ANALYSIS OF FLEXIBLE WORKING ARRANGEMENT (FWA) POLICY IMPLEMENTATION IN EAST JAVA PROVINCIAL GOVERNMENT RESPONDING TO SECURITY SITUATION: EDWARDS III MODEL PERSPECTIVE

Zainal Muttaqin[1], Laili Dwi Agustina[2]

[1,2] Program Studi Magister Kebijakan Publik, Universitas Airlangga, Surabaya, Indonesia

zainal.muttaqin-2025@fisip.unair.ac.id
*corresponding author

ARTICLE INFO

ABSTRACT

This study analyzes the implementation of Flexible Working Arrangement (FWA) policy enacted by East Java Provincial Government through Governor's Circular Letter Number 11410 of 2025 in response to security dynamics during September 1-4, 2025. Employing a descriptive qualitative approach with Edwards III Implementation Model as analytical framework, this research examines four key variables: communication, resources, disposition, and bureaucratic structure. The analysis reveals that FWA policy represents an adaptive strategy successfully balancing employee safety protection and essential public service continuity. Implementation success was supported by structured policy communication, utilization of existing digital infrastructure, strong leadership commitment, and bureaucratic structure flexibility in operational decision decentralization. This study recommends institutionalizing FWA mechanism within permanent Business Continuity Plan (BCP) framework and developing output-based performance evaluation system to measure adaptive policy effectiveness during crisis.

INTRODUCTION

The socio-political dynamics in Indonesia in early September 2025 created new challenges for government administration and public service delivery, particularly at the regional level. The East Java Provincial Government faced unfavorable security conditions due to widespread demonstrations across various regions in Indonesia, including Surabaya and its surroundings. This situation demanded a rapid, measured policy response capable of maintaining the balance between employee safety and public service continuity as a constitutional right of citizens.

In response to these conditions, on August 31, 2025, the Governor of East Java issued Circular Letter (SE) Number 11410 of 2025 concerning Adjustment of Official Duties Implementation for State Civil Apparatus (ASN) Employees and Public Service Delivery for ASN and Non-ASN within East Java Provincial Government. This policy implemented a Flexible Working Arrangement (FWA) scheme that classified regional apparatus into two

categories based on the level of essentiality of public services provided (East Java Provincial Government, 2025a).

The first category consists of regional apparatus required to implement 100% Work From Office (WFO), covering units providing essential public services with direct impact on society, such as Health Office (including hospitals), Social Affairs Office, Transportation Office, Civil Service Police Unit, Regional Disaster Management Agency, and National Unity and Politics Agency. The second category consists of non-essential regional apparatus permitted to implement FWA with WFO, Work From Home (WFH), or Work From Anywhere (WFA) options, with arrangements delegated to respective Regional Apparatus Heads considering security conditions and operational needs (East Java Provincial Government, 2025a).

Public policy implementation is a crucial stage in the policy cycle that determines the success of goal achievement. Van Meter and Van Horn (1975) define implementation as actions taken by individuals or groups in government and private sectors directed toward achieving goals set in policy decisions. This definition emphasizes that implementation is not merely administrative activity, but a political process involving various actors with different interests.

Mazmanian and Sabatier (1983) developed a comprehensive implementation analysis framework, identifying three categories of variables affecting success: tractability of the problem to be solved, ability of policy to structure the implementation process, and political variables affecting implementation. They emphasize that policy implementation is an effort to execute decisions involving attempts to change decisions into operational actions and continued efforts to achieve desired changes.

Pressman and Wildavsky (1973) in their classic study on federal government program implementation highlight implementation complexity, especially when involving many actors and organizational levels. They show that the probability of implementation success decreases as the number of decision points and actors involved increases. Lipsky (1980) subsequently developed street-level bureaucracy theory emphasizing the important role of front-line bureaucrats in shaping policy through their discretion in implementation. This perspective is important for understanding how formal policy is transformed in practice by those who directly interact with service recipients.

George C. Edwards III (1980) developed a policy implementation model with a top-down approach identifying four critical variables determining implementation success. This model was chosen for its relevance in analyzing directive policy implementation from central or regional government to implementing units.

The first variable is communication, encompassing three dimensions: transmission (delivery of policy information to implementers), clarity (accurate understanding of what must be done), and consistency (absence of contradiction in instructions). Edwards emphasizes that communication failure is one of the main barriers to effective implementation. Unclear or contradictory information can cause implementers confusion or even policy disregard. Goggin et al. (1990) expanded understanding of policy communication by emphasizing the importance not only of message content but also organizational and political context in which communication occurs.

The second variable is resources, including adequate staff with appropriate expertise, accurate information about implementation, authority to carry out tasks, and supporting facilities. Without adequate resources, policy cannot be implemented effectively even with perfect communication and positive implementer disposition. Howlett and Ramesh (2003) add that resources are not only quantity but also quality and

suitability to implementation needs. In digital government transformation context, information technology infrastructure becomes an increasingly important critical resource (Gil-Garcia & Pardo, 2005).

The third variable is disposition or implementer attitude toward policy. Edwards states that if implementers have good disposition, they will implement policy enthusiastically according to policymaker intent. Conversely, negative disposition can cause resistance or subtle sabotage. Winter (2003) developed an integrative model placing street-level bureaucrats disposition as a key factor mediating between policy design and implementation results. Factors affecting disposition include understanding of policy, response direction (acceptance or rejection), and response intensity.

The fourth variable is bureaucratic structure, including Standard Operating Procedures (SOP) and organizational fragmentation. SOP can facilitate consistent implementation but can also become a barrier if too rigid. Fragmentation refers to the spread of responsibility for a policy area across various organizational units, which can complicate coordination. O'Toole (1997) emphasizes the importance of network structure and inter-organizational coordination in complex policy implementation involving multiple actors. In contemporary governance context, bureaucratic structure's ability to adapt and collaborate becomes increasingly important.

Flexible Working Arrangement (FWA) refers to work arrangements providing flexibility to employees in terms of time, location, or work methods. In the public sector, the FWA concept has evolved from merely employee welfare policy to strategic human resource management strategy. Allen et al. (2013) in their meta-analysis found that FWA has positive impacts on job satisfaction, organizational commitment, and work-life balance, although effects on task performance vary depending on context.

Caillier's (2013) research specifically explores FWA in the context of U.S. federal government, finding that employees working remotely tend to have lower turnover intentions, especially when they feel empowered in their work. This shows that FWA is not just about work location but also about autonomy and trust in work relationships. However, Golden (2006) warns that telework can cause professional isolation and reduce networking and career development opportunities if not well managed.

FWA implementation in the public sector faces unique challenges compared to the private sector. Stricter public accountability, need for transparency, and public expectations for service accessibility create additional complexity (Pyöriä, 2011). The COVID-19 pandemic functioned as a large-scale global experiment for remote work, forcing public organizations worldwide to adopt FWA rapidly. Carillo et al. (2021) in their cross-country study found that organizations with mature digital infrastructure and organizational culture supporting employee autonomy were more successful in transitioning to remote work.

In Indonesian context, research on FWA in the public sector remains limited. Mungkasa (2020) analyzed work from home during the pandemic in Indonesia, finding main challenges include ICT infrastructure limitations, digital literacy gaps, and difficulties in performance monitoring. This shows the importance of organizational and individual readiness in effective FWA implementation.

Crisis management in governance context refers to the process of identifying, assessing, understanding, and handling serious situations threatening organizational operations continuity and public services. Boin et al. (2005) developed a comprehensive framework for understanding crisis management politics, identifying five critical leadership tasks in crisis: sense-making (understanding what is happening), decision-

making (deciding what must be done), meaning-making (explaining what is happening to the public), terminating (ending the crisis), and learning (learning from experience).

Comfort (2007) emphasizes the importance of integrating four critical elements in crisis management: cognition (situation understanding), communication (information exchange), coordination (effort unification), and control (action direction). Failure in any of these elements can result in ineffective crisis response. In the digital era, the ability to integrate and analyze information from various sources in real-time becomes increasingly important for effective sense-making.

The concept of adaptive governance becomes increasingly relevant in contemporary crisis management context characterized by high complexity and uncertainty. Folke et al. (2005) define adaptive governance as a series of interactions among actors, networks, organizations, and institutions emerging in efforts to achieve common goals in complex social-ecological systems. Key characteristics include flexibility in decision-making, continuous learning, and ability to self-organize in facing disturbances.

In crisis context, preparedness becomes a critical factor determining response effectiveness. Kapucu and Van Wart (2006) emphasize that organizations that have developed contingency plans, conducted crisis simulations, and built organizational capacity have better ability to respond to actual crises. Business Continuity Planning (BCP) becomes an important instrument to ensure that critical organizational functions can continue operating even in disruption conditions (Herbane, 2010).

This research integrates the Edwards III Model as the main framework for analyzing FWA policy implementation in crisis management context. Edwards III's four variables (communication, resources, disposition, and bureaucratic structure) are used to dissect the implementation process. The FWA concept in public sector provides understanding of flexible work arrangements complexity in public accountability context. While crisis management literature provides a lens to understand FWA policy as an adaptive crisis response instrument. Integration of these three perspectives enables holistic analysis that not only assesses technical aspects of implementation but also strategic dimensions in crisis governance management.

The implementation of FWA policy in crisis management context is an academically interesting phenomenon to examine, considering the complexity of challenges in balancing various interests. This research formulates three main questions: (1) How is the FWA policy implementation process of East Java Provincial Government from the Edwards III Model perspective, (2) What factors support and hinder the effectiveness of FWA policy implementation, (3) What are the implications of FWA policy on public service continuity and employee safety?.

This research aims to analyze FWA policy implementation using the Edwards III Model framework, identify supporting and hindering factors, and formulate recommendations for strengthening FWA mechanism as a crisis management instrument. The theoretical contribution is enriching literature on adaptive policy implementation in regional government crisis management context. Practically, the research provides policy recommendations for East Java Provincial Government and other regional governments in developing effective and responsive crisis response capacity.

METHOD

This research employs a qualitative approach with descriptive-analytical method. The qualitative approach was chosen because it is suitable for exploring and understanding policy implementation phenomena in depth within specific contexts (Creswell, 2014). The descriptive-analytical method enables researchers to not only describe policy characteristics and implementation but also analyze relationships among various elements using established theoretical frameworks.

This research is evaluative in the sense of examining policy design and potential implementation based on available formal documents. Although not conducting outcome evaluation due to time limitations since implementation, this research performs process evaluation by analyzing how policy is designed to be implemented and what factors likely affect its implementation.

This research uses secondary data sourced from three main categories. First, primary policy documents in the form of East Java Governor's Circular Letter Number 11410 of 2025 concerning Adjustment of Official Duties Implementation for State Civil Apparatus Employees at East Java Provincial Government Agencies. This document becomes the main source for understanding policy design, objectives, implementation mechanisms, and expectations toward implementers.

Second, supporting documents in the form of East Java Provincial Government Press Release dated September 1, 2025 providing additional context about policy rationale and leadership commitment. This press release is important for understanding the public communication dimension of policy and how the provincial government communicates policy to broader society.

Third, academic literature including textbooks, journal articles, and scientific publications on public policy implementation, Edwards III Model, FWA in public sector, and crisis management in governance. This literature is used to build theoretical framework and as comparison to contextualize research findings.

Data collection was conducted through documentary analysis, a technique suitable for secondary data-based research. The data collection process was conducted systematically with the following steps. First, identification and acquisition of relevant documents from official government sources and academic databases. Second, preliminary reading to obtain general understanding of document contents. Third, detailed reading focused on aspects relevant to Edwards III Model analysis framework. Fourth, extraction of specific information related to Edwards III's four variables, noting direct quotations, paraphrases, and analytical notes.

Data analysis was conducted using qualitative content analysis technique with Edwards III Model as analytical instrument. The analysis process follows Miles and Huberman's (1994) model consisting of three concurrent activity flows: data reduction, data display, and conclusion drawing.

The data reduction stage involves selecting, focusing, simplifying, and transforming raw data from documents. Researchers identified and extracted information relevant to Edwards III's four variables: communication, resources, disposition, and bureaucratic structure. Coding was done by categorizing text segments based on dimensions in each variable. For example, for communication variable, coding was done for transmission, clarity, and consistency dimensions.

The data display stage involves arranging reduced information in descriptive-analytical narrative form that is systematic and structured according to Edwards III Model

variables. The display is not only descriptive but also analytical, interpreting information meaning in theoretical framework and relevant literature context.

The verification and conclusion drawing stage involves interpreting findings to answer research questions. Conclusions are drawn by integrating analysis from all four variables to provide holistic understanding of FWA policy implementation. Triangulation was conducted by comparing findings from various document sources and with academic literature to enhance analysis credibility.

To ensure data validity and findings credibility, this research applies several strategies. First, source triangulation using multiple documents (Circular Letter, Press Release, academic literature) to confirm findings. Second, audit trail by systematically documenting data collection and analysis processes so they can be traced and verified. Third, thick description by providing detailed and contextual description of policy and its implementation to enable findings transferability. Fourth, reflexivity by acknowledging and reflecting on researcher position and how this might influence interpretation.

This research has several limitations that need to be acknowledged. First, using only secondary data without interviews or field observations means analysis is based on formal documents that may not fully reflect implementation reality in the field. Second, analysis conducted immediately after policy issuance means actual impacts or implementation challenges emerging in practice cannot yet be examined. Third, focus on single perspective (Edwards III Model) may not capture all dimensions of implementation complexity. Nevertheless, these limitations are mitigated through document source triangulation, use of comprehensive literature, and transparency in research process reporting.

RESULTS AND DISCUSSION
Description of East Java Provincial Government FWA Policy

The Governor's Circular Letter was issued as rapid response to worsening security situation, demonstrating regional government adaptive capacity in crisis management. The policy adopts differentiation approach based on service essentiality, classifying regional apparatus into two major categories.

The first category includes units required 100% WFO due to providing vital public services. Health Office and government hospitals have responsibility for maintaining public health and responding to medical emergencies that cannot be delayed. Social Affairs Office handles vulnerable group welfare requiring continuous attention. Transportation Office is responsible for mobility and transport safety crucial in crisis situations. Civil Service Police Unit enforces Regional Regulations and maintains public order which becomes more important in unstable conditions. Regional Disaster Management Agency must be on alert facing possible escalation or emergence of other emergency conditions. National Unity and Politics Agency has strategic role in monitoring socio-political dynamics and maintaining stability.

The second category includes other regional apparatus permitted to implement FWA with arrangement authority delegated to Regional Apparatus Heads. Consideration factors include number and employee composition, security situation in office surroundings, operational needs and performance targets, and information technology infrastructure capability. This delegation reflects principle of decision-making at level closest to field situation.

Operational provisions cover several important aspects. Security protocols advise WFO employees to wear neat casual clothes and not use official vehicles with red plates to reduce visibility as government apparatus. Leave management is regulated more strictly

considering workload and operational needs. Monitoring system uses JATIM PRESENSI to ensure accountability. Regional Apparatus Heads are required to provide information to public about changes in service access and open complaint channels. Services with rotating systems need to adjust operating hours to maintain continuity.

Analysis of FWA Policy Implementation Using Edwards III Model
A. Communication Variable

Policy communication shows strength in three main dimensions. From delivery aspect, mechanism through Circular Letter to all Regional Apparatus Heads creates strong bureaucratic legitimacy and clear formal documentation. This delivery is reinforced with Governor's Press Release stating commitment to maintain essential service continuity and employee safety, creating public awareness and facilitating public understanding.

Message clarity is reflected in clear classification between units required WFO and those permitted FWA, accompanied by explicit list eliminating ambiguity. Operational provisions such as clothing specifications, prohibition of certain official vehicles, and obligation to open complaint channels reduce interpretation space that can cause inconsistent implementation.

Message consistency is seen from coherence between goal of protecting employee safety with chosen FWA instrument. Governor's statement about importance of essential services not stopping reinforces policy consistency. However, there is relatively unclear area, namely technical criteria for WFO/WFH/WFA division for non-essential units. Policy delegates decision to Regional Apparatus Heads with general guidance without specific threshold, potentially creating implementation variation and perception of unfairness between units.

B. Resources Variable

Policy implementation heavily depends on resource availability in very limited implementation time context. From information technology resources aspect, East Java Provincial Government has advantage with established Electronic-Based Government System infrastructure. JATIM PRESENSI System enables real-time attendance monitoring regardless of employee physical location. Digital communication infrastructure facilitates remote coordination, reducing need for risky physical meetings. Electronic-based public service system enables community access without face-to-face interaction.

However, analysis cannot stop at institutional level. Critical questions arise about infrastructure readiness at individual employee level. Circular Letter does not regulate availability of adequate personal computers or laptops, stable internet connection at home, or conducive work space. Assumption that all employees have this access can become weak point of implementation. Digital divide among employees, influenced by socio-economic, geographical factors, or generational differences in technology capability, potentially creates inequality in ability to implement effective WFH.

From human resources perspective, policy does not regulate employee addition or reallocation, but rather work location redistribution. For essential units required 100% WFO, this implies existing employee number is adequate for full operation without support from other units. From quality aspect, policy assumes employees have adequate digital literacy for remote tasks. COVID-19 pandemic experience likely provided learning, although security crisis context differs from pandemic in terms of employee psychological state.

In terms of authority resources, policy provides clear authority to Regional Apparatus Heads to regulate technical implementation. This decentralization provides

adaptive flexibility but creates dependency on middle-level leadership quality. Monitoring and supervision authority toward performance targets creates balance between flexibility and accountability.

C. Disposition Variable

Disposition or implementer attitude is often underappreciated factor but profoundly impacts implementation success. Top-level leadership disposition is reflected very clearly in Governor's public communication emphasizing essential services must not stop and must be role model in maintaining stability. Use of phrase 'be role model' indicates East Java Provincial Government aspiration to position itself as model for other regional governments, showing disposition not only reactive but transformative.

At direct implementer level, Regional Apparatus Head disposition becomes key variable determining policy translation in practice. For essential units, disposition is determined by sense of responsibility and professional awareness in crisis. Obligation to operate 100% WFO with increased security risks demands not only formal compliance but deep moral commitment. For non-essential units, granted autonomy creates latitude that can be used various ways. Regional Apparatus Heads with fair disposition will distribute FWA burdens and benefits equitably based on objective considerations.

Policy also reflects preventive disposition in crisis management. Decision to implement FWA before more serious situation escalation shows proactive attitude in risk management, not merely reaction to actual incident. Advice not to use official vehicles with red plates and wear casual clothes shows disposition understanding symbolic and psychological dimensions of socio-political crisis, acknowledging certain symbols can become triggers or targets in unstable situations.

D. Bureaucratic Structure Variable

East Java Provincial Government bureaucratic structure shows extraordinary adaptation capability. Utilization of established JATIM PRESENSI System and SPBE infrastructure provides significant advantage in rapid implementation because employees and leaders are already familiar with this system. This reduces cost and implementation complexity typically associated with new system introduction in crisis conditions.

Most prominent characteristic is operational decision decentralization to Regional Apparatus Heads. Bureaucratic structure usually tending to be centralistic and hierarchical shows extraordinary flexibility in delegating significant authority. This contrasts with typical bureaucratic response to crisis tending to centralize decision-making. Provincial Government apparently realizes that in complex and dynamic situations, centralized control can become barrier slowing response.

Despite providing broad flexibility, bureaucratic structure maintains strong accountability mechanisms. Regional Apparatus Head obligation to conduct monitoring and supervision toward achievement of goals and performance targets creates balance between autonomy and accountability. This approach reflects results-based management philosophy more compatible with FWA where traditional input-based control mechanisms such as physical supervision become less viable.

Regional apparatus classification into two categories potentially creates implementation fragmentation. Essential units with 100% WFO may face coordination challenges with non-essential units with some employees working from home, especially for work requiring cross-unit collaboration. Fragmentation can complicate integrated service delivery or coordinated response. Fragmented structure can also create differences in perceived workload and working conditions as unfair, potentially affecting morale and creating inter-unit tension.

Supporting and Hindering Factors of Implementation

Main supporting factors are existence of previously built digital infrastructure, being long-term investment in digital governance now yielding results in organizational agility. Experience managing WFH during COVID-19 pandemic becomes organizational learning asset providing learned memory and capability. Responsive and communicative leadership from Governor shows firm and action-oriented attitude crucial in crisis. Operational decision decentralization to Regional Apparatus Heads enables more effective contextual adaptation and reduces bureaucratic barriers.

Hindering factors include very limited preparation time (less than 24 hours), not enabling mature planning or adequate consultation. Unclear technical criteria for WFO/WFH/WFA division for non-essential units can produce significant implementation variation and perception of unfairness. Individual infrastructure gaps where not all employees have adequate devices, internet connection, and work space for effective WFH. Potential unbalanced burden between essential and non-essential units can affect morale and create resentment. Cross-unit coordination challenges with different work modalities require virtual communication protocols not explicitly regulated.

Implications for Public Service Continuity and Employee Safety

FWA policy shows mature understanding of public service hierarchy and importance of maintaining vital functions in crisis conditions. By establishing essential units remain 100% WFO, policy ensures services directly impacting public safety, health, and security are not disrupted. Accurate classification shows rational prioritization based on urgency and importance level. For non-essential units, providing flexibility with obligation to still achieve performance targets shows balanced approach between crisis adaptation and service standard maintenance.

From employee safety perspective, policy places staff safety as genuine priority, not merely rhetoric. Providing WFH/WFA options for non-essential employees explicitly aims to reduce exposure to potential security risks. Security protocol provisions for employees remaining WFO show attention to practical safety dimensions. However, there is inherent ethical dilemma: essential unit employees must still face security risks because work nature does not allow remote performance. This raises questions about fairness and government obligation toward employees required to accept higher risks. Addressing this ethical dimension requires concrete demonstration of appreciation and support, including enhanced security measures, psychosocial support, and potentially compensation acknowledging extra burden they bear.

FWA as Adaptive Instrument in Crisis Management

FWA policy can be viewed as embodiment of adaptive governance principles in crisis management. This concept emphasizes governance system's ability to detect environmental changes, respond flexibly to challenges, learn from experience, and adjust strategies based on feedback. Visible adaptive governance characteristics include rapid responsiveness in change detection and response with very brief decision-making and next-day implementation, operational flexibility through decision decentralization enabling response adjusted based on local conditions, vital function maintenance through essential unit classification showing capability for prioritization in limited resource conditions, and organizational learning potential although not explicit in policy documents.

Limitations from adaptive governance perspective include minimal formal monitoring, evaluation, and learning mechanisms which are missed opportunities to build

better future response capacity. Stakeholder involvement appears limited in formulation and implementation planning, whereas inclusive processes can leverage diverse perspectives and build broader ownership. Integration with broader crisis management framework appears incomplete, where FWA policy addresses specific personnel arrangement dimension but comprehensive crisis response requires coordination across various policy domains.

CONCLUSION

Based on analysis using Edwards III Model, East Java Provincial Government FWA policy implementation shows significant strengths in four critical variables. Policy communication is strong in delivery and clarity through Circular Letter and Press Release creating bureaucratic legitimacy and public awareness, although unclear technical criteria exist for non-essential units. Mature digital resources, especially SPBE infrastructure and JATIM PRESENSI, facilitate rapid implementation, but individual infrastructure gaps become challenges requiring attention. Top-level leadership disposition is highly proactive with explicit commitment to maintain service continuity and employee safety, while decentralization creates dependency on Regional Apparatus Head disposition quality. Bureaucratic structure shows extraordinary adaptability through operational decision decentralization and utilization of existing SOPs, with results-based accountability mechanisms suitable for FWA.

Policy successfully balances employee safety and public service continuity through accurate essentiality-based classification, showing adaptive governance characteristics in crisis management. However, there is ethical dilemma requiring attention: essential unit employees bear greater risks and burdens with lower flexibility, requiring recognition, support, and compensation to ensure fairness and sustainability.

REFERENCES

Allen, T. D., Golden, T. D., & Shockley, K. M. (2015). How Effective Is Telecommuting? Assessing the Status of Our Scientific Findings. Psychological Science in the Public Interest, 16(2), 40-68.

Bloom, N., Liang, J., Roberts, J., & Ying, Z. J. (2015). Does Working from Home Work? Evidence from a Chinese Experiment. The Quarterly Journal of Economics, 130(1), 165-218.

Boin, A., 't Hart, P., Stern, E., & Sundelius, B. (2005). The Politics of Crisis Management: Public Leadership Under Pressure. Cambridge University Press.

Caillier, J. G. (2013). Are Teleworkers Less Likely to Report Leave Intentions in the United States Federal Government Than Non-Teleworkers Are? The American Review of Public Administration, 43(1), 72-88.

Carillo, K., Cachat-Rosset, G., Marsan, J., Saba, T., & Klarsfeld, A. (2021). Adjusting to Epidemic-Induced Telework: Empirical Insights from Teleworkers in France. European Journal of Information Systems, 30(1), 69-88.

Comfort, L. K. (2007). Crisis Management in Hindsight: Cognition, Communication, Coordination, and Control. Public Administration Review, 67(s1), 189-197.

Creswell, J. W. (2014). Research Design: Qualitative, Quantitative, and Mixed Methods Approaches (4th ed.). SAGE Publications.

Edwards III, G. C. (1980). Implementing Public Policy. Congressional Quarterly Press.

Folke, C., Hahn, T., Olsson, P., & Norberg, J. (2005). Adaptive Governance of Social-Ecological Systems. Annual Review of Environment and Resources, 30, 441-473.

Gil-Garcia, J. R., & Pardo, T. A. (2005). E-Government Success Factors: Mapping Practical Tools to Theoretical Foundations. Government Information Quarterly, 22(2), 187-216.

Goggin, M. L., Bowman, A. O., Lester, J. P., & O'Toole, L. J. (1990). Implementation Theory and Practice: Toward a Third Generation. Scott, Foresman/Little, Brown Higher Education.

Golden, T. D. (2006). The Role of Relationships in Understanding Telecommuter Satisfaction. Journal of Organizational Behavior, 27(3), 319-340.

Herbane, B. (2010). The Evolution of Business Continuity Management: A Historical Review of Practices and Drivers. Business History, 52(6), 978-1002.

Howlett, M., & Ramesh, M. (2003). Studying Public Policy: Policy Cycles and Policy Subsystems (2nd ed.). Oxford University Press.

Kapucu, N., & Van Wart, M. (2006). The Evolving Role of the Public Sector in Managing Catastrophic Disasters: Lessons Learned. Administration & Society, 38(3), 279-308.

Lipsky, M. (1980). Street-Level Bureaucracy: Dilemmas of the Individual in Public Services. Russell Sage Foundation.

Mazmanian, D. A., & Sabatier, P. A. (1983). Implementation and Public Policy. Scott Foresman and Company.

Miles, M. B., & Huberman, A. M. (1994). Qualitative Data Analysis: An Expanded Sourcebook (2nd ed.). SAGE Publications.

Mungkasa, O. (2020). Bekerja dari Rumah (Working from Home/WFH): Menuju Tatanan Baru Era Pandemi COVID-19. Jurnal Perencanaan Pembangunan: The Indonesian Journal of Development Planning, 4(2), 126-150.

O'Toole, L. J. (1997). Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration. Public Administration Review, 57(1), 45-52.

Pemerintah Provinsi Jawa Timur. (2025a). Surat Edaran Gubernur Jawa Timur Nomor 11410 Tahun 2025 tentang Penyesuaian Pelaksanaan Tugas Kedinasan Pegawai Aparatur Sipil Negara pada Instansi Pemerintah Provinsi Jawa Timur.

Pemerintah Provinsi Jawa Timur. (2025b, 1 September). Siaran Pers: Gubernur Khofifah Pastikan Proses Belajar Mengajar di Jatim Terlindungi, Satuan Pendidikan di Daerah Rawan Dilakukan Daring, Terapkan Flexible Working Arrangement untuk ASN.

Pressman, J. L., & Wildavsky, A. (1973). Implementation: How Great Expectations in Washington Are Dashed in Oakland. University of California Press.

Pyöriä, P. (2011). Managing Telework: Risks, Fears and Rules. Management Research Review, 34(4), 386-399.

Van Meter, D. S., & Van Horn, C. E. (1975). The Policy Implementation Process: A Conceptual Framework. Administration & Society, 6(4), 445-488.

Winter, S. C. (2003). Political Control, Street-Level Bureaucrats and Information Asymmetry in Regulatory and Social Policies. In B. Steurle Thomann & M. K. Guggenheim (Eds.), Comparing Regulatory Processes (pp. 50-68). Cambridge University Press.