



Work From Anywhere (WFA) : Formulation of Policy Design For the Work System of State Civil Apparatus as Government Bureaucratic Efficiency In The New Normal Era

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Abstract

The changes in societal dynamics following the Covid-19 pandemic prompted the government to seek appropriate policy directions for the civil servants, leading to the introduction of a Flexible Working Arrangement (FWA) policy, including Work From Home (WFH), as detailed in KemenPANRB Circular Number 19 of 2020. This policy, implemented to prevent the spread of Covid-19, demonstrated significant performance improvements, which has now set the stage for a new model in the New Normal era: Work From Anywhere (WFA). This model allows civil servants to work from various locations, thereby enhancing their performance and the quality of public services. The WFA approach aligns with Industry 5.0 by integrating work culture with evolving technological infrastructure, as outlined in Presidential Regulation No. 81 of 2010. Utilizing a normative legal research method, including legislative and literature reviews, and descriptive analysis of qualitative data through a deductive approach, the research concludes that the WFA concept represents a substantial advancement for the government. It incorporates a monitoring and evaluation system as per civil servants regulation



Number 8 of 2022, with a recommendation for the establishment of a PermenPANRB to ensure that this policy is not merely a temporary solution but a strategic, future-oriented measure aimed at enhancing civil servants performance based on actual results.

A. Introduction

The presence of qualified and competent government officials is a fundamental aspect of achieving good governance. Governments frequently face competition from the private sector, which often offers substantial incentives to attract highly skilled employees.¹ A notable challenge for governments is their limited financial capacity to provide comparable incentives. Addressing this issue may require implementing binding procedures or protocols to create a work environment that supports balanced performance for civil servants. Current employment practices tend to exacerbate disparities in competitive advantages between the public and private sectors, affecting the optimal utilization of human resources and ultimately impacting management performance and public service quality.²

A comprehensive evaluation of government performance is needed, focusing on policy measures aimed at improving the work environment and its effect on overall performance. This evaluation should address the complexities of incentive procedures, which are crucial for recognizing and rewarding high-performing employees. While civil servants are expected to serve the community diligently and maintain a competitive edge both nationally and internationally, it is also important to consider the work-life balance of employees. Many, especially from the millennial generation, face challenges in managing professional responsibilities alongside personal and family commitments. Therefore, creating a supportive and flexible work environment is essential to help employees balance their work and personal lives effectively.³

The rapid advancement of technology necessitates a supportive work environment that enhances effectiveness and productivity. This effectiveness should be a primary consideration for the government in the public sector, prompting the need for a thorough examination of existing practices. For instance, in major Indonesian cities like Jakarta, severe traffic congestion poses a significant challenge, with many civil servants spending up to four hours daily commuting. This situation leads to a loss of time, energy, and reduced social interaction, both at home and at work. The implementation of Work From Anywhere (WFA) could address these issues by offering a flexible work arrangement that enhances employee performance and well-being.

Several countries have adopted WFA to mitigate similar challenges, reflecting its growing importance in the context of Industry 4.0. According to Annette Blokland's 2018 Forbes journal, approximately 70 percent of millennials favor organizations that offer WFA, viewing it as a significant benefit. In contrast, Indonesia's rigid work systems have yet to fully embrace this approach. While WFA is becoming common in some private sector organizations such as BTPN Bank, HM Sampoerna, Wiradaya, and the Surabaya Plaza Hotel, formal policies for its implementation in the public sector remain undeveloped. Adjustments in government settings related to WFA typically involve only leniency regarding tardiness rather than comprehensive

¹ Bramantyo Tri Asmoro and M PSDM, *Manajemen Asn Dalam Bingkai Regulasi* (Bandung: Penerbit Lakeisha, 2022), hlm 52.

² Aulia Annisaa Fadhila and Lungid Wicaksana, "Sistematik Review: Fleksibel Working Arrangement (FWA) Sebagai Paradigma Baru Asn Di Tengah Pandemi Covid-19," *Spirit Publik: Jurnal Administrasi Publik* 15, no. 2 (2020).

³ Susanna Allstrin et al., *Managing Work from Anywhere: Six Points to Consider for HR Professionals* (London: Cambridge University Press, 2017), hlm 7.

performance management, highlighting a need for more strategic adoption of flexible work practices.⁴

In the public sector, adjustments related to the implementation of Work From Anywhere (WFA) are often limited to tolerating employees who are late for work rather than managing performance comprehensively. Some government institutions, such as those with functional auditor positions and the Financial Supervisory Agency, have begun adopting flexible work arrangements. However, formal policies for managing civil servants under WFA have yet to be established.

A deeper examination reveals that WFA is more about adapting work practices rather than creating distinct institutional structures. This flexibility allows employees to complete their tasks from various locations and times, differing from traditional office hours. For instance, employees with demanding schedules or family responsibilities may benefit from teleworking options that accommodate their personal needs. The discourse on WFA for civil servants has gained traction, particularly following the pandemic, with a successful transition from Working from Office (WFO) to WFA. This shift highlights the potential benefits of incorporating flexible work arrangements into public sector practices to enhance productivity and employee satisfaction.⁵

According to the Bureau of Public Relations, Law, and Cooperation of the State Civil Service Agency (BKN), the adoption of a Work From Office (WFO) system during the pandemic demonstrated the adaptability of civil servants and the public in terms of service delivery.⁶ This new work system facilitated digital transformation within both government and society, yielding positive outcomes. The 2020 United Nations e-Government survey indicated that Indonesia improved its ranking to 88th in e-government development, a significant rise from 107th in 2018 and 116th in 2016.⁷ This progress underscores the potential benefits of implementing a Work From Anywhere (WFA) policy, which the current government views as a means to enhance effectiveness and streamline bureaucracy.

However, the introduction of WFA has sparked debate within the community. Some argue that WFA may hinder the optimization of public services. Public policy expert Agus Pambagui suggests that further in-depth studies are needed to address various aspects of WFA policy implementation. Additionally, Aminukrohman, a member of the House of Representatives' Commission II, advocates for a thorough review of the WFA policy, emphasizing the importance of aligning civil servants' duties with public service requirements. This ongoing discourse highlights the need for a balanced approach to policy implementation, considering both the potential benefits and challenges associated with WFA.⁸

Despite its perceived effectiveness, the implementation of the Work From Anywhere (WFA) policy has generated divided opinions within the community. Critics argue that WFA could undermine the optimization of public services if applied to the civil servants. Public policy expert Agus Pambagui has suggested that the WFA policy requires further examination through comprehensive studies, considering various factors that influence its implementation. Similarly, Aminukrohman, a member of the House of Representatives' Commission II, has

⁴ Erna Irawati, "Menyongsong Flexible Working Arrangement Bagi Asn," *Jurnal Analis Kebijakan* 3, no. 1 (2019).

⁵ Dida Daniarsyah and Nova Dwi Rahayu, "Menuju Implementasi Flexible Working Arrangement Ideal Pasca Masa Covid-19," *JDKP Jurnal Desentralisasi Dan Kebijakan Publik* 1, no. 2 (2020).

⁶ Bonataon Maruli Timothy Vincent Simandjorang and Andhi Kurniawan, "Contextual Bureaucratic Reform in the Recruitment System of the State Civil Apparatus of Indonesia," *KnE Social Sciences* 2, no. 1 (2022).

⁷ Ladiatno Samsara, "Manajemen Kinerja Dalam Kerangka Flexible Working Arrangement: Pengalaman Dari Pelaksanaan WFH, Cascading Target Kinerja Harian," *Jejaring Administrasi Publik* 13, no. 1 (2021).

⁸ Pandu Wibowo, *Desainer Baru Birokrasi: Menyambut Gelombang Asn Milenial Di Birokrasi* (Jakarta: Phoenix Publisher, 2019), hlm 23.

called for a detailed review of the WFA policy, emphasizing that civil servants' primary functions are closely linked to public service.⁹

This research employs normative legal research methods, integrating applicable legal rules with literature reviews, including books and journals. The analytical approach utilizes qualitative analysis methods, focusing on detailed examination and data collection from diverse sources. The aim is to provide a nuanced understanding of the WFA policy's implications for public service and civil servants' performance.

Based on the aforementioned background, this article examines the concept of the civil servants' Work System Policy Draft (SCA) as a means to enhance government bureaucratic efficiency in the New Normal era. It also explores the challenges faced by the government and civil servants in improving bureaucratic performance. The research employs normative legal research methods, incorporating applicable legal rules and literature reviews, including books and journals. Qualitative analysis methods will be utilized to analyze data collected from various sources.¹⁰

The novel findings of this research offer recommendations for the government, suggesting that it should consider the successful implementation of Work From Anywhere (WFA) policies in other countries as models. This requires preparing technology infrastructure, human resources, data sources, organizational structures, and work rules. Commission II of the House of Representatives, in its legislative role, should advocate for comprehensive research using Cost-Benefit Analysis to inform civil servant policies and positions related to WFA during the discussion of the Civil Servants Bill. Additionally, Commission II should oversee the government's readiness for WFA policies through its supervisory function, from policy formulation to program evaluation.

B. Discussion

1. Work From Anywhere (WFA) within the Work System of Civil Servants

Work From Anywhere (WFA) is frequently conflated with Flexible Work Hours (FWH), though they are distinct concepts. WFA encompasses a broader range of work alternatives, including varying work hours, job types, and locations, while FWH is a specific form of flexible scheduling. The discussion of WFA, particularly in the context of civil servants, must address the current structure of set working hours.

According to Government Regulation No. 53 of 2010 concerning Civil Servant Discipline, civil servants are required to adhere to specific working hours. They must report for duty, perform their tasks, and leave the office according to the established schedule, and they are prohibited from being in public places without valid reasons. Civil servants are expected to work a total of 37.5 hours per week, with daily working hours from 07:30 to 16:00 (Monday-Thursday) and 07:30 to 16:30 (Friday), including designated break times. Compliance with these working hours is strictly enforced as part of the disciplinary policy.

In practice, flexibility has been introduced through Presidential Decree Number 68 of 1995, which allows for adjustable working hours (FWH) while maintaining fixed reporting and departure times. The Bureaucratic Reform initiative of 2010 further expanded this flexibility, permitting up to one hour of late arrival, provided that the total working time meets the 7-hour daily requirement.¹¹ Despite this, the rigid discipline associated with civil servant working hours poses a significant challenge to implementing WFA, as neither institutions nor employees currently have the flexibility to adjust entry times and work environments.

⁹ Cynthia Febri Sri Indarti, "Flexibility Working Arrangement Sebagai Agenda Reformasi Birokrasi Untuk Efisiensi Kerja," *The Indonesian Journal of Public Administration (IJPA)* 7, no. 2 (2021).

¹⁰ Peraturan Pemerintah Nomor 30 Tahun 2019 Tentang Penilaian Kinerja Pegawai Negeri Sipil.

¹¹ Isnaini Rodiyah and Isna Agustina, *Buku Ajar Manajemen Sumber Daya Manusia Sektor Publik* (Yogyakarta: Umsida Press, 2020).

The enactment of Law Number 5 of 2014 concerning civil servants represents a potential catalyst for reforming civil servant management practices in Indonesia. This legal framework opens the possibility for revising employee discipline policies to align with the WFA system. However, existing regulations that mandate civil servants to adhere to fixed working hours and locations hinder the adoption of WFA.¹²

The obligation for employees to be physically present at work directly contrasts with the core principle of Work From Anywhere (WFA), which emphasizes flexibility in working hours, job roles, and locations. Flexibility in the WFA model allows for varied work environments, such as co-working spaces, and alternative forms of employee presence that do not require physical attendance. Technological advancements facilitate this flexibility by enabling organizations to monitor and manage work performance remotely.

Modern technology, including attendance tracking websites, email, telephones, teleconferencing, and communication platforms like Skype, supports the WFA model by ensuring that employees can meet their work responsibilities and maintain productivity from any location. This technology allows organizations to oversee working hours and task completion effectively, even when employees are working from home.

The determination of employees and conditions suitable for WFA should consider several factors, including the nature of the work and the capabilities of the organization. Not all roles or workers may be appropriate for WFA. The implementation of WFA requires careful consideration of institutional needs and characteristics, and there is no one-size-fits-all approach. Institutions must consider constitutional and legislative frameworks to adopt a WFA model that aligns with their operational requirement.¹³

Selecting the appropriate Work From Anywhere (WFA) model entails both benefits and responsibilities for civil servants. Organizations may choose from several WFA models, including considerations related to ethical implementation, efficiency evaluation, and checks and balances, all of which are guided by government decisions. This selection framework forms the basis for WFA implementation, necessitating substantial adjustments. Adjustments in WFA planning can impact various aspects such as eligibility criteria, financial implications, cultural shifts, technological requirements, support networks, and other technical details. Additionally, quality management, work execution, interaction, collaboration, and evaluation processes may undergo changes. A well-implemented WFA model can foster innovation and accountability within the organization, supported by dedicated, reliable, and high-quality human resources, thereby enhancing work-life balance. Authorities should begin by reviewing and developing appropriate regulations to effectively implement this strategy. The initial step involves updating the law on disciplinary actions related to working hours to accommodate WFA. While national policies provide a general framework, organizations have the flexibility to adapt these policies to meet their specific needs.¹⁴

Ownership of technical management within government organizations can drive innovation and ensure accountability, provided the human resources involved are loyal, reliable, and high-quality, contributing to an effective work-life balance. Work From Anywhere (WFA) represents a novel approach to managing employee productivity, tailored to adapt to evolving needs and environmental dynamics. To successfully implement WFA, the government should commence with a thorough review and establishment of relevant regulations and procedures. An urgent priority is to update the disciplinary action rules related to working hours

¹² Prithwiraj Choudhury, Cirrus Foroughi, and Barbara Larson, "Work-From-Anywhere: The Productivity Effects of Geographic Flexibility," *Strategic Management Journal* 42, no. 4 (2021).

¹³ Phil Montero, "Two Perspectives on How to Work From Anywhere," *The Journal for Quality and Participation* 27, no. 3 (2004).

¹⁴ Achmad Sulung Setiawan et al., *Manajemen Talenta ASN (Kementerian Hukum Dan HAM)* (Jakarta: IDE Publishing, 2021), hlm 6.

to accommodate the WFA model. Although national policies offer a general framework, organizations have the flexibility to adapt these policies to meet their specific requirements.

This flexibility carries the responsibility of successful implementation. A comprehensive review of alternative WFA strategies, including various types of WFA, operational procedures, and accountability mechanisms, should be undertaken. Adjustments to employee performance policies will also be necessary. The Ministry of Administrative and Bureaucratic Reform (*Kemenpan RB*) should prioritize collaboration with relevant partners, such as LAN, BKN, and other stakeholders, to effectively utilize WFA. Several variables, including gender, technology and infrastructure, management practices, and regulatory frameworks, influence the effectiveness of WFA.¹⁵

2. Challenges in Implementing Work From Anywhere (WFA) for Civil Servants

Work From Anywhere (WFA) is an option offered by companies that allows employees to choose the time and location for their work. Sri Mulyani, the Indonesian Minister of Finance, has previously highlighted this shift from traditional work methods to focusing on outputs or outcomes. The WFA work system is regarded as more productive and effective in terms of time, place, and cost.¹⁶ The government believes that WFA will lead to greater efficiency and success regarding these aspects. However, the public remains skeptical about the effectiveness of WFA. Research indicates that the WFA system can enhance employee productivity, thereby increasing the income potential of institutions. It is also known to improve work-life balance, company dedication, and employee commitment. Despite these benefits, the initial implementation of WFA in Indonesia is expected to face several challenges, particularly in leadership.¹⁷

Many civil servants still adhere to traditional leadership paradigms, which insist on physical presence at work. This outdated mindset complicates the implementation of the WFA policy. Additionally, Indonesia has numerous areas with connectivity issues, including 3,345 non-3T regions and 9,113 3T regions (Lagged, Outermost, and Frontier). These connectivity gaps pose significant challenges for e-government deployment. There is also a general distrust in current technology, which further complicates the adoption of WFA. Therefore, *KemenPAN-RB* needs to map positions that can and cannot be adapted to the WFA system. This mapping should be communicated to all civil servants and the public.

The implementation of WFA will alter the existing governance structure and hierarchy. Although WFA represents an advanced approach compared to traditional work systems, careful planning is essential. The government must prioritize the readiness of digital infrastructure, such as Base Transceiver Stations (BTS), fiber optics, satellites, servers, firewalls, and bandwidth. These elements are crucial to support the e-government framework and ensure the successful implementation of the WFA policy.¹⁸

Civil servants need to prepare for transition from traditional physical labor orders to digital directives. It is crucial to develop a new workflow and organizational formula that serves as a foundational threshold for implementing Work From Anywhere (WFA) policies for civil servants. This includes adjusting work patterns and managing aspects such as attendance, employee quality control, monitoring, and performance assessment. To mitigate resistance to changes in management culture, it is also necessary to cultivate an appropriate work and

¹⁵ Lakshmi Narayanan et al., "Telecommuting: The Work Anywhere, Anyplace, Anytime Organization in the 21st Century," *Journal of Marketing & Management* 8, no. 2 (2017).

¹⁶ NBKDE Bailey and Nancy B Kurland, "The Advantages and Challenges of Working Here, There, Anywhere, and Anytime," *Organizational Dynamics* 28, no. 2 (1999).

¹⁷ Yvette Blount, "Working Anywhere Management Opportunities and Challenges," *Research Anthology on Business Continuity and Navigating Times of Crisis* 2, no. 1 (2022).

¹⁸ Phillip Longman, *Best Care Anywhere: Why VA Health Care Would Work Better for Everyone* (California: Berrett-Koehler Publishers, 2012).

leadership culture.¹⁹ Furthermore, the data sources, namely government agencies, must be equipped to ensure seamless data sharing between central and local levels. This involves addressing issues related to data asymmetry and variability across organizations to facilitate effective decision-making and public service delivery. Additionally, a legal framework must be established to support the implementation of WFA policies.²⁰

Currently, *PANRB* Regulation No. 8 of 2021 provides the regulatory foundation for Civil Service Performance Management, encompassing performance planning, implementation, monitoring, evaluation, and follow-up. Civil servants' performance is also governed by PP Number 24 of 2021 on Civil Servant Discipline and the Regulation of the Head of BKN Number 6 of 2022 on the Implementation of PP Number 24 of 2021, in addition to *Permen PANRB*.²¹ However, further legislation is required to refine and detail WFA regulations for civil servants. It is essential to conduct a thorough examination of the potential costs and impacts associated with this legislation through methods such as cost-benefit analysis. This analysis will serve as a tool to evaluate the WFA strategy from the perspectives of costs, effects, and outcomes, ultimately guiding the formulation of policy proposals based on the findings.²²

C. Conclusion

Based on the discussion, the authors conclude that the formulation of Work From Anywhere (WFA) regulations necessitates a comprehensive review, as these regulations could fundamentally alter the conventional understanding and structure of bureaucratic administration. Current challenges in various regions of Indonesia, such as public skepticism, geographical constraints, regional infrastructure issues, and leadership dynamics within bureaucracies, highlight the complexities involved in implementing WFA policies.

The research's novel findings suggest that the government should consider models from other countries that have successfully adopted WFA policies. This consideration includes preparing for necessary improvements in technology infrastructure, human resources, data management, organizational structures, and work regulations. To support this process, Commission II of the House of Representatives should advocate for a thorough investigation utilizing Cost-Benefit Analysis to guide the development of civil servant policies and roles within the WFA framework during the deliberation of the Civil Servants Bill. Furthermore, Commission II must play a proactive role in overseeing the government's preparedness for WFA policies, from the initial policy formation through to program evaluation.

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¹⁹ Firna Novi Anggoro, "Revitalisasi Asas-Asas Umum Pemerintahan Yang Baik Untuk Mewujudkan Birokrasi Yang Berkelas Dunia," *Kybernan: Jurnal Studi Kepemerintahan* 5, no. 1 (2022).

²⁰ Anak Agung Ngurah Jayendra and Gede Sri Darma, "Disruption of ASN Behavior in Bali: Challenges and Obstacles towards Smart ASN," *Budapest International Research and Critics Institute (BIRCI-Journal): Humanities and Social Sciences* 5, no. 1 (2022).

²¹ Peraturan Menteri Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi Nomor 6 Tahun 2018 Tentang Hari Kerja Dan Jam Kerja Di Lingkungan Kementerian Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi.

²² S H PADMANINGRUM, *Pengembangan Karier Dan Disiplin Kerja Aparatur Sipil Negara* (Bandung: Samudra Biru, 2021).

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