

Cultivating Flexible Working Through Dynamic Working Arrangement for Public Organization in West Java

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ABSTRACT

The COVID-19 pandemic has accelerated the adoption of flexible work policies in the public sector, including at the Regional Secretariat of West Java Province. One such initiative, the Dynamic Working Arrangement (Mekanisme Kerja Dinamis or MKD), is crucial for integrating technology and talent management to make the bureaucracy more agile and responsive to change. This study analyzes the implementation of MKD, identifies its challenges, and proposes an ideal development model. To achieve these goals, the research employs a descriptive qualitative method based on policy implementation theory, focusing on an analysis of both policy content and its implementation context. The research process begins with data collection through interviews, observations, and document analysis, with the validity and reliability of the data later being verified through triangulation. The findings indicate that while MKD effectively enhances work efficiency and flexibility, significant barriers persist, such as resistance to work culture change, uneven workload distribution, and limited technological infrastructure. Based on these findings, recommendations for improving MKD include strengthening internal communication, enhancing the digital competencies of civil servants, and reforming performance management systems. With these advancements, MKD is expected to evolve into a more effective and sustainable flexible work model.

Keywords: Dynamic Work Arrangement, Flexible Working, Policy Implementation.



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INTRODUCTION

The onset of the COVID-19 pandemic in early 2020 brought profound changes across various sectors, including the public sector. Among the most significant transformations was the swift adoption of flexible work policies as a strategic measure to curb the virus's spread while ensuring organizational continuity. In Indonesia, the implementation of Large-Scale Social Restrictions (PSBB) in April 2020 was a key initiative to mitigate the pandemic's impact. This policy encouraged both public and private institutions to adopt work-from-home (WFH) systems,

ushering in a new work paradigm that required adaptation at both organizational and individual levels. This new paradigm tested the resilience of public institutions and highlighted the urgent need to modernize traditional bureaucratic structures and accelerate digital transformation. The COVID-19 pandemic not only tested the resilience of public institutions but also accelerated the adoption of innovative work arrangements globally (Shifrin & Michel, 2021; Wang & Le, 2023). It is known that the pandemic conditions have had an impact on the attitudes and behavior of individuals working in the public sector (Agustina et al., 2022; Dharmanegara et al., 2021; Pradesa et al., 2021). Besides the demands in talent management in public organizations (Putranto et al., 2022), this pandemic condition unprecedented crisis underscored the necessity for governments to adapt quickly to ensure the continuity of public services while safeguarding the health and well-being of employees and citizens. In Indonesia, this situation highlighted the urgency of modernizing traditional bureaucratic structures and embracing digital transformation. The resulting shift toward flexible work arrangements, such as the Dynamic Work Mechanism (*Mekanisme Kerja Dinamis* or MKD) in West Java, represents a significant step forward in rethinking how public sector work is conducted in the digital age.

Flexible work arrangements emerged not only as temporary pandemic responses but also as part of broader efforts to advance digital transformation and bureaucratic reform in Indonesia (Dudija et al., 2023; Rany & Tyas, 2024). The Ministry of Administrative and Bureaucratic Reform (Kemenpan RB) introduced several regulations to support these arrangements, including Circular Letter No. 19 of 2020 on Adjustments to the Work System of Civil Servants (ASN). These policies signaled a shift toward a more adaptive, efficient, and results-driven Electronic-Based Government System (SPBE). The West Java Provincial Government was among the early adopters of flexible work mechanisms, implementing the Dynamic Work Mechanism (*Mekanisme Kerja Dinamis* or MKD) program. This initiative replaced traditional work models by offering civil servants flexibility in work hours and locations, while ensuring the achievement of measurable performance targets. By incorporating talent management principles, the MKD program aims to optimize the performance of high-potential civil servants. Additionally, the program utilizes technology to facilitate objective performance monitoring and evaluation.

Despite its potential to improve efficiency and work-life balance, the implementation of MKD has faced several challenges. These include resistance to changing conventional work culture, unequal workload distribution, and inadequate technological infrastructure. An evaluation of the Dynamic Work Arrangement (DWA) program revealed an average effectiveness score of 74.95%. However, implementation weaknesses, such as disparities in workload allocation and insufficient communication between supervisors and subordinates, remain hurdles to policy success. Furthermore, the effort to establish a sustainable culture of flexible work has been limited, with indicators of new work culture adoption scoring only 44.53%. The shift toward flexible work arrangements in Indonesia reflects a broader trend in global governance that emphasizes agility, efficiency, and results-oriented approaches (Bagaskara et al., 2021; Dudija et al., 2023; Sultan et al., 2024). However, transitioning from conventional work practices to a dynamic and flexible system is not without challenges. Organizations face complex issues, including aligning new work mechanisms with existing cultural norms, ensuring equitable access to technological resources, and addressing resistance from employees accustomed to traditional work patterns (Amirul & Shaari, 2021; Avgoustaki & Bessa, 2019; Groen et al., 2018). These obstacles highlight the importance of evidence-based strategies in implementing and sustaining such reforms to maximize their benefits and minimize potential drawbacks. Grindle's policy implementation theory (Grindle, 2017) offers a suitable conceptual framework for analyzing the Dynamic Work Mechanism program. This framework identifies two critical factors influencing policy success: the content of the policy, which includes its goals, benefits, and resources, and the context of implementation, which involves stakeholders, power dynamics, and strategies. Using this framework, the dynamic work mechanism implementation process can be assessed comprehensively to understand its effectiveness and the challenges it faces.

The novelty of this research lies in its focused, in-depth analysis of the MKD program, an innovative, multi-faceted approach that integrates talent management and technology. While previous studies have examined flexible work arrangements (FWA) in the public sector (Dudija et al., 2023; Kusworo & Fauzi, 2022; Houghton et al., 2018), they often focus on general policy impacts without exploring how an integrated framework like MKD addresses specific challenges in a regional bureaucratic context. Furthermore, this study is distinct in its application of Grindle's policy implementation theory to provide a nuanced framework for understanding the program's successes and failures. It moves beyond a general discussion of FWA to investigate the critical intersection of policy content, implementation context, and empirical outcomes, thereby offering unique insights into how these factors collectively shape the future of public administration in a developing country.

The practical urgency of this study is underscored by a number of key empirical findings. Despite its theoretical promise, an evaluation revealed that the MKD program achieved an overall effectiveness score of only 74.95%. This seemingly high score masks significant weaknesses, particularly in core areas of implementation. For instance, data indicates that the adoption of a new work culture scored a low 44.53%, suggesting widespread resistance to change. Additionally, persistent issues with unequal workload distribution and inadequate technological infrastructure continue to undermine the program's potential (Bagaskara et al., 2021; Sultan et al., 2024). These findings highlight a critical gap between policy and practice, making it urgent to analyze why these challenges persist. Our research reinforces the claim that while FWA can improve bureaucratic performance and work-life balance, as articulated by the theory of work-life enrichment, its success hinges on overcoming deep-seated cultural and structural barriers.

This study investigates the implementation of the Dynamic Work Mechanism (MKD) within the Regional Secretariat of West Java Province. The research seeks to identify obstacles in policy execution, explore solutions to these challenges, and propose an ideal development model. By adopting a holistic approach, this study aims to contribute both theoretically and practically to improving the effectiveness of flexible work policies in the public sector. Additionally, the findings are expected to serve as a valuable reference for advancing bureaucratic reform and enhancing public service delivery, especially in the digital era. This research is particularly relevant in the context of Indonesia's ongoing efforts to reform its bureaucracy and improve public service delivery. By focusing on the implementation of the MKD in the West Java Provincial Government, this study seeks to provide valuable insights into how flexible work mechanisms can be effectively integrated into public sector operations. It also aims to identify best practices, explore innovative and adaptive solutions to common challenges, and contribute to the broader discourse on governance reform in the digital era (Avgoustaki & Bessa, 2019; Berkery et al., 2024; Houghton et al., 2018). The findings of this study are expected to guide policymakers and practitioners in designing adaptive, inclusive, and sustainable work systems that meet the needs of both civil servants and the public they serve.

LITERATURE REVIEW

Policy Implementation Concept

Public policy implementation is a crucial stage in the policy process as it determines the achievement of the intended goals (Grindle, 2017). Policy substance involves decisions aimed at achieving specific objectives, while the policy environment refers to the context or conditions that underlie the emergence of a policy issue (Mubarok et al., 2020). Policy is considered as product of political economy that is inherently social, reflecting events involving various claims to resolve conflicts or create incentives for collective action (Grindle & Thomas, 1991). As Grindle emphasized that the success of policy implementation is determined by two key factors: content of policy and context of implementation (Grindle, 2017). These factors include affected interests, policy benefits, the extent of expected change, decision-making authority, program implementers, and allocated resources. In the context of flexible work arrangements, policy implementation requires proactive measurement of employee behavior. Grindle, (2017) further highlights the

importance of political support, adequate resources, and effective managerial systems as prerequisites for successful policy implementation.

Grindle's theory emphasizes the necessity of analyzing both the internal aspects of a policy and the external environment where it is executed. By thoroughly examining these elements, policymakers can enhance the chances of successful implementation and achieve intended results. Policy implementation is a multifaceted process influenced by numerous factors. Effective implementation demands careful consideration of the policy's content as well as the surrounding context. Recognizing the interests of various stakeholders and the prevailing political and administrative conditions is vital for success. Policymakers must work towards fostering a supportive environment that includes sufficient resources, well-defined authority structures, and robust monitoring systems. Applying Grindle's insights enables policymakers to craft and execute public policies more effectively, addressing critical social and economic issues.

Flexible Working Arrangement

Flexible work arrangement (FWA) refer to work schedules or locations that differ from the traditional 9-to-5, in-office setup (Sultan et al., 2024). These arrangements provide employees with greater control over their working hours, locations, and schedules, aiming to enhance work-life balance and boost employee satisfaction. There are various types of FWAs. Flextime allows employees to adjust their start and end times within a designated core working period. Telecommuting or remote work enables employees to perform their tasks from home or other locations outside the office, as it well-known suit in public organization (Kusworo & Fauzi, 2022). Compressed workweeks involve working fewer days per week with extended hours each day. Job sharing permits two or more employees to share the responsibilities of a single full-time position. FWAs have become increasingly widespread in today's dynamic work environment. Technological advancements, such as improved communication and collaboration tools, have supported remote work and other flexible arrangements (Avgoustaki & Bessa, 2019; Groen et al., 2018; Kaduk et al., 2019). Additionally, societal shifts—such as changing demographics, a heightened focus on work-life balance, and the rise of the gig economy—have further fueled the demand for flexible work options (Dudija et al., 2023; Sultan et al., 2024; Wang & Le, 2023). The benefits of FWAs are numerous. They can improve employee morale and reduce stress by allowing individuals to better manage personal and family responsibilities. Greater flexibility can also lead to higher productivity, as employees can work during their most efficient hours and avoid distractions. For employers, FWAs can attract and retain top talent, enhance employee engagement, and lower office space expenses. However, it is essential to implement FWAs thoughtfully and address challenges such as maintaining communication and collaboration, ensuring work-life balance for all employees, and preventing social isolation.

From a political economy perspective, flexible work arrangements (FWAs) can be analyzed as a product of the interplay between economic forces, social relations, and political institutions. Firstly, economic globalization and technological advancements have significantly contributed to the rise of FWAs. The increasing interconnectedness of the global economy has led to greater competition and the need for businesses to remain flexible and adaptable (Dudija et al., 2023; Saifullah, 2020). Technological advancements, such as the internet and mobile devices, have made remote work and other flexible arrangements possible and increasingly viable. These technological advancements have shifted the balance of power between employers and employees, giving employees more bargaining power to negotiate for flexible work options. Secondly, social and demographic changes have also played a crucial role in shaping the landscape of FWAs. The changing demographics of the workforce, with an increasing number of women and dual-income households, have increased the demand for flexible work options that allow employees to balance work and family responsibilities. The growing awareness of work-life balance issues and the increasing emphasis on employee well-being have also contributed to the growing popularity of FWAs (Saifullah, 2020; Shirmohammadi et al., 2022). Thirdly, political institutions and government policies play a significant role in shaping the adoption and implementation of FWAs.

Government policies, such as labor laws and regulations, can either promote or hinder the adoption of FWAs. For example, policies that provide legal protections for employees who work remotely or have flexible schedules can encourage the adoption of FWAs. On the other hand, policies that are overly rigid or inflexible can hinder the adoption of FWAs. Political lobbying and advocacy by various stakeholders, such as employee unions, employers' associations, and non-governmental organizations, can also influence the development and implementation of policies related to FWAs. In conclusion, the rise of flexible work arrangements is a complex phenomenon that is shaped by a variety of economic, social, and political factors. Understanding the political economy of FWAs is crucial for developing effective policies that can promote the benefits of FWAs while mitigating potential risks and ensuring that all workers have access to and benefit from these arrangements.

Types and Implementation of Flexible Working Arrangement

Flexible working arrangement classified into four categories (Soga et al., 2022) : remote work, spatiotemporal work, on-demand work, and self-directed work. Government organizations can select or combine these categories based on their needs. Sultan et al., (2024) propose a flexible working arrangement model aimed at reducing congestion, mitigating work stress, and enhancing productivity. Their findings, published in *Jurnal Manajemen Bisnis*, underline the practical implications of FWA in addressing contemporary urban and workplace challenges. Wang & Le (2023) introduce a new taxonomy for categorizing flexible work arrangements to aid post-COVID organizational work planning. Their work, presented at the *Human Factors and Ergonomics Society Annual Meeting*, highlights the need for nuanced classifications to better align FWA with organizational goals. While other studies such as Soga et al., (2022) explore the dual effects of FWA. While acknowledging the benefits, they unmask potential downsides, such as hidden inequities and stressors, particularly in hybrid work settings. Amirul & Shaari (2021) provide an overview of two decades of research on flexible working arrangements in their study. They emphasize the evolution of FWA practices and their implications for modern workplaces, highlighting how technological advancements and societal shifts have reshaped FWA strategies. The overarching theme of these studies is the growing body of research examining the multifaceted nature and impacts of flexible working arrangements, particularly in response to evolving work environments and technological advancements. These studies converge on the increasing significance of flexible work arrangements and their complex implications for individuals and organizations. Researchers are investigating the various dimensions of FWAs, including their benefits, challenges, and adaptability to evolving workplace dynamics.

Flexible Working Arrangement in Government Context

The evolving work landscape presents critical challenges for public sector organizations. Key considerations include the growing popularity of hybrid work models, the impact of remote work on employee productivity, and the potential disparities, particularly concerning gender equality, arising from work-from-home arrangements. As this is driven by the Covid-19 pandemic (Shirmohammadi et al., 2022; Williamson et al., 2020, 2023), the speed at which policymakers responded to the pandemic can serve as a barometer for their receptiveness to widespread remote work practices. Alternative work schedules, including flexible hours, remote work options, and shared positions, have been demonstrated to substantially improve employees' ability to balance their work and personal lives, leading to greater positive attitudinal mechanism (Hayman, 2009; Mungania et al., 2016; Obisi, 2017). This positive impact is particularly pronounced within government organizations, where these flexible arrangements play a crucial role in connecting work-life balance. Supporting these findings, research conducted within the public sector revealed that flexible work options facilitated a more successful integration of professional and family commitments.

In government contexts, FWA has been adopted in several countries, such as Australia and Middle Eastern nations, to support operational efficiency during the COVID-19 pandemic (Houghton et al., 2018; Williamson et al., 2022, 2023). In Indonesia, FWA implementation for civil servants

(ASN) aims to improve work motivation, innovation, and productivity while supporting work-life balance. FWA is considered strategic in boosting motivation, innovation, and productivity among civil servants. Flexible working hours significantly impact employee motivation. Additionally, flexibility allows employees to adapt to changes in the work environment, a key component in fostering organizational innovation. In terms of productivity, FWA enables employees to manage their time and work location effectively without compromising their performance. The successful adoption of FWA in government organizations is also influenced by structural reforms, regulatory adjustments, and digital transformation. Emphasizing the digital transformation agenda is critical to ensuring that FWA implementation is not only efficient but also supports optimal public service delivery.

METHODS

This study employs a descriptive qualitative method to understand the phenomena surrounding the implementation of Flexible Working Arrangements (FWA) within the West Java Provincial Government. This approach was chosen because it provides a natural and unaltered depiction of the research focus. Descriptive methods are used to describe or analyze research findings without making broader generalizations (Creswell & Creswell, 2017; Sugiyono, 2018). Through this approach, data are analyzed and interpreted to answer the research questions in depth, offering factual insights based on actual conditions. The scope of the study focuses on three primary aspects: first, analyzing and evaluating the implementation of the Dynamic Work Mechanism (MKD) using policy implementation theory (Grindle, 2017) in the lens of economical perspective. Second, identifying the barriers to MKD implementation and efforts to address them. Third, formulating an ideal development model as a recommendation to enhance the quality and sustainability of MKD implementation. With this scope, the research aims to provide significant contributions to improving the effectiveness of flexible work policy implementation in the public sector.

The population for this study was the entirety of 695 civil servants (ASN) at the West Java Provincial Secretariat. From this population, a subset of informants was selected using purposive sampling. This non-probability sampling technique was chosen to identify individuals who possessed specific knowledge, experience, and authority relevant to the research questions. The criteria for informant selection were detailed to ensure a comprehensive and holistic perspective. This study utilized a purposive sampling technique to select informants who possessed specific knowledge, experience, and authority related to the research questions. The informants included policymakers and high-level officials responsible for the formulation and implementation of MKD, such as senior advisors to the governor, heads of personnel departments, and organizational bureau heads. Furthermore, civil servants who were directly involved in the MKD program, including those who were granted or denied FWA, were also included to understand its practical application and on-the-ground impact. Finally, the research also incorporated members of the public who received services influenced by MKD to gain an external perspective on the program's effectiveness and public service delivery. This combination of informants was designed to provide a holistic perspective on the implementation of MKD. Data were collected using three primary methods. First, in-depth interviews were conducted with key informants to gather their views, experiences, and perceptions regarding MKD implementation. Interview questions were tailored to each informant's role to ensure the relevance and depth of the data collected. Second, document analysis involved examining relevant documents such as policy regulations, strategic plans, service standards, activity reports, and other pertinent materials. Third, field observations were carried out to directly observe the implementation of MKD, including employee interactions, work processes at chosen locations, and performance evaluations.

Data were collected using three primary methods to ensure a robust, triangulated approach. In-depth interviews were conducted with the key informants to gather their views, experiences, and

perceptions. Document analysis was performed on relevant materials such as policy regulations, strategic plans, and performance reports. Finally, field observations were carried out to directly witness the implementation of MKD in its natural setting. Data analysis followed the interactive model developed by Miles & Huberman. This model is a continuous, iterative process that includes data collection, data reduction, data display, and conclusion drawing/verification. Data reduction involved summarizing and focusing the collected information. The reduced data were then presented in a cohesive format (data display) to facilitate interpretation and pattern recognition. Finally, conclusions were drawn and verified, providing robust answers to the research questions.

To ensure data validity, the study employed triangulation and member checking techniques. Triangulation involved cross-checking data from interviews, document analysis, and observations to ensure consistency and reliability (Creswell & Miller, 2010). Member checking was performed by validating the data with informants to confirm the accuracy and agreement of the information obtained. As emphasized by Creswell & Creswell (2017), these techniques are critical in qualitative research to ensure the credibility and reliability of the findings. Data analysis was conducted using Miles and Huberman's interactive model, which includes data collection, data reduction, data display, and conclusion drawing. Data from interviews, documents, and observations were organized, summarized, and focused on information relevant to the research objectives. The data were then presented in narrative form, tables, or graphs to facilitate interpretation. Conclusions were drawn based on the analysis, supported by robust evidence, providing answers to the research questions and offering relevant recommendations. This methodological approach is designed to produce reliable findings and provide practical and theoretical contributions to the development of FWA implementation in the public sector. The entire research process was structured to offer a comprehensive understanding of the phenomena studied while ensuring the validity and reliability of the findings.

RESULTS AND DISCUSSION

Analysis of the Implementation of the Dynamic Work Mechanism Based on Grindle's Theory

The implementation of the Dynamic Work Arrangement (MKD) in the Provincial Government of West Java is analyzed using Grindle's theoretical framework, which emphasizes the importance of content of policy and context of implementation. The MKD policy aims to enhance flexibility, efficiency, and productivity among civil servants (ASN) through digital transformation and shifts in organizational culture. This analysis examines the policy's capacity to address affected interests, provide tangible benefits, achieve envisioned changes, and manage decision-making, implementation roles, and resources.

Regarding policy content, the affected interests involve three primary groups: ASN, the government, and the public. For ASN, the policy provides greater work flexibility, enabling a better balance between work and personal life. This positively impacts their productivity and well-being, as noted by several ASN representatives who reported increased focus and efficiency in their tasks. Meanwhile, the government benefits from operational cost savings, such as reduced expenses on transportation and office maintenance, while accelerating digital transformation. For the public, the MKD policy enhances access to public services, though challenges remain in reaching segments less familiar with digital platforms. However, the unequal distribution of benefits among ASN highlights the need for equitable rights to foster fairness within the policy.

The types of benefits derived from the MKD policy include flexible work arrangements for ASN, operational efficiency for the government, and improved public service quality for society. Work flexibility allows ASN to work more effectively and efficiently, while the government achieves significant budget savings. Nevertheless, continuous evaluation is needed to ensure these benefits

are equitably distributed. The extent of change envisioned involves a significant shift from a culture of physical presence to a results-based work culture. Digital transformation is a critical element, with the adoption of technologies such as performance monitoring applications and collaborative platforms. However, the adaptation process requires intensive training and guidance to shift long-standing traditional work patterns.

The site of decision-making in the MKD policy demonstrates a decentralized approach. While the central government provides general directives, local governments adjust implementation based on regional needs. Strategic decisions, such as criteria for policy beneficiaries and new work procedures, are made at the regional level to address local challenges. However, strong coordination among organizational units is essential to maintain policy consistency. Program implementers play a crucial role in the success of MKD. The Regional Civil Service Agency (BKD) serves as the primary coordinator, while the Head of the Organizational Bureau oversees implementation. ASN, particularly echelon officials, bear significant responsibilities for ensuring successful implementation in the field. Collaboration among all stakeholders is vital to overcoming internal resistance and ensuring effective adaptation.

Resources committed are another critical element in MKD implementation. Digital technology, such as performance monitoring applications and collaborative platforms, forms the backbone of this policy. Training and competency development are conducted to ensure ASN readiness for results-based work patterns. Additionally, adequate budget allocation supports the procurement of technology, training, and the development of digital infrastructure essential for successful policy implementation. In terms of implementation context, the power, interest, and strategy of involved actors play a dominant role. Strategic support from the Governor and the BKD reflects the government's commitment to driving bureaucratic reform through MKD. Strategies such as socialization, training, and intensive communication are applied to build ASN commitment to the policy. However, resistance from some ASN indicates the need for a more inclusive approach to foster acceptance of this policy. The characteristics of institutions and regimes also influence the success of implementation. The existing hierarchical bureaucratic structure poses a challenge to driving cultural change. Efforts to transform ASN mindsets through training and intensive guidance are strategic steps in addressing this challenge.

Compliance and responsiveness among ASN are key indicators of the policy's success. ASN who benefit from work flexibility show high compliance levels, while those who have not yet received similar benefits highlight the need for more equitable implementation. Routine evaluations and effectiveness surveys are conducted to understand ASN responses and identify areas requiring improvement. Additionally, digital performance monitoring mechanisms ensure transparency and accountability in MKD implementation. The success of the MKD policy is measured not only by administrative outputs but also by long-term outcomes that impact work culture and the quality of public services. MKD has improved ASN productivity, government operational cost efficiency, and public access to services. However, this success requires ongoing evaluation and improvement to ensure the policy remains relevant and inclusive for all stakeholders. Through systematic and collaborative approaches, the MKD policy has the potential to create a more responsive, adaptive, and results-oriented governance system.

Dynamic Work Arrangement's Barriers Based on Policy Content

The implementation of the Dynamic Work Arrangement (MKD) at the Secretariat of the West Java Provincial Government has encountered structural and cultural challenges that affect the effectiveness of the policy. These barriers include limited technological infrastructure, resistance to changes in work culture, and insufficient understanding and readiness among civil servants (ASN) to adopt the new work system. Using Merilee S. Grindle's policy implementation theory, these barriers have been identified and categorized to formulate appropriate mitigation strategies.

Key barriers related to policy content include technological limitations, particularly uneven internet access. ASN in remote areas often face connectivity issues that hinder their productivity. The Head of the PKAP Division at BKD highlighted that staff in regions with limited digital infrastructure face significant challenges in performing their duties effectively. Moreover, the transition from attendance-based performance evaluation to an output-based system requires substantial adjustments. The absence of clear performance indicators has caused confusion among ASN, as noted by the Head of the Organizational Bureau. This underscores the need for a well-defined and easily implementable performance measurement system. Another challenge lies in the perceived benefits of MKD. Some ASN, especially those in regions with technological constraints, view the policy as offering limited advantages. This indicates the need to improve awareness and perceptions of MKD to foster broader support for its implementation.

Dynamic Work Arrangement's Barriers Based on Policy Context

Barriers stemming from the policy context are primarily cultural. Resistance to changing traditional work patterns, particularly the shift from attendance-focused systems to flexible work arrangements, poses a significant challenge. Many ASN are accustomed to conventional work models and perceive flexibility as potentially unproductive. The Head of the Organizational Bureau acknowledged that shifting this mindset requires sustained efforts, including training and discussions, to build employee commitment. Furthermore, limited understanding of MKD among ASN, particularly in units not directly exposed to the policy, hampers its effective implementation. Organizational characteristics, particularly hierarchical structures, also impede the adoption of flexible work as a new norm. Despite the benefits, significant organizational and cultural barriers exist, particularly in the adoption of teleworking. In the context of public service, these barriers include limited availability of flexible options for management grades and gendered participation patterns, which can hinder equality of opportunity. Civil servants embedded within traditional organizational frameworks find it challenging to embrace adaptive work patterns, highlighting the need for strategic approaches to cultural transformation.

Addressing Challenges in MKD Implementation

To address these challenges, the West Java Provincial Government has undertaken several strategic initiatives, including technological infrastructure development, continuous training and socialization, and improvements to performance monitoring systems.

1. Technological Infrastructure Development

Enhancing technological access has been prioritized to support flexible work arrangements for ASN. The government has allocated funding to strengthen internet connectivity, particularly in remote areas, and to provide work devices such as laptops and tablets. The Head of BKD emphasized the importance of collaborating with service providers to ensure stable network access for all ASN. Continuous evaluation of technological needs ensures swift resolution of any operational disruptions.

2. Continuous Training and Socialization

To overcome resistance to change, the government has implemented extensive socialization efforts using various platforms, including direct meetings and digital media. Training programs focus on technical skills, such as using digital platforms and time management, as well as fostering a results-oriented mindset. The Head of the Organizational Bureau stated that training is conducted gradually, tailored to the readiness levels of each work unit. Regular evaluations ensure that the knowledge and skills imparted are effectively applied in daily tasks.

3. Enhancement of Performance Monitoring Systems

Performance monitoring systems have been redesigned to prioritize output over physical presence. Output-based performance indicators have been developed to track ASN achievements in real-time through digital monitoring applications. The Head of PKAP BKD explained that the system includes weekly reports and evaluation meetings to ensure work progress aligns with plans. Constructive feedback is also provided to encourage improvement and enhance employee productivity.

The implementation of MKD at the Secretariat of the West Java Provincial Government faces structural and cultural challenges that require a holistic approach for resolution. Strengthening technological infrastructure, providing intensive training, and enhancing performance monitoring systems are critical strategies to ensure the policy's success. Through consistent and collaborative efforts, MKD is expected to foster a more flexible, productive, and responsive work environment that benefits ASN and meets the needs of the public.

Integrated Model of Dynamic Work Arrangement

The development of the Dynamic Work Mechanism at the Regional Secretariat of the West Java Provincial Government aims to establish an adaptive, efficient, and productive work system. Designed to address the challenges of the digital era, MKD provides Civil Servants with opportunities to balance productivity and well-being. This development follows a structured process, beginning with needs identification and culminating in continuous evaluation and improvement, aligning with Merilee S. Grindle's public policy implementation theory, which emphasizes the integration of policy content and policy context (Grindle, 2017). The initial step in developing MKD is identifying needs and objectives through surveys, case studies, and interviews with stakeholders. This analysis highlighted several key challenges, such as limitations in digital infrastructure, cultural resistance to changes in work patterns, and ASN's limited understanding of MKD's benefits. To address these challenges, three foundational elements were established for MKD's success: work flexibility, digital infrastructure, and human resource development.

1. **Work Flexibility:** Flexibility is a critical component of MKD, enabling ASN to shift from physical presence to results-oriented work patterns. A hybrid model combining Work from Office (WFO) and Work From Home (WFH) allows employees to adjust their work time and location based on operational needs. Research shows that well-designed work flexibility enhances productivity, work-life balance, and employee satisfaction (Hayman, 2010). Output-based performance measurement and flexible working hours policies further support adaptive work patterns without compromising accountability (Giovannis, 2018).
2. **Digital Infrastructure:** Reliable digital infrastructure is a cornerstone of MKD's success. Technologies such as collaboration tools (Microsoft Teams, Zoom) and performance monitoring platforms (TRK Jabar) facilitate effective and transparent coordination across units. The government has also prioritized enhancing internet access, particularly in remote areas, to ensure smooth operations for remote workers. Data security remains a top priority to maintain employee trust in digital tools (Govender et al., 2018).
3. **Human Resource Development (HRD):** Strengthening ASN capacity is crucial to ensuring technical and mental readiness for new work patterns. Training programs on digital platform proficiency are combined with soft skills development, such as time management and virtual communication. Research supports structured HRD initiatives as a means to enhance productivity and ease adaptation to new work systems.

Following the needs identification phase, MKD design is formulated based on Policy Content and Policy Context, as proposed in Grindle's theory. **Policy Content:** MKD design focuses on efficiency, work-life balance, and adaptive work culture through policies that promote flexible work, output-based performance measurement, and HR capacity development. Core policies include flexible working hours, hybrid models, and skill development programs to enhance ASN's technical and non-technical competencies. **Policy Context:** MKD design emphasizes strengthening digital infrastructure, government commitment, and continuous monitoring. The provision of work devices and enhanced internet connectivity supports operational efficiency, while digital performance evaluation systems, such as TRK Jabar, ensure transparency and accountability. Gradual socialization efforts also help address ASN's resistance to change.

MKD is equipped with evaluation and monitoring systems designed to support continuous improvement. The TRK Jabar application measures ASN performance in real time, provides regular feedback, and aligns employee outputs with organizational goals. This evaluation also determines performance-based remuneration allowances, ensuring alignment between individual

contributions and organizational expectations. The development of MKD integrates three key elements—work flexibility, digital infrastructure, and HR development—that collectively create an adaptive and responsive work system for contemporary challenges. Grounded in Grindle's theoretical framework, MKD has the potential to serve as a transformative bureaucratic reform model, enhancing ASN productivity and strengthening public service delivery in the West Java Provincial Government.

The findings from the MKD program in West Java reveal both similarities and key distinctions when compared with flexible work arrangements (FWA) in other countries, particularly Australia and the Middle East. Similar to the challenges faced in Indonesia, studies from Australia have also highlighted resistance to cultural change and the need for significant managerial upskilling to effectively implement FWA. Australian public sector organizations, like their Indonesian counterparts, have found that simply providing the option for flexible work is insufficient; it requires a fundamental shift in trust-based leadership and a move away from a traditional "presenteeism" culture.

However, a notable difference lies in the maturity of their digital infrastructure and the established legal frameworks. Many Australian public sector bodies, for example, had a more robust digital foundation and existing policies on data security and remote access prior to the pandemic. In contrast, the implementation of MKD in West Java was a more reactive process, exposing existing weaknesses in digital infrastructure and highlighting the urgency for foundational investment. In the Middle East, particularly in countries like the UAE, FWA has been more directly linked to national strategies for economic diversification and attracting global talent. While the goal of talent management is also present in MKD, the scale of investment and the top-down, fast-tracked nature of digital transformation in some Middle Eastern countries present a different context. This comparison underscores that while the human challenges of FWA are universal, the success of such programs is deeply intertwined with the existing levels of digital maturity and strategic national priorities.

Practical Implications and Theoretical Contribution

The challenges identified in the MKD program, particularly the low scores on new work culture adoption and issues with workload distribution, have critical implications for the future of digital bureaucracy. The findings underscore that a successful transition to a digital, flexible work model is not just a technological challenge but fundamentally a human and cultural one. The most significant implication is the urgent need to strengthen the digital literacy of civil servants. It's not enough to provide the tools; employees must be empowered with the skills and confidence to use them effectively for collaboration, communication, and performance tracking. Without a digitally literate workforce, the potential for technology to enhance efficiency and transparency remains largely untapped.

Furthermore, the uneven workload distribution points to a need for a complete overhaul of performance management systems. Traditional metrics based on time spent in the office are no longer relevant. A truly dynamic work mechanism requires a results-oriented approach that is transparent, equitable, and can objectively measure contributions regardless of location or working hours. This implies that the bureaucracy must invest in training supervisors on new methods of performance evaluation and communication to ensure fair and effective management in a flexible environment. This study's findings offer a significant contribution to Grindle's policy implementation theory by applying it to the context of a digital bureaucracy. Grindle's framework, which distinguishes between the content of the policy and the context of its implementation, is a powerful tool for analysis. However, in the case of MKD, we propose that a third crucial variable—digital maturity—acts as a critical mediating factor. Our research shows that a policy with clear goals and resources (strong content) can still face significant hurdles if the implementation context lacks adequate digital infrastructure and cultural readiness. The "what" of the policy (FWA) and the "who" and "how" of its context (stakeholders and strategies) are heavily

influenced by the "where" of digital readiness. The low effectiveness scores for cultural adoption and technological infrastructure are not merely implementation failures but rather empirical evidence that a policy's success in the modern era is contingent upon a foundational level of digital preparedness. Therefore, we argue that Grindle's theory, when applied to a digital governance context, must be expanded to explicitly include digital maturity as a key variable influencing policy outcomes. This theoretical contribution helps to explain why otherwise well-designed policies can fail to achieve their full potential in a digitally evolving landscape.

CONCLUSION

The implementation of the Dynamic Work Arrangement (Mekanisme Kerja Dinamis - MKD) in the Provincial Government of West Java demonstrates significant potential for improving the flexibility, efficiency, and productivity of civil servants (Aparatur Sipil Negara - ASN). Based on an analysis using Merilee S. Grindle's policy implementation theory, the success of MKD is highly dependent on two key elements: content of policy and context of implementation. Well-structured policy content has provided substantial benefits for civil servants, the government, and the public. Flexible working arrangements supported by digital technology have enabled ASN to achieve a balance between work and personal life, while the government has enhanced operational efficiency and the quality of public services. However, the implementation process faces several challenges, including limited technological infrastructure, resistance to changes in work culture, and uneven understanding among ASN regarding the policy.

In the context of implementation, support from key stakeholders such as the Regional Civil Service Agency (BKD) and local governments has been critical. Strategic measures, including the development of digital infrastructure, intensive training to enhance ASN competencies, and continuous evaluations to assess the policy's impact, have been initiated. Nonetheless, further efforts are required to ensure equitable distribution of the policy's benefits, strengthen coordination across work units, and expedite ASN adaptation to outcome-based work patterns. Identified barriers highlight the importance of an inclusive and collaborative approach in fostering acceptance of MKD. To ensure the sustainability and success of MKD, several strategic recommendations are proposed. First, the government must strengthen technological infrastructure by ensuring equitable access to the internet and providing adequate work devices, particularly in remote areas. Second, training programs and policy socialization efforts should be expanded and conducted intensively to address resistance to changes in work culture and to enhance ASN understanding of the benefits and mechanisms of MKD. Third, the output-based evaluation system should be simplified and optimized by leveraging digital platforms such as TRK Jabar to ensure transparency and accountability in ASN performance. Fourth, inter-unit coordination must be improved through regular meetings and structured supervision to maintain consistency in policy implementation. Finally, continuous monitoring and evaluation should be reinforced, incorporating satisfaction surveys and productivity assessments to gauge the policy's overall impact and provide periodic feedback. With a systematic, collaborative, and data-driven approach, the Dynamic Work Mechanism (MKD) can continue to evolve into a modern and responsive work model. This policy not only supports bureaucratic reform but also fosters governance that is adaptive, outcome-oriented, and committed to delivering high-quality public services.

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