with alternating FWA, and the Operational Service profile with a picket or hybrid system. These three models are synthesized into a task profile-based adaptive FWA governance strategy framework built on four pillars, namely regulatory formalization, FWA model differentiation, infrastructure strengthening, and output-based monitoring system, the suitability of which is also confirmed by the experience of BKN and the Ministry of Finance of the Republic of Indonesia as comparison agencies.

For BPS, this study recommends that formalization of the FWA regulation be completed immediately as a short-term priority, before moving on to strengthening infrastructure and developing an output-based monitoring system in the medium and long term, considering that these three stages are cumulative and delays in the initial stage risk hindering all subsequent stages. For future research, it is recommended to expand the scope to BPS Provinces and Districts/Cities, combine this qualitative approach with a larger-scale survey to generate complementary quantitative data, and conduct evaluative research after the four-pillar framework is implemented to test its effectiveness directly in the field.

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