

Implementation of Work Flexibility at BPMP North Maluku

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Abstract

This study examines how Work From Anywhere (WFA) implementation influences employee discipline and performance at Education Quality Assurance Center or locally Balai Penjaminan Mutu Pendidikan (BPMP) of North Maluku Province, addressing the limited empirical evidence on post-pandemic WFA practices in vertical government agencies. This qualitative descriptive study employed a phenomenological approach. Data were collected through interviews, observation, and documentation involving six purposively selected informants, consisting of the Head of BPMP and five WFA-implementing employees. Data analysis followed Miles and Huberman's interactive model through coding, data reduction, triangulation, and conclusion drawing. WFA shows a conditional and dualistic effect: employees maintain regulatory compliance, obedience, and work responsibility, but attendance discipline declines without direct supervision, with 75% of employees recording late attendance in November 2025. Performance is sustained through Employee Performance Targets or locally Sasaran Kinerja Pegawai (SKP) systems and individual commitment rather than WFA flexibility itself. Organizational performance issues were attributed to budget efficiency constraints and weak regional government commitment rather than WFA implementation. The effectiveness of WFA in vertical government agencies depends on personal discipline, organizational readiness, digital monitoring, and an accountability-oriented work culture. This study is limited by six informants from a single agency, a short research period, and a qualitative design that does not measure causal relationships statistically. This study provides empirical insights into WFA implementation in Indonesia's public sector, highlighting the need for accountability mechanisms to support flexible work policies and maintain service quality.

Keywords: Attendance Monitoring, Civil Service Accountability, Digital Performance Management, Telework Policy, Vertical Government Agency

1. INTRODUCTION

The dynamics of work flexibility have become a central issue in Indonesian government bureaucratic reform, particularly amidst growing demands for budget efficiency. The Flexible Working Arrangement (FWA) policy, encompassing Work From Office (WFO) and Work From Anywhere (WFA), is now officially enacted through Presidential Instruction of the Republic of Indonesia in 2025 and Minister of Administrative and Bureaucratic Reform Regulation Number 4 of 2025. This transformation of work patterns is not merely an adaptive strategy, but rather a fundamental shift in the bureaucratic structure, which has historically been known for its rigidity. Advances in digital technology have become a key driver of the adoption of flexible work systems in various government organizations, including vertical agencies such as the Education Quality Assurance Center or locally Balai Penjaminan Mutu Pendidikan (BPMP) of North Maluku Province ([Anakpo, Nqwayibana, & Mishi, 2023](#)).

In the public sector context, the implementation of flexible work systems presents complex consequences because government bureaucracies are required to maintain accountability and continuity of public services under budget constraints ([Hasmawati, Winarti, Jumriani, Akbardin, & Kallabe, 2024](#)). Various studies have shown that work flexibility, whether in the form of adjustments to time, location, or hybrid work patterns, can improve job satisfaction and personal-professional balance. However, this policy also presents new challenges in the form of difficulties in supervision, coordination between teams, and the potential for decreased employee discipline. Therefore, empirical analysis of the impact of flexibility on organizational discipline and performance is crucial for designing efficient policies ([Habsy & Nursalim, 2025](#)).

The North Maluku Provincial BPMP officially implemented the WFA work system since May 3, 2025 through the Decree of the Head of BPMP concerning the North Maluku BPMP Official Work Pattern in 2025. This system regulates the provisions of employee time discipline with working hours

starting from 07.30 WIT to 16.00 WIT, with an attendance mechanism using the *Aplikasi Sistem Informasi Geolokasi Otomatis* (ASIGO) application developed by the Ministry of Primary and Secondary Education. The distribution of employee domiciles, 80% of which are domiciled in Ternate City and 20% in Tidore City, while the office is located in North Tidore, makes the geographical factor a challenge in implementing this flexible work system ([Nani & Wijaya, 2020](#)).

Fingerprint data shows that before the implementation of WFA, the BPMP employee tardiness rate was quite high, with 42 employees in January and 43 employees in February 2025, meaning only 27% of employees were present on time. After the implementation of WFA, an average of 51% of employees still experienced tardiness, with 37 employees being late in April and 32 employees in May out of a total of 60 employees. This condition indicates that attendance discipline has not experienced significant improvement after the implementation of flexible work. [Maulidah, Ali, and Pangestuti \(2022\)](#) emphasized that employee discipline and attendance are factors that significantly influence productivity in achieving organizational goals.

In addition to attendance, employee performance is also reflected in compliance with daily logs, a work accountability instrument. BPMP personnel data shows that some employees still do not consistently complete daily logs, with an average of 2.9% of workdays unrecorded. This reflects a lack of awareness of the importance of daily performance reporting as part of the evaluation system. [Pranitasari and Khotimah \(2021\)](#) emphasize that discipline plays a vital role as a key factor in achieving organizational goals, and the higher an employee's level of discipline, the better their performance. The ineffective implementation of employee performance targets further reinforces the urgency of this study ([Natasia, Rismawan, & Diputra, 2026](#)).

Empirical research on flexible work arrangements in Indonesian government institutions remains fragmented and, in several respects, contradictory. Much of the existing literature was produced during the 2019–2020 pandemic and centers on Work From Home practices under emergency conditions, leaving the post-pandemic work from anywhere scheme which grants employees far greater discretion over both time and location than pandemic-era WFH comparatively unexamined, particularly within vertical technical implementation units such as BPMP. Findings on WFA itself are also inconclusive, [Ramadhini and Rahman \(2026\)](#) reported that WFA enhances civil servant performance and satisfaction, whereas [Kusworo and Fauzi \(2022\)](#), studying a comparable *Aparatur Sipil Negara* (ASN) population, cautioned that these benefits depend on the presence of stricter regulatory oversight, suggesting that positive outcomes are conditional rather than guaranteed. This inconsistency is not merely a matter of context: it points to an unresolved question of when and why flexibility helps or harms discipline and performance, a question prior studies have not answered for a single vertical agency confronting simultaneous budget efficiency pressures. This study aims to fill this gap by in-depth examining the implementation of work flexibility at the North Maluku BPMP in terms of employee discipline and performance, offering timely and context-specific evidence at a stage when WFA policy is still in its early, formative phase of implementation across Indonesian public institutions. The findings of this study are expected to provide strategic input for the government to ensure that budget efficiency policies do not negatively impact the quality of public services and good governance ([Fatima, Javaid, Arshad, Ashraf, & Batool, 2024](#)).

2. LITERATURE REVIEW

2.1 Work Flexibility and Work From Anywhere System

Work flexibility is a policy that provides employees with the freedom to adjust their work time and place as needed without neglecting their job responsibilities, including remote work systems, flexible work hour arrangements, and hybrid work models ([Nani & Wijaya, 2020](#)). Work From Anywhere (WFA) is a further development of the Work From Home (WFH) concept that provides greater flexibility, allowing state civil apparatus to determine their own work time and location, including scheduling flexibility (flexible time), setting the number of working hours (shifting or job sharing), and freedom of work location. According to [Kusworo and Fauzi \(2022\)](#), the implementation of WFA has the potential to increase job satisfaction, loyalty to the agency, and the balance between work and personal life of employees. Yet this potential is not automatic: it presupposes that employees

can be trusted to self-manage in the absence of a fixed workplace, an assumption that becomes precisely the point of contention once flexibility is transplanted from private-sector or pandemic-era settings into a rule-bound bureaucratic environment. In Indonesia, the implementation of WFA in government agencies is strengthened through Presidential Instruction Number 1 of 2025 and Regulation of the Minister of PANRB Number 4 of 2025 concerning the flexible implementation of ASN official duties, which makes WFA a strategic instrument for budget efficiency as well as bureaucratic modernization. This concept provides the conceptual anchor for the present study, since it frames WFA not simply as a scheduling convenience but as a structural experiment in extending employee discretion within an institution whose legitimacy depends on regulatory compliance the tension this study sets out to examine at BPMP.

2.2 Performance Theory and Supervision in the Context of Flexible Work

Performance theory explains that the level of employee work achievement is determined by the ability, motivation, and job opportunities available within an organization, where performance is not only measured by work output but also by the work process, punctuality, responsibility, and consistency of employees in carrying out tasks both in conventional and flexible work systems. [Agarwal \(2021\)](#) emphasized that when employees work outside the office, superiors can no longer rely on physical control as a performance indicator, so organizations need to strengthen monitoring mechanisms through work targets, task clarity, regular communication, and achievement-based evaluation systems. [Hackney, Yung, Somasundram, Nowrouzi-Kia, Oakman, and Yazdani \(2022\)](#) added that monitoring is an effort by managers to ensure that the organization is running according to its stated goals, and if there are deviations, managers are obliged to make improvements. Read together, these two perspectives suggest a causal chain rather than two isolated observations, such as the removal of physical control creates the very supervisory gap that monitoring mechanisms are meant to close, and the adequacy of that closure is what ultimately determines whether flexibility translates into sustained performance or into unchecked drift. In the context of WFA in government agencies such as BPMP, work patterns rely heavily on self-discipline and measurable performance control systems, considering that employees are not always under the direct supervision of leaders, so individual accountability is key to the successful implementation of this flexible work system. This theoretical chain directly informs the present study's focus on whether BPMP's existing monitoring instruments attendance applications and performance targets are in fact substituting for the physical supervision that WFA removes.

2.3 Work Discipline, Productivity, and Time Management

Work discipline is a key factor in achieving organizational goals, reflecting an attitude of obedience and responsibility towards applicable values and regulations, including punctuality in attendance according to workplace regulations ([Pranitasari & Khotimah, 2021](#)). Scientific management theory emphasized the importance of time efficiency through standards, procedures, clear division of tasks, and superior supervision to achieve optimal productivity. This theory is highly relevant to the variable of time discipline in the context of the WFA work system which demands effective and efficient use of time ([Rodin, Putra, Sujirman, Yanto, Azwar, & Ifnaldi, 2025](#)). Time management theory emphasized that good time management is closely related to determining priorities, discipline, and responsibility for completing tasks. Without good time management, flexibility has the potential to lead to decreased discipline, delays in task completion, and misuse of working hours. Placed alongside Taylor's emphasis on external standards and supervision, Covey's theory shifts the locus of discipline from organizational control to individual self-regulation a shift that mirrors exactly what happens when an employee moves from WFO to WFA, such as external supervisory structure recedes, and the burden of maintaining Taylorist time-efficiency falls increasingly on Covey-style personal prioritization. [Maulidah, Ali, and Pangestuti \(2022\)](#) emphasized that employee discipline and attendance significantly influence productivity in achieving organizational goals, making technology-based monitoring systems such as the ASIGO application an important instrument for enforcing discipline in the flexible work era in effect, a technological proxy for the external control that Taylor associated with direct supervision, reintroduced into a setting where Covey-style self-management cannot yet be assumed. This synthesis underpins the study's

treatment of attendance discipline as a joint function of individual commitment and the adequacy of digital monitoring, rather than as a product of either factor alone.

2.4 Organizational Culture and Previous Research on WFA

[Robbins \(1998\)](#) stated that organizational culture functions as a sense-making and control mechanism that guides and shapes employee attitudes and behavior. Therefore, the success of implementing flexible work practices depends heavily on the extent to which values such as responsibility, integrity, and commitment are ingrained in employees. Empirical findings on this point, however, are not uniform. Research by [Bhimasta and Dismas \(2025\)](#) found that implementing WFA among civil servants resulted in high productivity, reduced stress levels, and increased job satisfaction, but required stricter regulations for optimal implementation already signaling that positive outcomes are conditional on regulatory reinforcement rather than automatic. [Poseng, Fanggidae, and Tameno \(2026\)](#) added that WFA improves civil servant performance and satisfaction and encourages optimal public service availability, reinforcing an optimistic reading of WFA's potential. [Siskayanti and Sanica \(2022\)](#), by contrast, found that work flexibility does not always have a significant effect on employee performance, indicating the presence of moderating factors such as motivation and work stress a finding that directly complicates the more favorable conclusions of Ridwansyah et al. and Yulia et al. and suggests that outcomes reported in one organizational context cannot be assumed to generalize to another. [Asmara, Kistyanto, and Wardoyo \(2024\)](#) revealed that flexible work practices can significantly reduce turnover intentions, while [Marbun \(2023\)](#) proved that the WFH work culture has a positive and significant impact on productivity, confirming that strong organizational cultural support is a prerequisite for the success of flexible work systems in government agencies.

Taken together, the theories and prior studies reviewed above converge on a single unresolved proposition, work flexibility does not produce discipline or performance outcomes on its own, but only through the mediating presence of monitoring mechanisms [Mergel, Edelman, and Haug \(2019\)](#), individual self-management capacity (Covey, in the context of Taylor's scientific management), and organizational culture ([Robbins, 1998](#)). Yet the empirical literature disagrees on which of these mediators matters most, and under what conditions flexibility helps rather than harms performance ([Siskayanti & Sanica, 2022](#)). This unresolved tension between theory-level explanation and mixed empirical findings never yet examined in a budget-constrained vertical government agency is precisely the gap this study is designed to address, and it justifies the study's dual focus on discipline, as a supervision and self management dependent outcome, and performance, as a culture and system-dependent outcome at BPMP North Maluku.

3. RESEARCH METHODOLOGY

3.1 Types and Approaches of Research

This study uses a descriptive qualitative method with a phenomenological approach, which aims to examine in depth the phenomenon of the implementation of work flexibility on employee discipline and performance at the education quality assurance center in North Maluku Province. The phenomenological approach was chosen because it is able to capture a comprehensive picture of an event experienced directly by individuals or groups. The term phenomenology itself is derived from the Greek word *phainomenon*, meaning to appear, referring to observable symptoms ([Nurahma & Hendriani, 2021](#)). [Habsy and Nursalim \(2025\)](#) emphasized that quantitative approaches that focus on hypothesis-deductive patterns have limitations in comprehensively revealing research problems, so a qualitative approach is the right choice to answer research questions that require in-depth information. This method was chosen because the study aims to produce detailed and contextual findings regarding how the Work From Anywhere (WFA) work system affects employee discipline behavior and performance achievements in a vertical government agency such as BPMP.

3.2 Location and Time of Research

This research was conducted at the BPMP of North Maluku Province located at Jalan Raya Rum-Soasio, North Tidore, Tidore Islands City, Postal Code 97823. The selection of this location was based on two scientific reasons, namely first, the BPMP of North Maluku Province is actively

implementing a flexible work system in the form of WFA amidst the government's budget efficiency policy, so it is relevant to the research problem. Second, there is a moral responsibility of researchers to make a real contribution in solving problems that occur in the agency where the researcher works. The research time was carried out from January to February 2026, covering the entire series of activities starting from proposal writing, proposal seminars, revisions, data collection and processing, to results seminars as detailed in the research schedule.

3.3 Data Sources and Research Informants

The data sources in this study consist of primary data obtained directly from sources or informants, as well as secondary data obtained indirectly through documents, archives, and supporting references. Informants were selected using purposive sampling, a non-probability technique that selects informants based on the consideration that they are considered to have experienced, felt, been involved in, and understood the problems that are the focus of the research ([Waruwu, Zai, & Gea, 2024](#)). This technique was chosen deliberately over random sampling because the phenomenon under study the lived experience of adapting to WFA is not evenly distributed across the organization; only employees who have directly undergone the transition from a fixed-office pattern to a flexible one, and the leader responsible for enforcing and evaluating that transition, can meaningfully speak to it. Accordingly, informants were selected against three explicit criteria, such as active involvement in implementing the WFA scheme for at least six consecutive months, ensuring exposure beyond the initial adjustment period, direct responsibility for either performing under or supervising the ASIGO attendance and SKP performance systems, so that informants could speak to both compliance and evaluation sides of the policy, and willingness to discuss attendance and performance matters candidly, given the sensitivity of disclosing discipline lapses.

The informants in this study numbered six people, consisting of one Head of BPMP and five employees who are currently implementing the WFA work system. This number reflects the point of data saturation rather than a predetermined target: interviews were conducted iteratively, and each transcript was reviewed against previously collected data before proceeding to the next informant. By the fifth and sixth interviews, responses regarding the core phenomena administrative compliance despite reduced supervision, the conditional relationship between WFA and performance, and the ambiguity surrounding unstructured work time had begun to converge with patterns already identified in earlier interviews, with no substantively new themes emerging. Data collection was therefore considered to have reached saturation at six informants, consistent with the purposive sampling logic that prioritizes depth of insight from information-rich cases over numerical representativeness ([Waruwu et al., 2024](#)). The types of information extracted included policies, the impact of work flexibility on discipline, and employee performance. The types of questions used combined closed and open questions to obtain both depth and diversity of information ([Wibisono & Catrayasa, 2026](#)).

3.4 Data Analysis Techniques

The data analysis in this study refers to Miles and Huberman's interactive analysis model, which consists of several systematic stages. The first stage is data transcription, which involves converting audio or video recordings of interviews into written text verbatim, accurately recording every word, including non-verbal cues such as laughter, mumbling, and silent pauses that carry implicit meaning. The second stage is data familiarization, in which the researcher reads and reviews the data repeatedly until they fully understand the entire information. The third stage is data coding, which involves assigning codes in the form of short words or phrases that represent the meaning of a set of data to show the relationship between the data and the analysis results. The fourth stage is data reduction, which involves sorting, simplifying, and summarizing key information relevant to the research focus while discarding unimportant data. The fifth stage is data triangulation using technical triangulation, which involves checking the validity of data from interview sources, observations, and documentation simultaneously ([Sugiyono, 2019](#)). The sixth stage is data presentation in the form of a brief and systematic explanation, followed by the final stage of drawing conclusions as answers to the research problem formulation.

To further strengthen the credibility of the findings, this study combined technical triangulation with source triangulation: claims made by employee-informants regarding attendance behavior and workload were cross-checked against the Head of BPMP's account, and both were verified against documentary evidence ASIGO attendance logs, daily log records, and the 2025 *Indikator Kinerja Keuangan* (IKK) achievement report so that no finding rests on a single informant's testimony alone (Sugiyono, 2019). In addition, member checking was conducted as a further credibility strategy: preliminary interpretations and key quotations attributed to each informant were shared back with the respective informant for confirmation of accuracy and intended meaning before being finalized in the analysis. This step was intended to reduce the risk of researcher misinterpretation, particularly given the researcher's position as an internal member of the agency under study, and to ensure that the resulting themes reflect informants' lived experience of WFA rather than the researcher's prior assumptions about it.

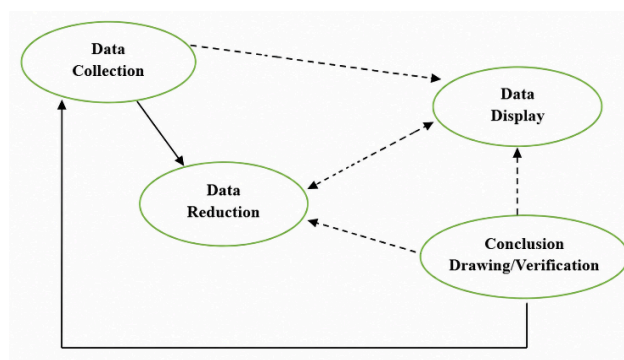


Figure 1. Components in the Miles and Huberman interactive analysis model

Figure 1 shows the interactive data analysis model developed by Miles, Huberman, and Saldaña, which describes the stages of qualitative data analysis as a continuous and interconnected process. The process begins with data collection, followed by data reduction to select, simplify, and organize relevant information. The reduced data are then presented through data display to facilitate the identification of patterns and relationships, followed by conclusion drawing/verification to develop and validate research findings. These four stages interact continuously through an iterative process of verification until valid, reliable, and meaningful conclusions are obtained.

3.5 Operational Definition of Variables

Table 1. Operational definition of variables

Variables	Operational Definition	Dimensions or Indicators
Implementation	The process and methods of practicing work flexibility towards employee discipline and performance at BPMP North Maluku	Work achievements
Work Flexibility	Adjustment or freedom in working related to the government policy to work freely from anywhere implemented by the North Maluku BPMP	Free to choose a workplace
BPMP North Maluku	Technical Implementation Unit of the Ministry of Education, Culture, and Elementary School	Government agencies

Table 1 shows the operational definitions of the research variables, including the concept, measurement focus, and indicators used in the study. The Implementation variable refers to the process and methods of applying work flexibility practices to influence employee discipline and performance at BPMP North Maluku, measured through work achievements. The Work Flexibility variable describes the level of adjustment and autonomy provided to employees in performing their duties based on the flexible working policy implemented by BPMP North Maluku, with the indicator of freedom to choose a workplace. Meanwhile, BPMP North Maluku refers to the Technical

Implementation Unit under the Ministry of Education, Culture, and Elementary School, representing the government agency context in which the research is conducted.

4. RESULTS AND DISCUSSION

4.1 Overview of Research Location

The North Maluku Province BPMP is a Technical Implementation Unit or locally *Unit Pelaksana Teknis* (UPT) of the Ministry of Primary and Secondary Education of the Republic of Indonesia located in Rum Village, North Tidore, Tidore Islands City, North Maluku Province. This institution has the task of implementing the guarantee and improvement of the quality of early childhood education, primary education, secondary education, and community education in the North Maluku Province area based on Permendikbudristek Number 11 of 2022. The organizational structure of the North Maluku Province BPMP consists of the Head, General Subsection, and Functional Position Group, with a hierarchical and functionally coordinated work system. The composition of BPMP's human resources is dominated by 26 employees with a Bachelor's degree and 24 with a Master's degree, as well as 2 people with a Doctoral degree, indicating a relatively high academic capacity in supporting the implementation of organizational tasks and functions.

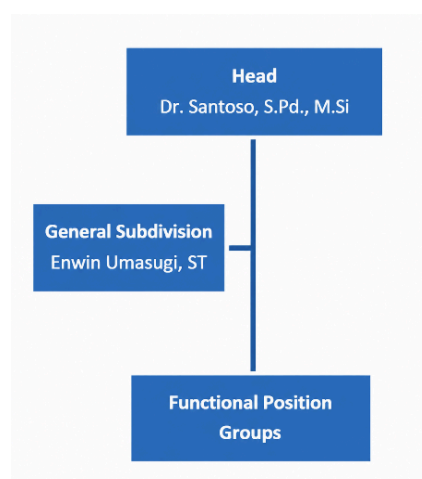


Figure 2. Organizational structure of BPMP North Maluku

Figure 2 illustrates the organizational structure of BPMP North Maluku, showing the hierarchical relationship among the main organizational units. The structure is led by the Head of BPMP North Maluku, Dr. Santoso, S.Pd., M.Si, who is responsible for overall institutional management and coordination. Under the leadership position, there is the general subdivision, which supports administrative and operational functions, and the functional position groups, which consist of professional personnel responsible for carrying out technical tasks and supporting the implementation of BPMP programs and activities.

4.2 The Impact of Implementing Work Flexibility on Employee Discipline

The implementation of WFA has a dualistic impact on the attendance discipline of BPMP North Maluku employees. On the one hand, the flexibility of work time and location can reduce the pressure of lateness due to travel distance and the geographical conditions of Ternate-Tidore, so that employees can perform attendance remotely through the ASIGO application without having to be physically present in the office. This condition ensures that employees are still recorded as being present on time administratively as expressed by Informant 01: *"they will be recorded as not late if they take attendance with that result... because they can do attendance remotely."* However, on the other hand, the lack of direct supervision has the potential to lead to negligence in attendance, where some employees admitted to forgetting to do attendance when coming in and going out. ASIGO attendance data for November 2025 shows that of 52 employees, 39 people or 75% were still late in doing attendance, while only 13 people or 25% did attendance on time.

This finding does more than illustrate [Brega, Briones, Javornik, León, and Yerkes \(2023\)](#) proposition that discipline is shaped jointly by the work system and by internal awareness it reveals which of the two is currently failing at BPMP. The administrative on-time status enabled by remote check-in shows that the system component of Hasibuan's framework is technically functioning: employees are not structurally prevented from complying. What the 75% late-attendance figure exposes instead is a breakdown in the internal awareness component, since compliance becomes optional once physical presence is no longer the enforcement mechanism. This distinction matters theoretically because it reframes the problem: the finding is not evidence that WFA weakens discipline systems, but that WFA removes a passive enforcement mechanism (physical presence) without yet substituting an equally forceful active one. Read against [Bailey and Kurland \(2002\)](#) argument that physical control loses relevance once employees work outside the office, BPMP's case shows the predicted supervisory gap materializing almost exactly as their theory anticipates but with a twist their original telework-context theory does not fully address: in a public-sector setting bound by rigid statutory working hours (07.30–16.00 WIT), the gap is not simply a management inconvenience but a compliance risk against formal ASN discipline regulation. This finding also converges with, yet extends, [Bibi, Butt, and Reba \(2020\)](#) where their study found flexible work eases task execution but risks discipline erosion if not accompanied by an adequate monitoring mechanism, the BPMP case demonstrates concretely what inadequate looks like in practice a monitoring tool (ASIGO) that records compliance but does not itself compel it, since it can be satisfied without genuine punctuality. The theoretical implication is that digital attendance tools function as documentation mechanisms rather than disciplinary mechanisms unless paired with consequence structures, a nuance not fully captured in prior WFA literature.

4.3 The Impact of Implementing Work Flexibility on Employee Performance

4.3.1 Quantity and Quality of Work

The implementation of work flexibility through WFA does not reduce the quantity of employee work, and even has the potential to increase output because each employee has a structured work plan through monthly, quarterly, and annual targets that serve as a reference for SKP assessments. Informant 02 emphasized that with clear targets and a structured performance measurement system, WFA is actually very good for employees because the more working hours there will definitely be an increase in the amount of work. However, the achievement of work quantity is conditional and is greatly influenced by the readiness of human resources as expressed by Informant 03: *"If the performance is ready, the human resources are ready, with the WFH pattern it will provide more flexibility."* In terms of quality, work flexibility has a positive impact if employees can work at their most productive times with a higher level of focus.

This pattern lends itself to a more critical reading than a simple confirmation of [Roihan and Imantoro \(2026\)](#), whose finding that flexible work systems raise productivity when supported by the type of work and technological readiness is echoed here almost verbatim in Informant 03's account. The theoretically significant point is why the mechanism holds at BPMP specifically, it is not flexibility per se that sustains output, but the presence of a pre-existing accountability structure the SKP system that converts unstructured time into measurable obligation regardless of where or when the work occurs. This aligns with performance theory's premise that ability, motivation, and opportunity jointly determine achievement; SKP effectively operationalizes the opportunity and ability components into a monitorable form even when [\(Bailey & Kurland, 2002\)](#) physical-control channel is absent, functioning as the achievement-based evaluation mechanism their theory calls for. In other words, the finding suggests that in a public-sector setting, output-quantity resilience under WFA is not an inherent property of flexibility but a downstream effect of prior investment in structured performance instruments a conditionality that is under-specified in existing WFA literature, which tends to treat flexibility and performance as a more direct relationship.

4.3.2 Potential for Abuse of Working Hours

The research found potential misuse of working hours during the implementation of WFA at the North Maluku BPMP. Several informants revealed that after achieving work targets, employees tended to use the remaining work time for personal gain, forgetting to take attendance, and not always

being available when their superiors needed them. Informant 01 emphasized: *"Don't let it happen that the WFA target has been achieved, but they end up leaving or taking a break."* This condition is not entirely an intentional violation, but rather a dynamic of adapting to a flexible work system that blurs the lines between work time and personal matters. Informant 06 acknowledged that after taking morning attendance, there was an opportunity to engage in activities outside of work because there was no direct supervision. This finding contradicts the provisions on ASN working hours as stipulated in Government Regulation Number 94 of 2021 concerning Civil Servant Discipline and the Head of BPMP Letter Number 0534/C7.32/TU.00.01/2025, which requires employees to comply with the provisions of working hours from 7:30 to 16:00 WIT.

This finding warrants closer theoretical scrutiny than a straightforward discipline lapse. Read through Covey's time management theory, what informants describe is less a failure of discipline than a redefinition of what completed work means once output is target-based rather than hour-based: an employee who has met the day's SKP target has, by output logic, fulfilled their obligation, even though ASN regulation still measures compliance by clock-hours. The behavior Informant 01 describes therefore reflects a structural mismatch between two coexisting accountability logics output-based and time-based (statutory working hours) rather than a simple erosion of Taylorist time-efficiency. This reading also refines [Bailey and Kurland \(2002\)](#) supervision theory their model assumes organizations respond to reduced physical control by strengthening output monitoring, but BPMP's case shows that strengthening only output monitoring, without reconciling it against the still-binding time-based regulation, can itself produce the very discipline ambiguity the theory warns against. Strengthening output-based monitoring mechanisms and a work culture that emphasizes accountability is therefore not merely a policy recommendation but a theoretical necessity to close this dual-logic gap.

4.4 Organizational Performance: Achievement of the BPMP North Maluku IKK in 2025

The 2025 North Maluku BPMP organizational performance assessment is measured through four activity performance indicators. The results of the documentation study indicate that two IKKs were not achieved, namely IKK 1.1 concerning the percentage of educational units utilizing national-level assessment results with an achievement of 47.26% of the target of 64.06%, and IKK 1.2 concerning the percentage of regions meeting the education SPM with an achievement of 0% of the target of 57.61%. Meanwhile, IKK 2.1 concerning the achievement of budget performance values and IKK 2.2 concerning the predicate of agency performance accountability were successfully achieved with the very good category and an A predicate.

Based on the interview results, the failure to achieve the IKK is not directly related to the implementation of the WFA work pattern. Informant 02 emphasized that the achievement of IKK is complex and influenced by many variables, especially the commitment of local governments in following up on ministry programs. The main factors for failure to achieve include budget efficiency that limits supporting activities, suboptimal program quality control mechanisms, lack of commitment from regional education offices, and inadequate human resources to support priority programs. For comparison, in 2024 before the implementation of WFA, all BPMP IKK were successfully achieved as depicted in the 2024 Performance Report or locally *Laporan Kinerja* (LAKIN).

Table 2. BPMP financial report 2024

No	Activity Objectives	Activity Performance Indicators	Target	Achievements	Achievement Level
1	Improving the quality of early childhood education, elementary education, and secondary education	Percentage of educational units (PAUD Dikmas) whose learning quality has improved	3.92	5.16	132%
		Percentage of Provinces and Districts/Cities that have increased their education report cards (Primary and Secondary Education)	35	100	286%
2	Improving the governance of the North Maluku Education Quality Assurance Center	SAKIP Predicate of the North Maluku Education Quality Assurance Center	A	A	Achieved
		Budget Performance Value for the Implementation of the RKA-K/L of the North Maluku Education Quality Assurance Center	97.11	97.94	101%

Table 2 shows this asymmetry internal indicators (IKK 2.1, 2.2) achieved while externally dependent indicators (IKK 1.1, 1.2) failed is theoretically informative rather than incidental. IKK 2.1 and 2.2 measure processes largely within BPMP's direct control (budget execution, internal accountability reporting), which is precisely the domain where [Civildag and Durmaz \(2024\)](#) notion of managerial correction of deviations can operate effectively regardless of work location. IKK 1.1 and 1.2, by contrast, depend on regional government uptake of ministry programs an external variable no internal monitoring system, digital or otherwise, can compel. This distinction provides an important corrective to any simplified narrative linking WFA to organizational underperformance, such as performance theory's emphasis on ability, motivation, and opportunity applies at the individual level, but IKK 1.1/1.2's failure sits at the inter-organizational level, beyond the reach of the individual-level disciplinary and monitoring mechanisms discussed in Sections 4.2–4.3. The 2024 versus 2025 comparison should therefore be read cautiously, it establishes a temporal coincidence with WFA's introduction, not a causal pathway, since the explanatory factors identified by informants operate at a different organizational level entirely.

4.5 Weaknesses in the Implementation of WFA at the North Maluku BPMP

Although work flexibility offers a number of benefits, the implementation of WFA at the BPMP North Maluku also presents several drawbacks that impact employee discipline and performance. The main finding indicates that some employees perceive WFA as free time, even resembling a holiday, as expressed by Informant 03: "Yes, WFA is a holiday." This condition results in decreased focus and discipline during work hours. In addition, weak direct supervision from superiors, the absence of strictly measurable daily output targets, and conflicts between work duties and domestic activities also weaken the effectiveness of WFA. This is in line with [Bailey and Kurland \(2002\)](#) work supervision theory, which states that work flexibility without clear control mechanisms has the potential to reduce discipline and productivity. In terms of coordination, Informant 03 also revealed that coordination between teams becomes more difficult in flexible work patterns.

Informant 03's characterization of WFA as a holiday is worth treating as more than an isolated remark, it signals a cultural misreading of the policy at the level [Robbins \(1998\)](#) describes organizational culture as a sense-making mechanism that shapes how employees interpret and enact formal rules. Where the regulation defines WFA strictly as a relocation of work, not a suspension of it, the informant's framing suggests that, for at least some employees, the absence of a physical office has been culturally decoded as absence of obligation. This is a sense-making failure rather than a supervisory one, and it implies that strengthening monitoring mechanisms alone the more common prescription in prior WFA literature [Bailey and Kurland \(2002\)](#) may address the behavioral symptom without correcting its cultural root. The coordination difficulty Informant 03 also raises reinforces this reading, if WFA has been internalized by some as personal time rather than relocated professional

time, team coordination naturally suffers, since coordination presupposes a shared understanding of availability that a purely technical monitoring fix cannot restore. This suggests that policy communication and cultural reinforcement, not only digital control, are necessary complements to output-based monitoring.

4.6 Synthesis of Results: The Impact of Work Flexibility on Discipline and Performance

Overall, the implementation of work flexibility through the WFA scheme at the North Maluku BPMP has a significant but conditional impact on employee discipline and performance. From a discipline perspective, WFA does not reduce compliance with regulations, obedience to superiors, and work responsibilities, but it has the potential to impact attendance discipline due to reduced direct supervision and negligence in recording attendance through the ASIGO application. From a performance perspective, work flexibility tends to maintain and even improve work quality, quantity, and effectiveness when supported by a SKP-based performance system, work digitization, and employee commitment. [Asmara, Kistyanto, and Wardoyo \(2024\)](#) corroborate these findings by stating that work flexibility simultaneously influences employee discipline and performance. [Al and Prabowo \(2023\)](#) also confirm that a more flexible work system can have a positive impact on employee performance when accompanied by structured work planning.

Taken together, the findings across Sections 4.2–4.5 point to a more precise theoretical claim than WFA has mixed effects, namely that discipline and performance respond to different mediating mechanisms and therefore require different interventions. Discipline erosion is best explained as a supervisory-gap problem in [Bailey and Kurland \(2002\)](#) sense, compounded by a dual-accountability-logic conflict between output-based SKP and time-based ASN regulation, and reinforced by a cultural sense-making failure in [Robbins \(1998\)](#) terms. Performance resilience, by contrast, is sustained primarily through a pre-existing structural instrument that substitutes for physical supervision consistent with performance theory's opportunity/ability dimensions while organizational-level performance failures sit outside the reach of any individual-level mechanism entirely. This layered picture refines [Al and Prabowo \(2023\)](#) more general claim that flexibility simultaneously influences discipline and performance. At BPMP, the two outcomes are not driven by a single shared mechanism but by distinct, only partially overlapping ones a distinction with direct implications for policy design, since a single monitoring intervention is unlikely to address both discipline and performance gaps equally. These findings reinforce the conclusion that the success of WFA in the context of a vertical agency such as the BPMP depends not only on policy but also on personal discipline, organizational readiness, a digital monitoring system, and a professional work culture of ASN oriented towards accountability and measurable work output.

5. CONCLUSIONS

5.1 Conclusion

This study set out to examine how the Work From Anywhere (WFA) scheme affects employee discipline and performance at BPMP North Maluku, and to identify why prior WFA research has produced inconsistent conclusions about its effects. Rather than treating discipline and performance as a single outcome shaped by one mechanism, the findings indicate that they respond to two analytically distinct pathways. Attendance discipline is governed primarily by the supervisory gap that opens once physical presence is no longer the enforcement mechanism, a gap only partially closed by digital tools that record compliance without compelling it. Performance, by contrast, is sustained largely through a pre-existing structural instrument the SKP target system that substitutes for physical supervision independently of where or when work occurs. This divergence offers a theoretical refinement to the flexible-work literature, it suggests that inconsistent findings across prior WFA studies may stem less from contextual differences between organizations than from a failure to distinguish between discipline-related outcomes and performance-related outcomes, each of which is governed by different theoretical mechanisms, namely supervisory-gap dynamics for the former and structured-accountability substitution for the latter.

The study also contributes to public administration literature by showing that flexibility policy and civil service regulation can operate on competing accountability logics within the same institution

an output-based logic embodied in the SKP system, and a time-based logic embodied in statutory ASN working hours and that unresolved tension between the two, rather than flexibility itself, is what produces the appearance of declining discipline. Likewise, the finding that two organizational performance indicators failed for reasons entirely external to WFA (budget efficiency and regional government commitment) demonstrates that organizational-level accountability in vertical government agencies operates beyond the reach of individual-level monitoring mechanisms, a distinction with implications for how future bureaucratic reform policies attribute institutional performance outcomes to workplace flexibility. Together, these findings support the conclusion that the effectiveness of WFA in a vertical government agency is not an inherent property of the policy itself, but an emergent outcome of how personal discipline, organizational readiness, digital monitoring, and professional accountability culture interact a conditionality this study specifies more precisely than prior research has done for the Indonesian public sector.

5.2 Research Limitations

This study has several limitations that need to be acknowledged. First, the use of purposive sampling with only six informants potentially reduces the representativeness of the views of all 60 BPMP employees. Second, the limited timeframe of the study, from January to February 2026, makes the findings more of a snapshot of conditions still in the adaptation phase, given that the WFA was only implemented in May 2025. Third, the focus on a single agency limits the generalizability of the findings to other government agencies. Fourth, the qualitative approach used does not allow for statistical measurement of the magnitude of the effect, so a causal relationship between work flexibility, discipline, and employee performance cannot be claimed quantitatively.

5.3 Suggestions and Directions for Future Research

Based on the findings and limitations of this research, several suggestions can be provided for relevant stakeholders and future research development. For BPMP North Maluku and other government agencies, it is recommended to strengthen more measurable output-based monitoring mechanisms by establishing clear, concrete, and verifiable daily work targets through digital systems. In addition, more intensive socialization of the Work From Anywhere (WFA) policy is needed to prevent employee misunderstandings regarding work flexibility as a form of reduced discipline. Strengthening an organizational culture based on accountability and integrity is also essential to ensure that WFA can function optimally as an instrument for bureaucratic modernization.

For future research, further studies are encouraged to apply a mixed-methods approach to provide a more comprehensive understanding of the influence of work flexibility on employee discipline and performance. Future researchers may also expand the sample coverage by involving multiple vertical government agencies in the Eastern Indonesia region to improve the generalizability of findings. Moreover, examining moderating factors, such as work motivation and organizational culture, is recommended to identify conditions that may strengthen or weaken the relationship between work flexibility, discipline, and performance. Longitudinal research covering a longer period of WFA implementation is also suggested to capture trends and changes in employee discipline and performance more comprehensively over time.

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AUTHOR CONTRIBUTIONS

NMN contributed to the conceptualization, research design, data collection, data analysis, and preparation of the initial manuscript draft. M contributed to methodological guidance, validation, critical review, and refinement of the manuscript. ARJannang contributed to supervision, theoretical

development, interpretation of findings, and final manuscript review. All authors have read and approved the final version of the manuscript.

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