

The Impact of Flexible Work Arrangements on Individual Performance in Government Institutions: A Systematic Review

*Flexible Work and
Government
Performance*

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ABSTRACT

The rapid advancement of technology and the Covid-19 pandemic have accelerated the global adoption of remote work models, yet their implementation in the public sector, particularly in Indonesia, remains limited. In response, the Indonesian government introduced flexible working arrangements for civil servants to provide temporal and spatial flexibility. Nevertheless, empirical evidence on the impact of flexible work arrangement on civil servant performance is still scarce, highlighting the need for further academic investigation. The purpose of this study is to conduct a literature review on the use of flexible working arrangements on individual performance in government agencies. The method used is a systematic literature review, which will use the Scopus database in conducting a literature review. From the results of the literature review, the success of the flexible work arrangement in the government sector is influenced by the control mechanism, organizational culture, and the role of e-leadership. In addition, fragmentation between organizations without performance standards and uniform technology platforms has the potential to weaken the implementation of diversity. The implication is that the government needs to design performance standards and an integrated technology infrastructure so that the implementation of flexible work arrangements is more effective and efficient in all agencies.

Keywords: *Flexible Working, Individual Performance, Government Organization, Public Sector Performance.*

ABSTRAK

Kemajuan teknologi yang pesat dan pandemi Covid-19 telah mempercepat adopsi global model kerja jarak jauh, namun implementasinya di sektor publik, khususnya di Indonesia, masih terbatas. Sebagai tanggapan, pemerintah Indonesia memperkenalkan pengaturan kerja fleksibel bagi aparatur sipil negara untuk memberikan fleksibilitas temporal dan spasial. Namun demikian, bukti empiris tentang dampak pengaturan kerja fleksibel terhadap kinerja aparatur sipil negara masih langka, menyoroti perlunya penyelidikan akademis lebih lanjut. Tujuan dari penelitian ini adalah untuk melakukan tinjauan literatur untuk penggunaan pengaturan kerja yang fleksibel terhadap kinerja individu di instansi pemerintah. Metode yang digunakan adalah tinjauan pustaka sistematis yang akan menggunakan database Scopus dalam melakukan tinjauan pustaka. Dari hasil tinjauan literatur, keberhasilan pengaturan kerja fleksibel di sektor pemerintahan dipengaruhi oleh mekanisme pengendalian, budaya organisasi, dan peran e-leadership. Selain itu, fragmentasi antara organisasi tanpa standar kinerja dan platform teknologi yang seragam berpotensi melemahkan implementasi keragaman. Implikasinya, pemerintah perlu merancang standar kinerja

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INTRODUCTION

The development of information technology has led to changes in the way of working, including the emergence of virtual organizations. These organizations consist of individuals who work towards achieving the same goal without being physically present (Hartman & Guss, 1996). With the existence of a virtual organization, workers no longer need to come to the office to complete their tasks, which is widely known as remote working but on the other hand, this virtual design creates a new way of communicating and working (Baruch, 2001). Good control is needed from management so that the goals and performance of employees continue to reach the target (Staples, 1997).

As a result of the pandemic, remote work has increased global labor productivity, while reducing transportation pollution by 10%, which has a positive impact on cognition and macroeconomic growth. According to the US Bureau of Labor Statistics, Total Factor Productivity (TFP) increased in industries with a higher percentage of remote workers between 2019–2021; there was also a decrease in turnover and recruitment costs due to employee job satisfaction (Hidayah et al., 2021).

Remote working has increased globally, rising in the EU from 5% in 2000 to 7% in 2005 and in the U.S. from 7.0% in 1997 to 9.5% in 2010 (Barrett & Sargeant, 2010; Mateyka et al., 2012). In Indonesia, the COVID-19 pandemic prompted the adoption of remote work through work-from-home policies under Large-Scale Social Restrictions (*Pembatasan Sosial Berskala Besar/PSBB*) and Community Activity Restrictions Enforcement (*Pemberlakuan Pembatasan Kegiatan Masyarakat/PPKM*) to curb virus transmission (Kurniawan, 2021; Rokom, 2022; Fadli, 2023). Although restrictions were lifted in 2022, work-from-home continued as part of government policy. This later transitioned into a Flexible Working Arrangement (FWA), formalized in Presidential Regulation Number 21/2023 for civil servants. FWA differs from remote working as it combines flexible schedules, locations, and teleworking options (Chung & Van der Horst, 2018).

With this regulation, the government expects to increase the productivity of State Civil Apparatus (*Aparatur Sipil Negara/ASN*) employees, provide legal certainty regarding the flexibility of ASN employees' work, and improve the quality of public services. This policy is in line with research on the implementation of remote work policies and flexible work arrangements that can improve employee and organizational performance, both in terms of perception and output (Stavrou, 2005). It can also be concluded that flexible work arrangements are a form of company appreciation for employers (Chen & Fulmer, 2018). However, there are several previous studies in private companies that show that with the existence of this flexible working arrangement, there is a negative relationship with output (De Menezes & Kelliher, 2017). There is a risk that the implementation of flexible work arrangements will have problems, especially related to work communication, which will result in decreased employee performance (Wojcak et al., 2016; Fedáková & Ištoňová, 2017).

From a Human Resource Management (HRM) perspective, flexible work arrangements adoption requires outcome-based management, strengthened supervisor support, and a cultural approach that fosters communication and trust. Regulatory formalization and technology training are key determinants of its effectiveness (Sunaryo et al., 2022; Wardani & Azzahra, 2024). From an organizational economic perspective, flexible work arrangements allow for reduced operational costs like transportation and building, increased time efficiency, and increased worker productivity and well-being, impacting employee retention and the creation of added value in the digital economy (Bagaskara et al., 2021; Silminawati & Rachmawati, 2022). However, risks such as

decreased team coordination, social isolation, and a predisposition to work overload remain and must be anticipated through proactive communication and change management policies (Gunawan & Franksiska, 2020).

Contreras et al. (2020) show that e-leadership enables organizations to optimize teleworking, improving productivity and work climate, while its absence creates challenges. Groen et al. (2018) and Sunaryo et al. (2022) also note that factors such as worker characteristics, job type, organizational culture, and industry differences shape access to flexible work schedules. However, findings on the impact of flexible working arrangements on individual performance remain inconsistent, especially in the government sector. This study addresses that gap by examining the implementation of FWA in government institutions and its effect on employee performance. The purpose of this study is to conduct a literature review on the use of flexible working arrangements on individual performance in government agencies.

LITERATURE REVIEW

Flexible Work Arrangements

Flexible Work Arrangements (FWAs) refer to policies and practices, both formal and informal, that allow employees flexibility in determining when, where, and how work is performed (Orishede & Ndudi, 2020). FWAs are becoming increasingly important as global work patterns change, particularly after the COVID-19 pandemic pushed organizations to adopt more adaptive work arrangements. Within this framework, various studies confirm that work flexibility contributes to increased well-being, autonomy, and work effectiveness. For example, Gajendran and Harrison (2007) found that forms of flexibility, including remote work arrangements, can improve job satisfaction and work-life balance, although they still carry risks such as reduced social interaction and relationships with superiors. Allen et al. (2015) emphasized that the success of FWA implementation is highly dependent on contextual factors such as organizational support, individual characteristics, and the nature of the work performed.

An experimental study by Bloom et al. (2015) also provided empirical evidence that flexible work arrangements can increase productivity and reduce turnover, although they still pose challenges such as barriers to team integration and career opportunities. From a social perspective, FWA is seen as an important mechanism for improving work-life balance and promoting gender equality. Chung and Van der Lippe (2020) suggested that work flexibility can be an effective tool for equalizing domestic roles, but has the potential to create new inequalities if not balanced with equitable organizational policies. Furthermore, Wang et al. (2021) emphasized that effective work design including technology support, digital communication patterns, and autonomy are crucial elements for the success of FWA.

Employee Individual Performance

The implementation of flexible work arrangements in the Indonesian public sector is an institutional innovation that emerged after the COVID-19 pandemic, when Work from Home (WFH) was widely implemented during the Large-Scale Social Restrictions (PSBB) and Public Activity Restrictions (PPKM) to suppress virus transmission. This shift marked a milestone in the transformation of the bureaucracy, which had previously relied on physical presence. To ensure legal certainty and accelerate modernization, the government issued Presidential Regulation Number 21 of 2023, which formally institutionalized flexible work arrangements for civil servants. The regulation emphasizes increased productivity, service quality, and a better work-life balance as core policy objectives. Unlike remote work, which focuses primarily on location, flexible work arrangements provide a broader framework that integrates flexible schedules, work locations, and hybrid designs, making them more adaptable to the demands of an accountable and efficient bureaucracy (Wardani & Azzahra, 2024).

From this perspective, individual employee performance is the primary outcome. Generally, individual performance refers to the extent to which employees achieve

expected results through the quality, quantity, punctuality, and effectiveness of their work behavior. The implementation of flexible work arrangements impacts these dimensions by providing autonomy, reducing travel fatigue, and enabling employees to manage their tasks according to personal and organizational needs. Research by Sulastiono and Yulianto (2025) shows that flexibility improves work-life balance and job satisfaction among civil servants, conditions closely linked to improved individual performance. However, these benefits can only be realized through effective management strategies to ensure that flexibility does not compromise the quality of public services. Rahmawati and Pusparini (2025) also agree that flexible work arrangements have a positive impact on individual employee performance, although their success is highly dependent on leadership support and adequate digital infrastructure.

RESEARCH METHODS

This research method is a literature study, which presents several studies that will prove that the use of flexible working arrangements can affect individual performance in government institutions. Research on the impact of implementing remote working on individual performance has been conducted previously but focused on private institutions. Several previous studies have examined the factors that affect individual performance when implementing remote working. However, flexible working arrangements in government institutions have not had many in-depth studies examining the latest evidence about their impact on individual performance. Given this research gap, the purpose of this study is to analyze the implementation of flexible working arrangements in government institutions and examine their influence on individual performance within the public sector. This study aims to provide a comprehensive understanding of the challenges, opportunities, and implications of FWA policies in government settings.

The method used in this literature study is a Systematic Literature Review (SLR). The first thing to do with this SLR is to collect previous research literature in the Scopus database, which is the source of the research results. The first step is to find journals related to the use or utilization of flexible working on individual performance that are published. The search process was carried out using the Scopus database with keywords such as “flexible working,” “remote working,” “teleworking,” “government sector,” and “employee performance.” To maintain relevance, inclusion criteria were limited to peer-reviewed journal articles published between 2016 and 2023, written in English, and focusing on the implementation of flexible or remote working in relation to performance outcomes. Articles outside this scope, such as those focusing solely on private sector contexts or not directly linking flexible working with performance, were excluded. The selection process was conducted systematically by screening titles, abstracts, and full texts, resulting in a final set of studies that met the criteria. Data from the selected articles were then analyzed thematically to identify patterns, similarities, and differences in how flexible working arrangements are implemented and how they influence individual performance within government institutions. After applying the inclusion and exclusion criteria, 17 relevant articles were selected and analyzed in depth to identify patterns, findings, and research gaps.

RESULTS

Systematic Literature Review of Flexible Working Agreements

The results of this systematic literature review reveal that research on flexible working arrangements within government institutions remains relatively limited, although the topic has attracted significant attention in both private and international contexts. Most empirical studies have focused on how flexible working arrangements influences employee performance, job satisfaction, work-life balance, and organizational commitment. However, findings are still inconsistent due to contextual differences such as institutional culture, leadership style, and control mechanisms. In the context of the public sector, flexible working policies are often shaped by bureaucratic structures, where performance assessment relies more on formalized indicators than behavioral outcomes.

Therefore, understanding how flexible working arrangements affects individual performance in government organizations requires analyzing diverse determinants found in existing studies. The literature collectively highlights that flexible working arrangements success depends heavily on leadership, digital capability, and the establishment of trust-based control mechanisms to ensure accountability and productivity.

Table 1 presents a synthesis of previous literature that explored flexible working arrangements from 2016 to 2023. The table provides a concise summary of each study's key findings relevant to employee performance, organizational outcomes, and mediating factors. These studies were selected from the Scopus database using strict inclusion criteria, focusing on research linking flexible or remote work to performance-related outcomes. As shown in Table 1, most studies emphasize the moderating role of control systems, the importance of e-leadership, and the influence of job satisfaction and work-life balance in mediating performance effects.

Table 1. Previous Literature on Flexible Working Arrangements

No	Year	Researcher	Key Findings
1	2023	Pianese et al.	Control and trust shape remote work success
2	2022	Sunaryo et al.	FWA boosts engagement and affective commitment
3	2022	Dos Santos et al.	Personnel control reduces goal alignment
4	2020	Austin-Egole et al.	Employee-driven FWA improves performance
5	2020	Aziz-Ur-Rehman and Siddiqui	Work-life balance mediates job satisfaction
6	2020	Belzunegui-Eraso and Erro-Garcés	Telework protects health during crisis
7	2020	Contreras et al.	E-leadership drives productivity and trust
8	2019	Avgoustaki and Bessa	Employer-centered FWA lowers work effort
9	2018	Chen and Fulmer	Flexible work increases job satisfaction
10	2018	Azar et al.	E-leadership strengthens virtual team outcomes
11	2018	Groen et al.	Output control affects telework performance
12	2019	Kröll and Nüesch	Access to FWA enhances job commitment
13	2019	Erden Bayazit and Bayazit	FWA reduces turnover via satisfaction
14	2017	Felstead and Henseke	Output-based control in telework rises
15	2018	Choi	Flexitime improves satisfaction, reduces turnover
16	2017	De Menezes and Kelliher	Family-supportive culture mediates FWA outcomes
17	2016	Errichiello and Pianese	Remote work intensifies effort but aids well-being

As shown in Table 1, the reviewed studies consistently highlight that flexible working arrangements implementation yields both positive and negative consequences depending on organizational design and management support. The most recent study by Pianese et al. (2023) underscores that five domains of control, formal systems, leadership approach, trust, identification, and work identity, determine how effectively employees perform in flexible work environments. This implies that government institutions adopting flexible working arrangements must strengthen their monitoring and trust-based leadership structures to achieve expected productivity. Similarly, the study by Sunaryo et al. (2022) finds that flexible work significantly improves affective commitment, job engagement, and overall happiness in local government organizations, demonstrating that properly designed flexible working arrangements policies can generate emotional attachment and higher morale among employees.

Meanwhile, Dos Santos et al. (2022) provide an important insight into how management control systems interact with telework efficiency. They discovered that while action controls improve alignment between individual and organizational objectives, excessive personnel control can hinder it. This suggests that rigid monitoring systems may undermine intrinsic motivation in remote work environments, a finding highly relevant for bureaucratic contexts that traditionally emphasize procedural control. In contrast, Austin-Egole et al. (2020) reveal that employee-initiated flexibility, such as telework or compressed workweeks, has a stronger positive effect on performance than employer-driven arrangements like shift work or overtime. This reinforces the argument

that autonomy and voluntary participation enhance the effectiveness of flexible working arrangements initiatives.

Aziz-Ur-Rehman and Siddiqui (2020) highlight the mediating role of work-life balance in the relationship between flexible working arrangements and job satisfaction, showing that when employees perceive adequate balance, performance and satisfaction increase simultaneously. A similar conclusion is reached by Belzunegui-Eraso and Erro-Garcés (2020), who emphasize that teleworking not only maintains productivity during health crises but also supports occupational safety and mental well-being. In line with this, Contreras et al. (2020) demonstrate that strong e-leadership enables organizations to turn remote work into a strategic advantage, fostering trust and enhancing virtual collaboration, while the absence of such leadership leads to disconnection and low motivation.

Further evidence by Avgoustaki and Bessa (2019) indicates that employer-centered flexible working arrangements policies may reduce work effort, particularly among employees with fewer family responsibilities, due to perceived inequity. Conversely, Chen and Fulmer (2018) and Azar et al. (2018) show that flexible scheduling and e-leadership strengthen employee satisfaction and coordination in virtual teams. These findings align with Groen et al. (2018), who argue that output-based control mechanisms, rather than strict supervision, are better suited to teleworking contexts because they focus on measurable results instead of presence. Such mechanisms are crucial for the public sector, where accountability and transparency remain top priorities.

Studies by Kröll and Nüesch (2019) and Erden Bayazit and Bayazit (2019) contribute additional perspectives, showing that perceived access to flexible working arrangements increases job satisfaction and organizational commitment, while effective planning behavior reduces work-family conflict. These findings suggest that allowing flexibility does not necessarily decrease discipline but rather fosters psychological ownership when paired with supportive leadership. Felstead and Henseke (2017) add that higher proportions of telework hours correlate with output-based control emphasis, confirming that remote work environments naturally shift focus toward results-driven management rather than rigid attendance metrics.

Furthermore, Choi (2018) observes that flextime and teleworking practices significantly enhance satisfaction and reduce turnover in government agencies. This evidence is particularly relevant to Indonesia's public sector, where employee retention remains a challenge amid evolving administrative reforms. De Menezes and Kelliher (2017) support this by showing that family-supportive cultures moderate the relationship between flexible work and employee health, implying that organizational empathy enhances flexible working arrangements outcomes. Finally, the foundational study by Errichiello and Pianese (2016) identifies that remote working increases organizational commitment and job satisfaction but may intensify workloads if control and disconnection policies are unclear, a cautionary note for policymakers implementing FWA regulations.

The Impact of Flexible Working Agreements on Employee Performance

These findings demonstrate a consistent theme: flexibility alone is insufficient without adequate managerial systems and leadership adaptation. These studies conclude that three key determinants control mechanisms, trust-based e-leadership, and employee autonomy are key drivers of the success of flexible work arrangements. In government organizations, where hierarchical control is deeply entrenched, the transition to a results-oriented model requires a balance between formal accountability and trust and empowerment. The integration of digital tools, such as performance dashboards and virtual collaboration systems, serves as a practical solution to maintain transparency while granting autonomy. Such mechanisms are also emphasized by Contreras et al. (2020) and Pianese et al. (2023) as essential for sustaining engagement in virtual teams.

In the Indonesian public sector context, these global findings have strong implications. The literature suggests that the success of flexible working arrangements depends not only

on policy adoption but also on institutional readiness. The bureaucratic environment tends to emphasize rule compliance, which may conflict with the autonomy-based nature of flexible work. Therefore, managers must establish performance standards and trust-based evaluation systems rather than focusing solely on presence or attendance. Evidence from local studies, such as those by Sunaryo et al. (2022) and Rahmawati and Pusparini (2023), supports this notion by demonstrating that leadership support and digital infrastructure are key mediators between flexible working arrangements and individual performance among Indonesian civil servants.

Another recurring pattern in the reviewed literature is the mediating role of job satisfaction and work-life balance. Multiple studies by Aziz-Ur-Rehman and Siddiqui (2020), Bagaskara et al. (2021), and Silminawati and Rachmawati (2022) confirm that when flexible working arrangements enhance work-life balance, it indirectly improves performance and reduces turnover. This aligns with the broader public management agenda that emphasizes well-being as a driver of productivity. Additionally, organizational culture emerges as a moderating factor: flexible arrangements in rigid, control-heavy environments tend to deliver weaker performance outcomes than in adaptive, trust-based organizations. Consequently, cultural reform and leadership transformation are essential components of flexible work arrangements success in government settings.

Synthesizing the reviewed evidence, it can be concluded that the introduction of Flexible Working Arrangements, such as Indonesia's Presidential Regulation Number 21 of 2023, represents a progressive step toward modernizing bureaucratic management. However, its practical effectiveness depends on organizational maturity and digital integration. Table 1 illustrates that while flexible work arrangements can enhance performance, satisfaction, and engagement, it also poses risks of misalignment and reduced effort if poorly managed. To address these challenges, government institutions must prioritize e-leadership capacity building, strengthen digital monitoring frameworks, and ensure equitable access to flexibility across departments. In essence, the evidence indicates that FWA is not merely a policy innovation but a cultural and managerial transformation requiring sustained commitment from both leadership and employees.

DISCUSSION

Presidential Regulation Number 21 of 2023 introduced flexible work arrangements in Indonesia's public sector as a post-pandemic adaptation, though evidence of their effectiveness in bureaucracies remains limited. While private-sector studies link FWAs to higher productivity, satisfaction, and commitment, such outcomes may not fully apply to hierarchical public institutions. Effective implementation requires managerial functions such as planning flexible tasks and performance targets (Silminawati & Rachmawati, 2022; Sismiati et al., 2025), adapting organizational structures to virtual work, and applying real-time control systems to ensure accountability (Gunawan & Franksiska, 2020). From an efficiency perspective, FWAs can reduce operational costs and improve productivity by cutting commute time, but they also create risks related to technology investment, training, and cross-unit coordination.

Research by Pianese and Errichiello (2023) highlights the importance of five control domains: formal control systems, leadership style, trust, organizational identification, and work identity, which have been shown to significantly influence performance in flexible or remote work settings. These findings emphasize that superior and institutional support are crucial for employees to effectively follow directions and achieve high performance. A study by Contreras et al. (2020) further emphasizes the role of e-leadership in maintaining virtual team engagement and productivity.

From an organizational management and economics perspective, research in the Indonesian public sector strengthens the control and mediation framework of work well-being. Flexible working arrangements significantly influenced organizational commitment, although not significantly on work-family conflict or work stress (Hidayah et al., 2021). Sunaryo et al. (2022) reported that flexible working arrangements increased

affective commitment, organizational citizenship behavior, and work engagement, which in turn increased employee happiness.

At the ministry level, Silminawati and Rachmawati (2022) studied employees at the Ministry of Environment and Forestry and found that flexible working arrangements improved work-life balance and job satisfaction, which in turn positively impacted employee performance through the mediation mechanism of job satisfaction (Wardani & Azzahra, 2024). Meanwhile, research by Bagaskara et al. (2021) showed that flexible working arrangements and a supportive work environment improved employee performance by improving work-life balance as the main mediator.

In public organizations, a study by Farha et al. at the Directorate Information and Communication Technology at the Directorate General of Taxes showed a direct positive effect between FWA and employee performance and through increased job satisfaction (Silminawati & Rachmawati, 2022). Within this framework, flexible working arrangements can be a performance lever if digital capabilities and employee well-being are well-maintained but can become a burden if not supported by adequate capabilities and controls (Gunawan & Franksiska, 2020).

Evidence on the impact of flexible working arrangements on civil servant performance in Indonesia remains limited, as most studies come from the private sector and international settings. Local findings suggest flexible working arrangements can enhance commitment, satisfaction, work-life balance, and pro-organizational behavior, but their effectiveness depends on control mechanisms, e-leadership, and policy alignment across institutions. In practice, policies often outpace organizational readiness, leaving gaps in results-based governance and measurable performance systems. Without clear indicators, investments in technology, training, and coordination risk failing to deliver productivity gains. Moreover, fragmented standards across ministries and regions hinder implementation, making governance control, digital capacity building, and institutional standardization essential to optimize flexible working arrangements and strengthen public service performance in Indonesia.

CONCLUSION

The review concludes that Flexible Working Arrangements (FWA) play a significant role in shaping employee performance, commitment, and well-being, yet their effectiveness varies depending on leadership style, organizational culture, and control mechanisms. Evidence from previous studies indicates that flexible working arrangements can improve productivity, satisfaction, and engagement when supported by e-leadership and trust-based management. However, in public institutions characterized by rigid bureaucracy, the outcomes are less consistent due to limited digital capability, fragmented policy implementation, and inadequate performance monitoring. The findings emphasize that flexibility must be accompanied by institutional readiness, clear performance indicators, and a supportive culture to ensure its success in the government context.

The implications of this study suggest that the government should strengthen digital infrastructure, leadership competencies, and accountability systems to support sustainable implementation of flexible working arrangements. Practically, organizations need to balance autonomy and control by developing transparent performance standards that align with output-based management. This review also recognizes limitations, including the scarcity of empirical studies in public institutions and potential bias from literature dominated by private-sector contexts. Future research should focus on longitudinal and mixed-method approaches to explore behavioral changes, leadership adaptation, and cross-sector comparisons to provide a deeper understanding of flexible working arrangements' long-term impact on public sector performance.

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