

WORK FROM ANYWHERE, HYBRID, AND FLEXIBLE WORKING IN THE CIVIL SERVICE: GLOBAL BIBLIOMETRIC TRENDS AND POLICY IMPLICATIONS FOR INDONESIA

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ABSTRACT

Flexible work arrangements, such as working from anywhere, remote work, hybrid work, and flexible working, have rapidly expanded in the public sector since the COVID-19 pandemic. This study aims to map global research trends on flexible work in the public sector and examine their managerial implications. The population consists of global scholarly publications on flexible work in the public sector indexed in Scopus. The sample includes 64 journal articles published between 2010 and 2025, selected using the PRISMA protocol. Data were analyzed using bibliometric techniques in VOSviewer and Biblioshiny, and interpreted through the Job Demands–Resources and Sociotechnical Systems perspectives. The findings show a significant rise in publications after 2020 with dominant themes related to productivity, digital transformation, hybrid work, and employee well-being. The results also reveal limited exploration in emerging country contexts. These findings imply the need to strengthen digital readiness, output-based performance systems, and employee engagement in implementing flexible work arrangements. This study contributes by providing an evidence-based framework to support sustainable flexible work strategies in the public sector.

ABSTRAK

Pengaturan kerja fleksibel seperti *work from anywhere*, *remote work*, *hybrid work*, dan *flexible working* semakin berkembang di sektor publik sejak pandemi COVID-19. Penelitian ini bertujuan untuk memetakan tren riset global mengenai kerja fleksibel di sektor publik serta mengkaji implikasi manajerialnya. Populasi penelitian ini adalah publikasi ilmiah global mengenai kerja fleksibel di sektor publik yang terindeks Scopus. Sampel penelitian terdiri dari 64 artikel jurnal periode 2010–2025 yang dipilih menggunakan protokol PRISMA. Analisis data dilakukan dengan teknik bibliometrik melalui VOSviewer dan Biblioshiny serta diinterpretasikan menggunakan perspektif *Job Demands–Resources* dan *Sociotechnical Systems*. Hasil penelitian menunjukkan peningkatan signifikan dalam publikasi setelah tahun 2020 dengan tema dominan terkait produktivitas, transformasi digital, kerja hibrida, dan kesejahteraan pegawai. Temuan juga menunjukkan masih terbatasnya eksplorasi konteks negara berkembang. Implikasi penelitian ini menekankan pentingnya penguatan kesiapan digital, sistem kinerja berbasis output, dan keterikatan pegawai dalam implementasi kerja fleksibel. Studi ini berkontribusi dengan menyediakan kerangka berbasis bukti untuk mendukung strategi kerja fleksibel yang berkelanjutan di sektor publik.

INTRODUCTION

Modern organizations are undergoing a fundamental transformation in work patterns due to a combination of digital technology developments and a series of disruptive global events (Barbieri et al., 2024). One of the most significant triggers was the COVID-19 pandemic, a major accelerator in expanding remote work practices. Initially dominated by the private sector, now work from anywhere (WFA), remote work, hybrid work, and flexible working have penetrated the public sector in various countries, including Indonesia. These changes not only create new efficiencies but also bring far-reaching implications for employee welfare, the quality of public services, and leadership patterns in modern bureaucracies (Barbieri et al., 2025; Senja et al., 2025).

Hybrid work models that combine in-office attendance and remote work are increasingly seen as a strategy to increase productivity and work-life balance. Global studies confirm that the adoption of flexible working is strongly influenced by the readiness of digital infrastructure, organizational culture, and leadership style (Jo, 2025; Loncar et al., 2025). In Indonesia, the implementation of Flexible Working Space (FWS) at the Ministry of Finance shows how digitalization can improve bureaucratic efficiency, even with the consequences of decreasing social interaction between employees (Senja et al., 2025).

Although it promises many benefits, implementing WFA in the public sector does not always run smoothly. Obstacles often arise, including weak output-based assessment systems, risks of social isolation, digital access gaps, and data security vulnerabilities. The survey shows that more than 70% of civil servants consider working time arrangements to be not ideal (Pamungkas et al., 2024), while internet connection constraints and conventional bureaucratic culture are still challenges (Senja et al., 2025). In addition, regulations regarding leave rights, working hours, and overtime compensation for remote employees are not fully clear (Hidayah & Anggraeny, 2023), accompanied by concerns about the protection of social security and rights (Wahab et al., 2022).

Previous literature has focused more on the context of the private sector or developed countries with mature digital infrastructure. Specific studies on the public sector in developing countries are still relatively limited. There has not been much research that simultaneously links WFA with bureaucratic productivity, employee welfare, and the quality of public services. In Indonesia, studies on State Civil Apparatus (called ASN) work engagement are also rare, even though work attachment is an important factor in the effectiveness of WFA (Santosa et al., 2025; Saputrabey et al., 2025).

Recent analyses confirm that flexible working demands a holistic approach that combines operational efficiency with individual needs (Barbieri et al., 2025; Loncar et al., 2025). Collaborative culture and participatory leadership are influential in the effectiveness of WFAs (Jo, 2025), while bureaucratic segmentation determines adoption variation (Fernandez et al., 2025). In the Indonesian context, digital readiness and remote leadership affect telework productivity (Saputra & Sudiana, 2022), while digital motivation has been shown to increase the adaptability of civil servants (Saputrabey et al., 2025).

Indonesia is now entering a new era with the issuance of Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform No. 4 of 2025 regarding the Implementation of Flexible Official Duties for Civil Servants in Government Institutions (MENPANRB, 2025), which is an important milestone in instituting flexible work for ASN. This regulation regulates location- and time-based flexibility with an orientation on performance achievements. However, this policy still faces serious challenges, such as the readiness of ICT infrastructure, a rigid bureaucratic work culture, and output-based supervision mechanisms that are not optimal (Kompas.com, 2025; Menpan.go.id, 2025; Nasional.kompas.com, 2025).

This study offers novelty by integrating PRISMA-based bibliometric analysis of the global literature with the context of Indonesian national policy. Unlike previous studies highlighting developed countries or the private sector, this study linked the global intellectual map to actual policy implementation in

Indonesia. The academic contribution of this research lies in a comprehensive mapping of WFA in the public sector, while opening up space for further research agendas. This study provides empirical evidence to support ASN's work flexibility policy, which is results-oriented, inclusive, and adaptive.

This research aims to provide a comprehensive overview of the development of the global literature related to WFA, remote work, hybrid work, and flexible working in the public sector, as well as placing Indonesia on the study map. In particular, this study identifies key actors (authors, institutions, countries, and productive journals), analyzes intellectual structures through keyword mapping, and uncovers dominant thematic clusters. This study uses JD-R and STS theories as analytical lenses to bridge national theories, findings, and policies to produce strategic recommendations in the sustainable development of Indonesia's digital bureaucracy.

LITERATURE REVIEW AND HYPOTHESIS DEVELOPMENT

Job Demands–Resources (JD-R)

The JD-R model explains that the balance between job demands and job resources determines employee welfare and performance. Excessive demands increase the risk of stress and burnout, while adequate resources drive engagement and productivity.

In the context of flexible working, cutting-edge research shows that WFA increases autonomy and adds to the demands of digital coordination burdens and isolation risks. When organizations provide adequate technology and social support, employees can leverage flexibility to improve performance and job satisfaction. For example, (Bakker & Demerouti, 2017) emphasized that resources such as autonomy, peer support, and clarity of roles play an important role in maintaining work engagement. Furthermore, Schaufeli (2017) showed that JD-R can predict the dynamics of work attachment in a rapidly changing setting.

More recently, a study by Lesener et al., (2019) tested the validity of the JD-R model across contexts and found that the relationship between job resources and engagement was consistent across sectors. In the context of remote work, Wang et al., (2021) highlight that work design based on autonomy and social support is crucial in remote working effectiveness. Molino et al. (2020) reinforce this, showing that organizational resources, such as digital intensification and work-home conflicts, can mitigate job demands during the pandemic.

Sociotechnical Systems (STS)

STS theory emphasizes optimal performance if social subsystems (organizational culture, norms, leadership) and technical subsystems (technology, digital infrastructure) are optimized simultaneously. The principle of joint optimization explains that remote work technology will only be effective if it is aligned with the organization's social and cultural practices.

Baxter & Sommerville (2011) argue that many digital projects fail because they emphasize technical aspects without sufficient attention to social interaction. In the context of modern flexible working, Clegg (2000) emphasizes the importance of participatory socio-technical design to support digital-based innovation. A study by Mumford (2006) highlights that user involvement in the design of digital systems increases acceptance and reduces bureaucratic resistance.

Recent public sector research confirms STS's relevance in the WFA era. Gil-Garcia et al., (2018) Show that public organizations adopting flexible working can balance digital technology with output-based governance. Meanwhile, Misuraca et al., (2020) emphasized that adopting technology in the European bureaucracy is only effective if aligned with existing work norms and institutional structures.

By combining JD-R and STS, the theoretical framework of this study places WFA as a practice that creates new demands (e.g., digital coordination burden, role ambiguity) and new resources (autonomy,

flexibility, time efficiency). The impact of WFA on work attachment, productivity, and welfare of civil servants will be largely determined by the extent to which the organization can carry out socio-technical optimization—ensuring that managerial support, output-based regulations, and digital infrastructure are adequately available.

Flexibility of Public Sector Work in Indonesia

In addition to global theoretical frameworks such as JD-R and STS, the Indonesian context also has a normative basis through PANRB Ministerial Regulation No. 4 of 2025, which officially regulates work flexibility for ASN (MENPANRB, 2025). This regulation defines work flexibility in two dimensions: location (e.g., working from home, other offices, or certain approved locations) and time (shifts, dynamic working hours, or compressed working hours). The main goal of this policy is to improve organizational performance, individual performance, and the quality of life of employees. Interestingly, PermenPANRB No. 4/2025 also affirms that not all ASNs have automatic rights because flexibility only applies to work that can be carried out with ICT support. It is limited to a maximum of two days per week.

Policy evaluations are carried out periodically, covering the achievements of organizational performance and ASN discipline, as well as employees' quality of life as an indicator of success. This policy position is important in the literature review because it shows that implementing WFA in Indonesia is understood as a technical innovation and an instrument of bureaucratic reform based on output and employee welfare. Thus, PermenPANRB No. 4/2025 can be seen as a policy-based theoretical foundation that complements the JD-R and STS frameworks and emphasizes the practical and normative dimensions of WFA research in the public sector.

The conceptual framework in Figure 1 shows the integration between JD-R and STS theories with key variables such as productivity, employee engagement, work-life balance, and digital readiness, which are then placed in the context of Indonesian regulations through PermenPANRB No. 4 of 2025. This flow emphasizes that the success of WFA implementation in the public sector is not only determined by global theories and literature trends, but also by the foundation of national policies that regulate the flexibility of ASN work based on output and performance evaluation. Thus, this framework provides an analytical

Conceptual Framework: Theories-Variables-Indonesian Context-Outcome

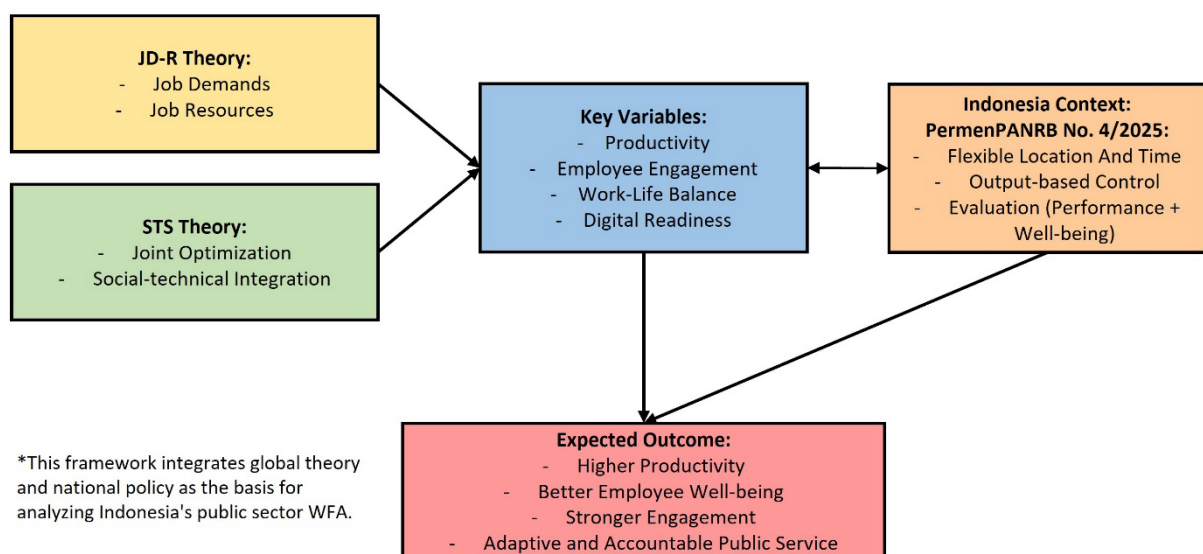


Figure 1. Conceptual framework

and practical basis to understand how flexibility policies can produce outcomes through increased bureaucratic productivity, employee welfare, ASN attachment, and more adaptive and accountable public services.

RESEARCH METHOD

Research Approach. This study uses bibliometric analysis to map research development on flexible work and the public sector. Bibliometric analysis was chosen because it provides a quantitative picture of publication trends, author collaboration networks, keyword distribution, and citation patterns over a certain period. This approach is increasingly relevant in identifying the direction of global research development while comparing the contribution of the literature in the context of the public sector.

Data Sources. Bibliometric data is obtained from the Scopus database, which is recognized as one of the largest and most credible scientific databases. The search was conducted using a combination of keywords: "Work From Anywhere," "Remote Work," "Hybrid Work," "Flexible Working," "Public Sector," "Civil Service," "Employee Performance," and "Productivity." The range of years of publication is set from 1986 to 2025 to capture the development of long-term research. The Scopus queries used are *(TITLE-ABS-KEY (work AND from AND anywhere) OR TITLE-ABS-KEY (remote AND work) OR TITLE-ABS-KEY (flexible AND work) OR TITLE-ABS-KEY (hybrid AND work) AND TITLE-ABS-KEY (public AND sector) OR TITLE-ABS-KEY (civil AND service) AND TITLE-ABS-KEY (employee AND performance) OR TITLE-ABS-KEY (productivity)) AND (LIMIT-TO (LANGUAGE , "English"))*, so that 126 SCOPUS documents were obtained.

Data Filtering Process (PRISMA). The article selection process follows the PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) flow (Haddaway et al., 2022) with four main stages: 1) Identification (Records identified): all initial search results on Scopus; 2) Screening: initial selection based on the type of document (journal article and review article) and suitability with keywords; 3) Eligibility: further screening to ensure complete metadata (author, title, abstract, keyword, and year of publication). Articles with no abstract or keywords are excluded; 4) Included: the final article that passes the inclusion criteria and is ready for further analysis.

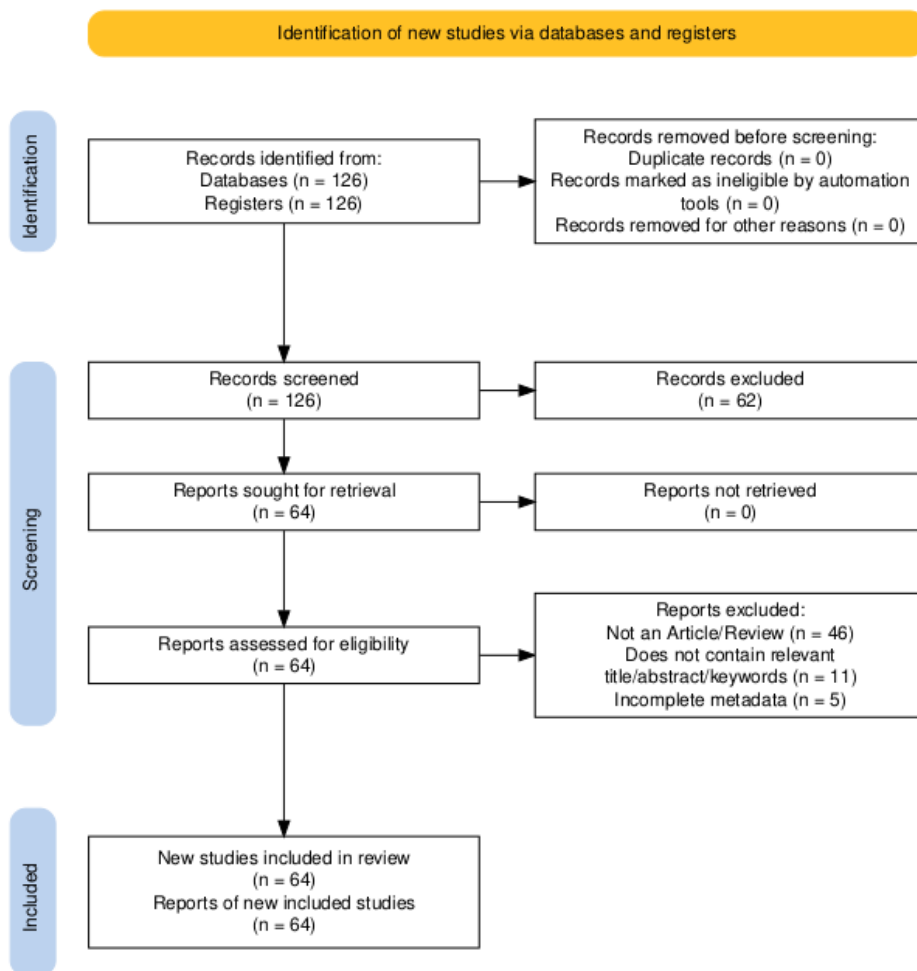
Inclusion criteria: (a) published in the period 1986 (early)–2025, (b) written in English, (c) type of document in the form of an article or review, (d) have complete metadata, and (e) contain at least one main keyword. **Exclusion criteria:** (a) not an article or review (e.g., conference paper, book chapter, editorial, etc.), (b) incomplete metadata, (c) irrelevant to the core topic despite containing a specific keyword, and (d) duplicate article. **Analysis Tools.** The filtered dataset is then analyzed using VOSviewer software to generate network visualizations related to co-authorship, co-citation, and co-occurrence keywords. In addition, publication trends per year were analyzed using Microsoft Excel to describe research dynamics quantitatively.

Output Data. The article filtering process is carried out using the PRISMA framework. Of the total 126 articles in the initial search results, 46 were eliminated at the screening stage because they were not articles or reviews and did not contain relevant keywords. Furthermore, 11 articles were eliminated at the eligibility stage due to incomplete metadata (no abstracts/keywords available), leaving 69 articles. After the final feasibility check, five additional articles were excluded due to duplication and metadata incompleteness, resulting in 64 articles being included in the bibliometric analysis. Details of the screening process are shown in Table 1 and Figure 2.

Table 1. PRISMA-Based Screening and Eligibility of Articles

Selection Stage	Initial Amount	Amount Issued	Remaining Amount	Reasons for Exclusion
Records identified (Scopus search)	126	0	126	Initial search results
Screening (Article & Review, keyword relevance)	126	46	80	Not an Article/Review
Eligibility (Full metadata)	80	11	69	does not contain relevant titles/abstracts/keywords
Included (Final analysis)	69	5	64	Incomplete metadata (author, title, abstract, keyword, year)
	64	0	64	Articles according to the final criteria

Source: PRISMA output processed (2025)


Figure 2. Details of the data filtering process with PRISMA

Adapted from (Haddaway et al., 2022)

RESULT AND DISCUSSIONS

Table 2 presents the distribution of publications on Work From Anywhere (WFA), remote work, hybrid work, and flexible working in the public sector by year of publication in the Scopus database. This data provides an overview of the temporal dynamics of research and the growth trend of academic interest.

Table 2. Number of Publications per year

Year	Number of Publications	Year	Number of Publications
2010	2	2020	2
2013	1	2021	3
2014	1	2022	8
2015	1	2023	12
2017	1	2024	16
2018	1	2025	14
2019	2		
Total	9		55

Source: Scopus data processed (2025)

Table 2 shows that research on WFA in the public sector began to emerge in 2010, but the number was relatively limited until 2019, with only nine publications. A significant surge occurred after the COVID-19 pandemic, especially in 2022–2025, accounting for 55 publications. The peak of publication occurs in 2024 with 16 articles, followed by 2025 with 14 articles. This pattern suggests that the issue of WFA and flexible working is receiving serious attention post-pandemic, in line with a major shift in global and national bureaucratic work practices. Thus, it can be concluded that WFA has developed from a temporary phenomenon to a strategic research area projected to continue in academic discourse and public policy.

From the perspective of JD-R, this research surge illustrates a shift in academic focus on how public organizations balance new job demands (e.g., digital intensification, virtual coordination burden, social isolation) with job resources (technology support, work autonomy, time flexibility). At the same time, through the lens of STS, this trend shows the need for joint optimization between the massively adopted digital technology and the bureaucratic social structure that tends to be rigid.

Table 3. Authors, Productive Countries, and Institutions

First Author	Publications	Country	Institution
S., Williamson, Sue	3	Australia	The School of Business
B., Barbieri, Barbara	2	Italy	Università degli Studi di Cagliari
A., Islam, Ahmad	1	Pakistan	University of the Punjab
P.R., Massingham, Peter Rex	1	Australia	University of Wollongong
L., Seinsche, Laura	1	Germany	Uniklinik Köln

Source: Scopus data processed (2025)

Based on Table 3, the most prolific author is Sue Williamson from Australia, who has three publications, followed by Barbara Barbieri from Italy, who has two publications. Meanwhile, other writers such as Ahmad Islam (Pakistan), Peter Rex Massingham (Australia), and Laura Seinsche (Germany) each contributed one publication. This shows that the contribution of WFA-related literature is not only dominated by one country, but is cross-regional with representatives from Australia, Italy, Pakistan, and Germany. In terms of institutions, universities that have been identified as productive include The School of Business (Australia), Università degli Studi di Cagliari (Italy), University of the Punjab (Pakistan), University of Wollongong (Australia), and Uniklinik Köln (Germany).

These findings confirm that research centers are still concentrated in developed countries with mature digital infrastructure. This creates a research gap in developing countries such as Indonesia, where

bureaucracies face challenges, including limited technological infrastructure and bureaucratic work culture. According to JD-R, this gap can be understood as a difference in the capacity to provide resources to meet demands. STS also emphasized that digital innovation in the bureaucracy of developing countries is often not in line with socio-organizational norms. Hence, the implementation of flexible working has the potential to face resistance.

Table 4. Top 5 Number of Citations

No	Authors	Title	Cited by
1	(Al-Ahbab et al., 2019)	Employee perception of the impact of knowledge management processes on public sector performance	176
2	(Metselaar et al., 2023)	Teleworking at Different Locations Outside the Office: Consequences for Perceived Performance and the Mediating Role of Autonomy and Work-Life Balance Satisfaction	49
3	(Awofeso, 2010)	Improving health workforce recruitment and retention in rural and remote regions of Nigeria.	47
4	(Massingham & Tam, 2015)	The relationship between human capital, value creation, and employee reward	46
5	(Houghton et al., 2018)	Working from the Other Office: Trialling Co-Working Spaces for Public Servants	40

Source: Scopus data processed (2025)

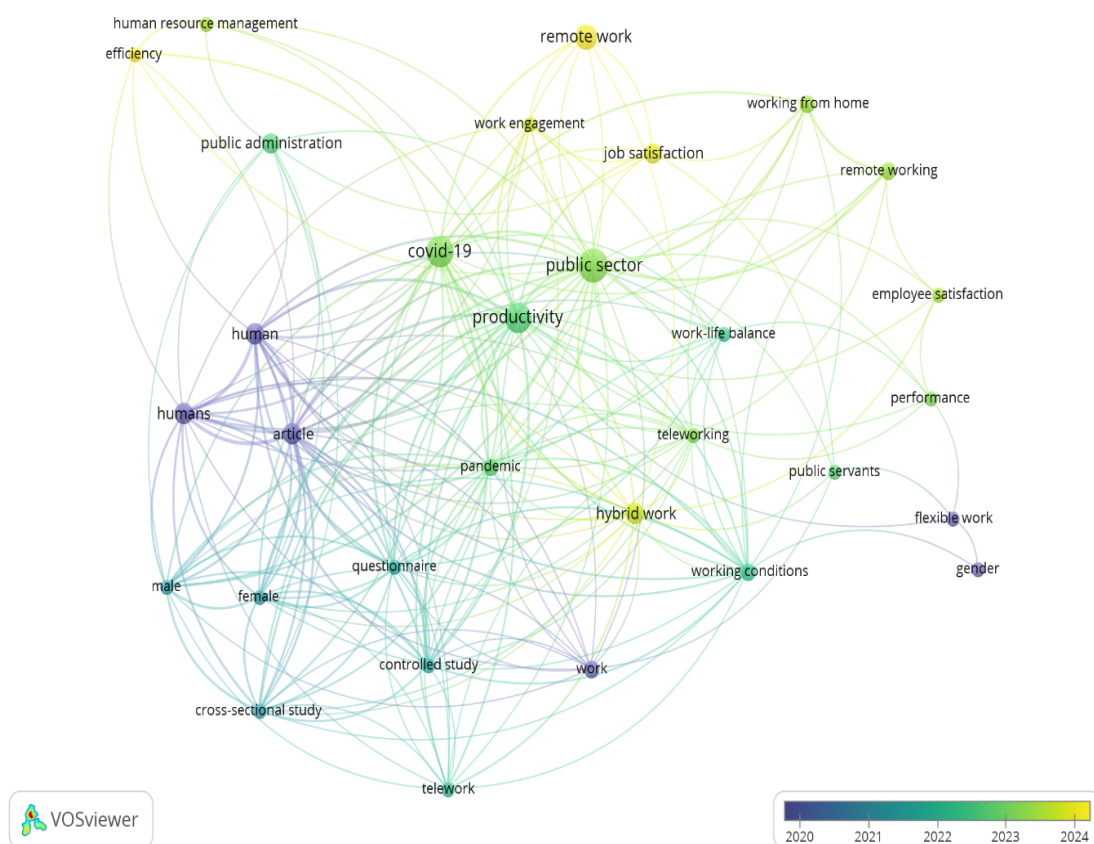


Figure 3. Overlay visualization output

Table 4 shows the five articles with the most citations in the WFA and flexible working studies in the public sector. The article with the greatest influence is a study by (Al-Ahbab et al., 2019) which highlights employees' perception of the impact of knowledge management on public sector performance, with a total of 176 citations, showing the relevance of the knowledge management theme to bureaucratic effectiveness. In the next position, Metselaar et al., (2023) discuss the consequences of teleworking on the performance and role of mediation autonomy and work-life balance, with 49 citations, and Awofeso (2010) who emphasizes the recruitment and retention of health workers in remote areas of Nigeria with 47 citations. Other influential articles are Massingham & Tam (2015) related to human capital relationships, value creation, and employee rewards (46 citations), and Houghton et al., (2018) which discuss the trial of co-working spaces for public employees (40 citations).

The highest-cited articles highlight knowledge management issues, organizational performance, and public workspace experiments. These topics affirm the importance of organizational knowledge and innovation capital as the foundation of WFA's success. From the perspective of JD-R, this literature highlights how resources in the form of knowledge management and learning culture can strengthen employee engagement. Meanwhile, from the perspective of STS, the study emphasizes the need for organizational design that allows the integration of technical innovation with existing social norms. This indicates that these themes are an important foundation in academic discourse on work flexibility in the public sector and a key reference for future research.

From Figure 1 above, several keywords are formed that are divided into several important clusters, with keywords such as productivity, public sector, and COVID-19 having the largest nodes in the visualization. The clusters formed from Figure 1 are presented in the following table:

Table 5. Clusters formed, Gaps, and Research Recommendations

Cluster	Keyword (Occurrence)	Cluster Focus	Gap	Research Recommendations
Cluster 1	<i>public sector, hybrid work, working conditions, remote working, teleworking, work-life balance, performance, public servants</i>	Flexible working practices and welfare of public sector employees (WFH/telework /WLB/performance)	1) Lack of post-pandemic longitudinal studies; 2) The Indonesia/Global South context is limited; 3) Measurement of the objective performance of public organizations (e.g. SLAs, backlogs, digital attendance) is still rare	1) Hybrid work design test in Indonesian public agencies; 2) WFH/WFO policy experiments; 3) WLB model >> engagement >> performance; 4) Gender segmentation & service position level; 5) Use objective indicators of public services.
Cluster 2	<i>article, human(s), work, female, male, pandemic, questionnaire, cross-sectional study, controlled study</i>	Methodological and demographic dimensions of respondents	1) Latitude cut design bias; 2) Lack of data triangulation; 3) Lack of qualitative/ethnographic studies in the Indonesian public	1) Use longitudinal/mixed-method design; 2) HRIS/administrative data integration; 3) Gender & age stratification sampling;

Cluster	Keyword (Occurrence)	Cluster Focus	Gap	Research Recommendations
			sector; 4) Lack of objective administrative data (attendance, workload of ASN)	4) Realist evaluation for ASN policies.
Cluster 3	COVID-19, productivity, remote work, public administration, job satisfaction, work engagement, efficiency, HRM	Organizational drivers (HRM, productivity, efficiency) in public administration during/post-COVID-19	1) The causal evidence of the HRM-productivity linkage is still limited; 2) Lack of pre vs post-COVID-19 comparisons; 3) Lack of focus on frontline service units (e.g. Hospital, population services in Indonesia)	1) Use difference-in-differences (pre/post); 2) Apply the JD-R model to map the demands/resources >> engagement >> performance relationship; 3) Test the productivity of public services with objective indicators (SLA, backlog, processing time).
Cluster 4	telework (stand-alone)	Initial/general terminology of "telework"	1) The standardization of terms (telework vs remote vs hybrid) is not clear; 2) Lack of cross-country comparisons and Global South contexts	1) Conduct a bibliometric study of terminology; 2) Clarify the definition of operations in survey instruments and organizational guidelines; 3) Create national term standards (e.g. ASN/IKN regulations).

Source: VOSviewer output and author development (2025)

The results of the bibliometric analysis and the review of several articles show that flexible working in the public sector makes an important contribution to employee welfare and organizational productivity. The four main clusters formed are flexible work practices and employee well-being (cluster 1), methodological and demographic dimensions of respondents (cluster 2), organizational drivers during/post-COVID-19 (cluster 3), and telework terminology (cluster 4), which describe the global research landscape while showing the gaps that still need to be bridged.

Cluster 1 highlights flexible work practices such as remote work, telework, and hybrid work, which have been proven to improve work-life balance and employee satisfaction. The study by Metselaar et al., (2023) emphasizes the role of autonomy in mediating the relationship between telework and performance, while Lim et al., (2025) Found that technological support and employee well-being significantly boost productivity in Malaysia. This result is reinforced by Fernandez et al., (2025) This shows that employee attitudes towards telecommuting are segmented, from support groups to skeptics. However, most research still focuses on self-reported performance rather than objective indicators such

as SLA or attendance data. Hence, the gap in real performance measurement needs to be addressed, especially in Indonesia and the Global South.

Cluster 2 underscores methodological limitations. Most articles use questionnaire-based cross-cutting surveys, as seen in studies (Alatyat & Abu-Hamour, 2023; Bielinska-Dusza et al., 2023). Few studies have used a qualitative or mixed-method approach, for example Houghton et al., (2018) through co-working evaluations in Queensland. The lack of data triangulation, longitudinal studies, and the use of objective administrative data strengthen the argument that a more diverse methodological approach is needed, including realist evaluations that can provide evidence-based policy recommendations.

Cluster 3 emphasizes the role of flexible work as a driver of public organizations during and after the pandemic. Williamson et al., (2024) point out the risk of proximity bias that harms remote workers, while Barbieri et al., (2024, 2025) highlight the importance of organizational support to ensure effective/smart/flexible work. Loncar et al., (2025) found that the composition of a mild–moderate hybrid (6–10 days per month in the office) is the optimal productivity point. However, there is almost no research comparing pre- and post-pandemic conditions with quasi-experimental designs, and there are few studies on frontline service units such as health and population. This opens up opportunities to use difference-in-differences to objectively assess the impact of flexible work policies on public organizations' performance.

Cluster 4 shows an inconsistency in terminology between telework, remote work, hybrid work, flexible work, and smart work. Tjernberg et al., (2025) Use the term hybrid work in the context of rural Sweden, while Houghton et al., (2018) Refer to co-working for Australian public sector experiments. These differences in terms make cross-study comparisons difficult. Therefore, future research needs to encourage the standardization of terminology in academic literature and practical policies, including establishing official definitions in ASN and SPBE (Electronic-Based Government System) regulations in Indonesia.

Overall, the four clusters indicate that while the positive impact of flexible working on individuals, organizations, and performance has been consistently demonstrated, the research is still dominated by the Global North context with methodological limitations. Therefore, research in Indonesia and the Global South should be more directed to: (1) longitudinal and mixed-method studies; (2) WFH/WFO/hybrid policy experiments in public agencies; (3) the use of objective performance data; and (4) standardization of flexible work terms. This effort will strengthen the scientific evidence base for designing adaptive, fair, and performance-based flexible work policies in public bureaucracy.

Figure 4 presents the top 10 keywords in publications related to work from anywhere and flexible working in the public sector based on the Scopus dataset Scopus.

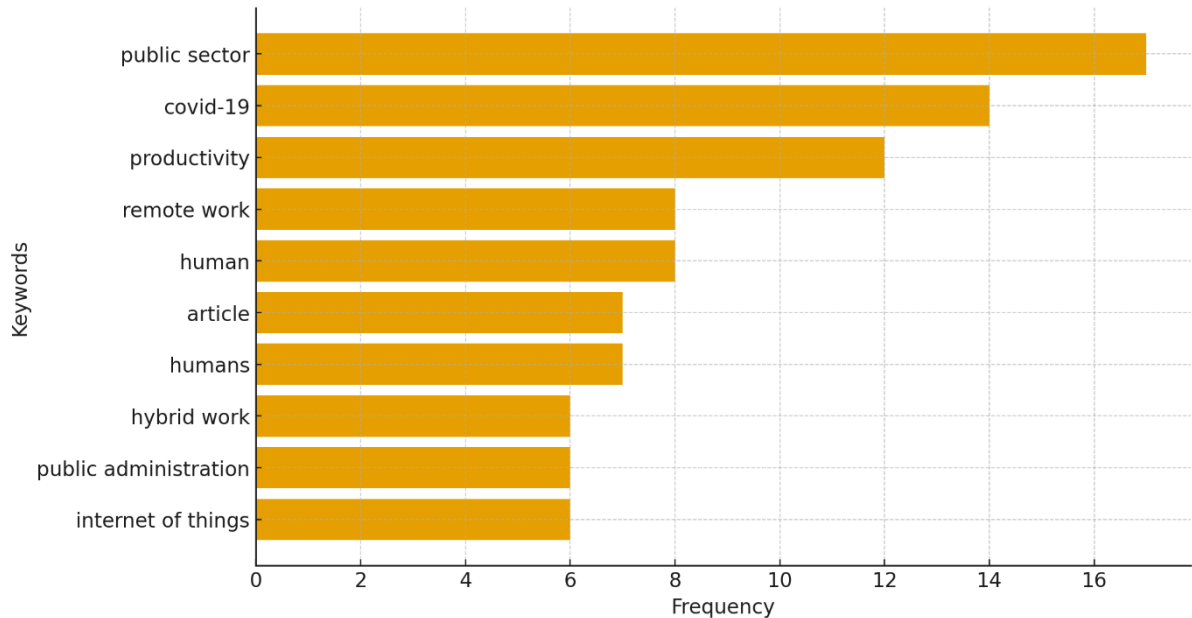


Figure 4. Top 10 Keywords in WFA & Flexible Work Research (Scopus Dataset)

From this graph, it can be seen that the dominant keywords are public sector, COVID-19, productivity, and remote work. This corroborates the narrative that the main research focus is on pandemic response, productivity, and the transformation of public organizations. If it is related to the previous figure 1, then the interrelationship between the keywords that appear and the dominant ones in the visualization of the formed cluster is.

Table 6. Impact of Keywords (WFA, Remote Working, Hybrid Work, and Flexible Work)

Keyword	Individual Impact	Organizational Impact	Employee Performance Impact
Work From Anywhere (WFA)	Provides full autonomy in choosing a work location, supports the integration of work and personal life, but can pose a risk of social isolation (Loncar et al., 2025; Tjernberg et al., 2025)	Improving office cost efficiency and expanding access to a global talent pool, but presenting coordination and control challenges (Loncar et al., 2025; Tjernberg et al., 2025)	There are no explicit findings yet, but studies related to hybrid and flexible work show that WFA can encourage motivation and engagement, which ultimately improves performance (Loncar et al., 2025; Tjernberg et al., 2025)

Keyword	Individual Impact	Organizational Impact	Employee Performance Impact
Remote Work	Increase job satisfaction, work-life balance, and engagement. However, it can lead to digital burnout and career stagnation (Bielinska-Dusza et al., 2023; Fernandez et al., 2025; Lim et al., 2025; Metselaar et al., 2023; Williamson et al., 2023)	Maintain continuity of service, increase efficiency and technology adoption, but potentially reduce spontaneous innovation (Bielinska-Dusza et al., 2023; Fernandez et al., 2025; Metselaar et al., 2023)	Increase productivity and performance. Positive causal relationships occur when technological support is available, with effects mediated by autonomy and work-life balance (Lim et al., 2025; Metselaar et al., 2023)
Hybrid Work	Increase employee well-being, autonomy, engagement, and commitment. However, it can confuse roles if the work rules are unclear (Loncar et al., 2025; Schrøder et al., 2021; Tjernberg et al., 2025; Vinueza-Cabezas et al., 2022; Williamson et al., 2023).	Maintain collaboration, improve sustainability and ability to attract talent (especially in rural areas), and increase efficiency. However, it can present challenges in maintaining organizational culture (Loncar et al., 2025; Schrøder et al., 2021; Tjernberg et al., 2025; Yang et al., 2019)	Provides the highest level of perceived performance in a moderate hybrid model (6–10 days of in-office work per month), which results in more stable team performance (Loncar et al., 2025; Williamson et al., 2023)
Flexible Working	Increase motivation, job satisfaction, well-being, and work-life balance. However, it can also trigger cognitive stress and disruption between work and home life (Alatyat & Abu-Hamour, 2023; Barbieri et al., 2024; Buick et al., 2024; Houghton et al., 2018)	Increase productivity, efficiency, and public service capacity. In addition, it strengthens employer branding, but its effectiveness is highly dependent on managerial support. On the other hand, it can cause complexity in management (Alatyat & Abu-Hamour, 2023; Barbieri et al., 2024; Buick et al., 2024; Williamson et al., 2022)	Flexible Work Schedules in Jordan have improved ASN Performance (Alatyat & Abu-Hamour, 2023). Studies in Italy show that flexible work drives home performance through job satisfaction (Barbieri et al., 2024). Meanwhile, digital motivation and adaptability play a role as mediators for improving ASN performance (Houghton et al., 2018; Saputrabey et al., 2025).

Source: The results of the review were processed by the researcher (2025)

The results of the mapping of the four main keywords show that flexible working practices have a significant impact on the individual, organizational, and employee performance levels. However, variations in contexts and challenges need to be considered.

Work From Anywhere (WFA). WFA gives individuals full autonomy to determine work locations, which can improve the integration of work and personal life (Loncar et al., 2025; Tjernberg et al., 2025). Office cost efficiency and attracting global talent are key advantages at the organizational level. However, the risks that need to be anticipated are the potential for social isolation and decreased coordination if managerial control is less effective. Until now, empirical evidence of WFA has been limited, including in Indonesia. In the context of the national bureaucracy, WFA can be a strategy to overcome geographical disparities and support the digital transformation agenda and the transfer of IKN.

Remote Work. Studies show that remote work has a positive effect on job satisfaction, work-life balance, and employee engagement (Bielinska-Dusza et al., 2023; Fernandez et al., 2025; Lim et al., 2025; Metselaar et al., 2023; Williamson et al., 2023). However, challenges in the form of digital fatigue and career stagnation still emerge. At the organizational level, remote work has been proven to maintain the sustainability of public services during the pandemic, while increasing efficiency and technology adoption. The positive relationship to employee productivity is especially seen when technological support and autonomy are available (Lim et al., 2025; Metselaar et al., 2023). In the Indonesian context, the findings of Saputrabey et al., (2025) at the DKI Jakarta Bapenda, confirm that digital motivation and adaptability are determining factors in the success of remote work implementation.

Hybrid Work. Hybrid work can increase employee well-being, autonomy, and engagement (Loncar et al., 2025; Tjernberg et al., 2025; Williamson et al., 2023). Organizations also benefit because they can maintain collaboration, increase sustainability, and expand talent attraction, especially in rural areas. Global studies show a mild hybrid model sweet spot (6–10 days/month in the office) that positively impacts performance (Loncar et al., 2025; Williamson et al., 2023). However, the uncertainty of hybrid rules can lead to confusion and disrupt organizational culture (Schrøder et al., 2021). For the Indonesian context, hybrid work is relevant in supporting the efficiency of ASN, the integration of SPBE policies, and the preparation of new IKN.

Flexible working. Flexible working improves employee motivation, job satisfaction, wellbeing, and work-life balance (Alatyat & Abu-Hamour, 2023; Barbieri et al., 2024; Buick et al., 2024; Houghton et al., 2018). At the organizational level, this practice strengthens the efficiency and capacity of public services, although managerial support patterns greatly influence its effectiveness. A study in Italy proves that flexible work encourages home performance through job satisfaction (Barbieri et al., 2024), while in Jordan, FWS has proven to improve the performance of civil servants (Alatyat & Abu-Hamour, 2023). In the Indonesian context, the findings (Santosa et al., 2025) emphasize the importance of public engagement, while research (Saputrabey et al., 2025) Shows that digital motivation plays a crucial role in adapting to flexible work.

Overall, flexible working, whether WFA, remote, or hybrid, positively impacts individuals and organizations, with direct implications for improving employee performance. However, research in Indonesia is still limited and tends to use cross-sectional survey designs. Therefore, future research should be based on objective indicators of public service performance and longitudinal studies that can test the long-term effectiveness of flexible work in the Indonesian bureaucracy.

Policy Implications for Indonesia. The results of the bibliometric analysis confirm that most of the global research on WFA is still concentrated in developed countries with mature digital infrastructure. In contrast, the context of developing countries is relatively neglected. In Indonesia, PermenPANRB No. 4 of 2025 is an important milestone because, for the first time, it provides a legal basis for civil servants to work flexibly based on location and time, on the condition that they maintain the performance and quality of public services (MENPANRB, 2025). This regulation marks a paradigm shift in bureaucracy from

presence-based control to output-based systems, which is in line with the findings of the literature on digital bureaucracy and the need for more adaptive public organizations.

Within the framework of JD-R theory, this policy can be seen as a new job resource that has the potential to increase ASN engagement through flexibility in location and working time. However, the policy also creates new job demands regarding digital coordination needs, social isolation risks, and technology-based accountability demands. Therefore, the implementation of work flexibility must be accompanied by strengthening the capacity of ASN, equitable technology support, and a results-based evaluation system. Meanwhile, from the perspective of STS theory, this policy will only be effective if there is joint optimization between the technical subsystem (SPBE infrastructure, presence platform, evaluation system) and social subsystem (bureaucratic culture, trust-based leadership, and ASN discipline regulations).

The practical implication of these findings is that WFA in Indonesia cannot be understood solely as a technical innovation, but rather as an institutional transformation towards an adaptive, inclusive, and accountable digital bureaucracy. The remaining challenges include limited infrastructure in the regions, a maximum limit of 2 WFA days per week that is still office-oriented, and the gap in access to flexibility between positions. Therefore, further studies are needed to assess the effectiveness of PermenPANRB No. 4/2025 in increasing the productivity and welfare of ASN, as well as to test the extent to which this policy can close the gap between demands and resources within the framework of JD-R while integrating social-technical aspects according to the STS principles.

As a follow-up, several operational recommendations need to be considered so that the ASN work flexibility policy can run effectively: **First, the HRIS of ASN should be strengthened** to record output-based performance achievements, flexible attendance patterns, and distribution of workloads across units. **Second, objective indicators of public services, such as service level agreements (SLAs), the number of backlogs, and public satisfaction, are necessary** to ensure that the quality of services is maintained.

Third, a digital upskilling program for civil servants to strengthen skills in SPBE applications, cybersecurity, and virtual communication. **Fourth, welfare and work-life balance policies**, including right-to-disconnect guidelines, psychosocial support, and productivity-based incentives. Thus, this Policy Implications emphasizes the importance of the JD-R and STS conceptual framework and provides concrete direction for the Indonesian government in operationalizing the WFA policy in line with civil servants' needs, productivity demands, and the quality of public services.

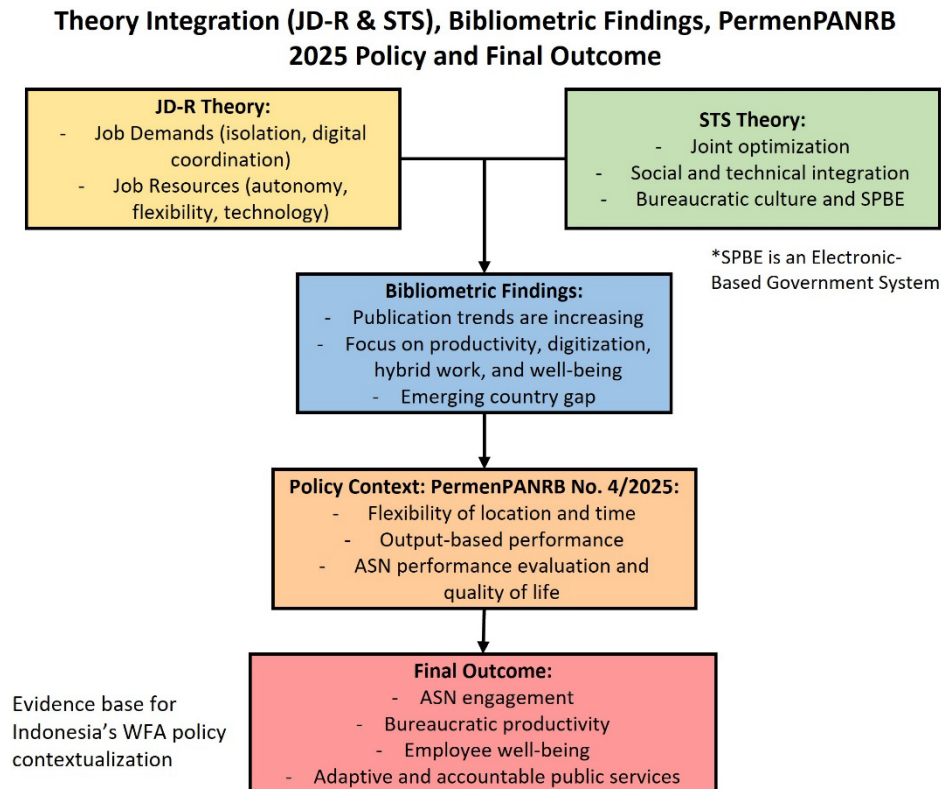


Figure 5. Final integration dan policy Indonesia

The final integration image shows how bibliometric findings highlighting the issues of productivity, digitalization, hybrid work, and welfare are understood through the framework of JD-R and STS theory, and then contextualized with national policies through PermenPANRB No. 4 of 2025. This flow confirms that WFA research in the Indonesian public sector requires a combination of global theoretical foundations, empirical evidence from the international literature, and specific local regulations. Thus, this framework provides a complete analytical foothold before concluding this study's academic and practical implications.

CONCLUSION

Bibliometric results of 64 Scopus articles for the period 2010–2025 show that research on Work From Anywhere (WFA), Remote Work, Hybrid Work, and Flexible Working in the public sector increased significantly post-COVID-19 pandemic, with a peak publication in 2024. The main focus of the literature is on the issue of pandemic response, bureaucratic productivity, and digital transformation of public organizations. Authors and productive institutions are still concentrated in developed countries, while contextual studies of the bureaucracy of developing countries, including Indonesia, are still very limited.

Theoretically, these findings confirm the relevance of Job Demands–Resources (JD-R) in explaining the balance between the new demands of remote work (e.g. the burden of digital coordination) and organizational resources (autonomy, technology support). Integration with Sociotechnical Systems (STS) highlights the importance of joint optimization between social and technical aspects in supporting the success of flexible work policies. The practical implication for Indonesia is that the implementation of

PermenPANRB No. 4 of 2025 must be accompanied by strengthening the digital competence of civil servants, an output-based evaluation system, and trust-based leadership so that WFA can truly improve productivity and quality of public services.

The limitations of this study lie in the dependence on the Scopus database and the descriptive nature of bibliometric analysis, so that it does not capture in depth the empirical experience of ASN in the field. Therefore, further research is recommended to conduct longitudinal studies on implementing WFA policies in Indonesia, objectively measure bureaucratic performance indicators, and explore socio-technical designs per local bureaucratic characteristics. This effort will strengthen theoretical understanding while providing more contextual and applicable policy recommendations.

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