

Flexibility Working Arrangement in Supporting Agile Maritime Governance in The Riau Islands

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Abstract. Archipelago governance, especially in the Riau Islands, is very complex and has not yet found a solution for its governance. This research aims to see the implementation of ideal maritime governance and how to support agile governance with a flexible system of apparatus work. The research method used is a qualitative method with a descriptive approach. The results of the research are that several factors need to be considered in maritime governance, including the authority of local governments, leadership, and resource management. In measuring the flexibility of the work system, the author uses several aspects of the approach, namely situation, approach, context, maturity, and performance. In this study, the authors provide recommendations for the formation of regulations governing the authority and governance of marine and archipelagic areas as well as the need to formulate regulations and work systems for ASN flexibility by making plans based on work and workload analysis and realizing infrastructure that supports the implementation of flexible work arrangements.

Keywords: Maritime Governance, Flexibility Working Arrangement, Agile Governance

1. Introduction

Archipelagic regions in terms of geography and in terms of public administration have different complexities from land areas. Riau Islands Province is one area that has characteristics of a maritime area and an archipelagic area, because 96% of the Riau Islands area is the ocean, and 4% is land. The position of the Riau Islands which is on the border between 3 countries, namely Malaysia, Singapore, and Vietnam, makes the Riau Islands Province a very strategic area in the path of the world economy and becomes the main gateway in Indonesia's defense and security. This makes the Riau Islands an opportunity as the world's maritime axis. From a geographical point of view, the Riau Islands Province has three main characteristics of a maritime area: it is an archipelagic area, the majority of its territory is the sea, and it borders the sea with four countries. This causes maritime governance in the Riau Islands to become increasingly complex. Policies in the maritime sector have not supported this, such as reclamation cases that do not support maritime culture, domestic ports that have not become sub-international ports, Exclusive Economic Zones (ZEE) which are still neglected, and governance that does not have clear authority between the government, center and area. In addition, maritime development and governance have not been carried out in an integrated manner with its strategic environment.

Riau Islands as one of the provinces that are given autonomy to regulate and manage the affairs of its government must be able to manage its government resources efficiently and effectively. The Riau Islands as the largest maritime area in Indonesia must be able to recognize the

potentials that exist in its various regions so that it can become a valuable asset to bring in local revenue for revenue generation and regional development. In addition to being able to recognize the potential of the region, this must also be supported by organizations and regional officials who are qualified in the performance process, productivity in reading fast-paced environmental changes so that this potential can be utilized as much as possible and does not become something that is left alone. Seeing this is in line with President Joko Widodo's speech regarding the Vision of Indonesia which calls for government agencies to carry out bureaucratic reforms both structurally and in a bureaucratic mindset with the aim of making the Indonesian bureaucracy more simple, effective, and efficient. In fulfilling this, the concept of agile governance was born in the organizational area and encourages people to apply agile organizational governance to improve organizational performance and production processes.

The complexity that occurs at the central government level is one of the reasons this research was taken which shows the urgency of the need for maritime sector governance in Indonesia. Furthermore, after the implementation of decentralization in Indonesia, with the enactment of Law Number 23 of 2014 concerning Regional Government, the governance of the maritime sector has become more complex. There are several problems found by the researchers including the problem of authority between the central and regional governments, the difficulty of communication and coordination between local governments due to the affordability of access, and the low competence of the apparatus in the regional apparatus, especially remote areas. Good performance becomes a reference for local officials to provide the best service in order to be able to compete in the local and global scope. The application of flexibility in work is a solution related to managing employee performance in accordance with the current situation. Annette Blokland in a 2018 Forbes article stated that 70% of people view an organization or institution that implements FWA as having high attractiveness as a place to work compared to institutions that still apply the 9 to 5 working principle. and productive in providing public services, the concept of flexibility working arrangement is present and is being worked on to be implemented.

2. Methods

In compiling this research, the author uses qualitative research methods with descriptive analysis methods. The qualitative approach was chosen because this study seeks to describe the views, and percent options of researchers as a whole and seeks to reveal in depth the Flexibility Working Arrangement of the State Civil Apparatus in realizing agile governance in the Riau Islands Province government. The author uses a qualitative research method with a descriptive approach because by using a qualitative method, the author can understand more deeply the phenomena that occur in the field. The final result of this study is that researchers can provide suggestions or recommendations on the Flexibility Working Arrangement of State Civil Apparatus in realizing agile governance in the Riau Islands Province government. Qualitative research also provides a freer space for researchers to explore information and data in the field. With this approach, the writer can also express the views, attitudes, experiences of the informants, and the values held by the informants. All the information that the author got in the field, both from research informants and documents, was conveyed clearly and sharply so that it could reveal the results of the research in depth.

3. Result and Discussion

The Covid-19 pandemic that occurred in Indonesia has changed the entire order of life, one of which is the employee work system. Flexibility Working Arrangement is a form of transformation in organizational governance as well as bureaucratic reform by changing work patterns that allow employees to choose their working hours, whether it is in setting working hours, schedules, or places of work. This concept began to emerge in the Riau Islands Province government since the Covid 19 pandemic occurred with the implementation of social restrictions and a mandate from the Minister for Administrative Reform and Bureaucratic Reform (MENPANRB) by issuing Circular Letter Number 58 of 2020 concerning the Work System of State Civil Apparatus Employees (ASN) in The New Normal Order as last changed through SE Number 67 of 2020 regarding the criteria for implementing employee work through Work From Home (WFH) and Work From Office (WFO) based on the Covid-19 risk zone map issued by the Covid-19 Task Force. This was also responded to by the Riau Islands Provincial Government by issuing a circular (SE) Number: 800/893/BKPSDM-SET/2021 regarding the adjustment of the work system and the presence of ASN to control the spread of Covid-19 in the Riau Islands Province Government.

The implementation of the flexible working arrangement system within the state civil apparatus still leaves problems, not only in the Riau Islands Province but also in several regional governments. Therefore, analysis is needed in the application of flexible working arrangements, namely using the SAP-LAP framework. The SAP-LAP theoretical framework is a system theory as the basis for implementing flexible work in an organization by looking at several aspects, namely situation, approach, context, maturity, performance, and basic elements and feedback from flexible working arrangements [1].

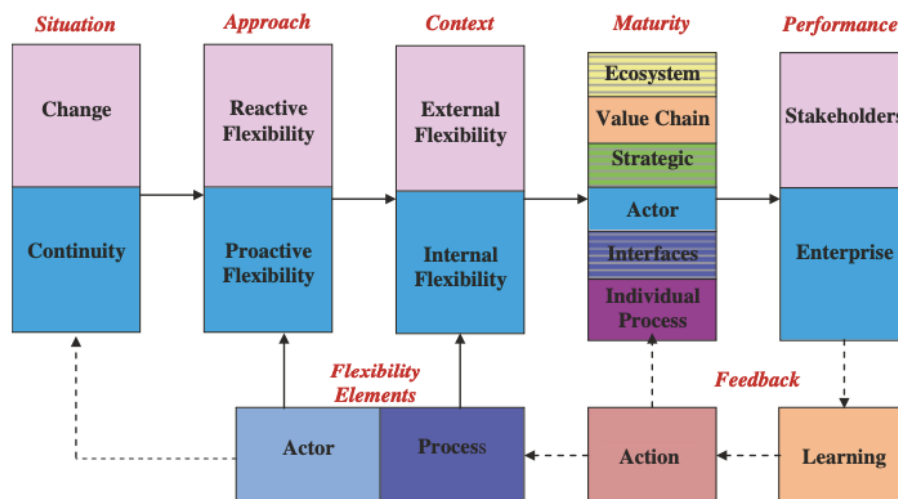


Fig 1. The theoretical concept of Flexible System Management

In this SAP-LAP analysis, the situation is the driving force for the implementation of a flexible working arrangement, so a supportive situation is needed in the implementation of this work

concept. This situation can come from regulations or work systems that are built to create a positive culture of organizational flexibility and agility. After building a supportive situation, an approach is needed in the application of a flexible working arrangement. The approach that emerges can be reactive and proactive, so that innovations are needed that support the approach to implementing this flexible working arrangement concept. This flexibility system approach can be through an internal approach, namely internal parties of the organization, or, from external systems and approaches from the environment or partners. In measuring the maturity of the work flexibility system, several aspects are seen including flexibility in individuals, linking between processes and emerging strategies in the work system, flexibility, and highest maturity when all strategies have spread throughout the ecosystem. By looking at the maturity of the flexible working management system, organizations can measure how the performance is needed because the performance and stakeholders have a link in the flexibility system management by considering the benefits received by the organization [2].

A. Situation

The Covid-19 pandemic is one of the drivers for the implementation of a flexible working arrangement. With the Covid-19 pandemic, it is certainly a challenge for the government to determine the direction of policies related to the work system for the state civil apparatus. The Riau Islands Provincial Government issued a circular (SE) Number: 800/893/BKPSDM-SET/2021 regarding the adjustment of the work system and the presence of ASN to control the spread of Covid-19 within the Riau Islands Provincial Government. This circular, it is explained the working system of civil servants in the Riau Islands provincial government by prioritizing structural officials or employees who have a strategic mandate to work from the office by 25% and 75% carrying out official duties at home (WFH). Work From Home (WFH) is a form of embodiment of the concept of Flexibility Working Arrangement. Indirectly, WFH and FWA changed the working paradigm of ASN, which used to be that the average worker would always go to the office to work or provide services, but is now more flexible.

In the context of this pandemic, flexible work arrangements can be applied despite various negative impacts, such as a sharp decline in performance, lower productivity, lower public services, and lower economic growth. In this case, the Employee Professionalism Index becomes a benchmark for the need for flexibility in the management system. The Employee Professionalism Index (IPP) is an instrument used to quantitatively measure the level of professionalism of employees, the results of which can be used as a basis for evaluating evaluations in efforts to develop employee professionalism. The following are the results of the Employee Professionalism Index from 2019-2021:

Table 1. Details of the Professional Level of ASN (Civil Servants) in the Riau Islands Provincial Government

Numb	Category	Qty	Score		
			2019	2020	2021
1	Qualification	25	14.30	14.18	14.34
2	Competency	40	20.55	9.29	9.02
3	Performance	30	25.25	25.30	25.07
4	Discipline	5	5	4.99	4.99

Total	65.10	53.77	54.02
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The target of the Employee Professionalism Index (IPP) is 80%, and based on the analysis of the Percentage of Employee Professionalism Index (IPP) in 2021 it is 54.02% with a performance achievement of 67.52% or in the poor performance category. The Employee Professionalism Index in the Riau Islands Provincial Government has decreased in the last 5 years, namely from 2017 to 2020. In 2017 the IPP realization was 84.56% of the 70% target. In 2018 it became 79% of the 72% target. then in 2019, it became 65.10% of the 75% target. In 2020 it will be 53.77% of the 78% target and in 2021 it will be 53.60% (Riau Islands Provincial Government, 2021). Based on performance achievements in 2021, Riau Islands Province is still far from the RPJMD target. where in the RPJMD target the number of Employee Professional Index (IPP) is 80%. while the realization was 54.02%.

The current Covid-19 pandemic should be an encouragement for ASN to prepare for a new normal to support bureaucratic reform that accelerates adaptation, agility, and mobility, thus enabling bureaucratic organizations to play a decisive role in winning the global competition. Simplifying the bureaucracy and improving the local government environment by eliminating the fourth and third echelons are forms of creating a dynamic, agile, and professional bureaucratic environment to be more effective and efficient in providing public services. The COVID-19 pandemic has also forced the Riau Islands Provincial Government to transform into a virtual-based organization by prioritizing the use of information technology in the organization's operations.

B. Approach

The approach to implementing the flexible working arrangement will certainly lead to a response from the policy implementers, namely the State Civil Apparatus (ASN), whether they support or reject the policies made. The government in this case takes an approach by making regulations to implement a flexible work system by implementing Work From Home (WFH). In a circular issued by the Riau Islands Provincial Government, it is explained that the Head of Regional Apparatus conducts monitoring of employees in their work units who are confirmed to be positive for COVID-19 and conveys the condition of employees in their work units to the Regional Secretary of the Riau Islands Province who is forwarded to the Personnel and Development Agency. Human Resources (BKPSDM) and submit in writing for the implementation of the work system by carrying out official duties at the office (WFO) or carrying out official duties at home/residence (WFH). Regulating the number of employees for regional apparatuses that are categorized as high risk, the Head of Regional Apparatus can regulate the number of employees who carry out official duties in the office (WFO) by a maximum of 25% (twenty-five percent) in their work units by prioritizing structural officials or employees who carry out strategic tasks and 75% (seventy-five percent) carry out official duties at home/residence (WFH). The regulation number of employees who perform services at the Technical Implementing Unit is regulated by the Head of the respective Regional Apparatus.

For registration of attendance for Civil Servants, Government Employees with Employment Agreements, Temporary Employees, and Daily Employees / Freelance within the Riau Islands Provincial Government using online presence through the Riau Islands SIAP Application, for employees who carry out official duties in the office (WFO) perform attendance in their respective offices and for employees who carry out official duties at home/residence (WFH)

continue to make attendance at their respective homes/residences. In addition, while carrying out official duties at home/residence (WFH), employees are required to activate communication tools and utilize information technology to build coordination, communication, consultation, and receive directions from the leadership so that performance productivity can run effectively and efficiently. The Head of the Regional Apparatus is responsible for the smooth running of the government so that the service function runs well and is obliged to report to the Governor through the Regional Secretary.



Fig 2. The KEPRI SIAP application

The implementation of a flexible ASN work system does not always run smoothly. There are several conditions where ASN must be able to adapt to information technology and a good network is needed so that the work can be carried out properly, effectively, and efficiently. In other literature from Hill, the application of Flexible working Arrangements can be seen from several approaches, including workplace flexibility and work-life-fit [3]. Authority here focuses more on the approach to implementing policies. With the arrangement of the ASN flexible work system, not all policy actors can carry out the work system effectively and efficiently. An adaptation process is also needed, especially for employees still passive in using information technology.

The number of ASN in the Riau Islands Province is 5,161 employees consisting of administrative civil servants totaling 2,805 employees consisting of 1,502 male civil servants and 1,303 female employees, spread over 29 Regional Apparatuses within the Riau Islands Provincial Government. Based on observations and research in the field, the approach has been given by superiors to employees to always convey the performance targets that must be achieved during WFH/WFO with a percentage of 70%, and for the remaining 30%, there is no approach given from superiors to employees. In addition, 69% do not agree to continue the work system using WFH and still choose to work from the office rather than at home. This indicates that civil servants (PNS) in the Riau Islands Provincial Government are not ready with a flexible work system. Therefore, it is necessary to develop a flexible ASN work system that supports the performance and performance of ASN in facing the challenges that will arise, including the difficulty of coordination as a result of different working hours and changes in culture and

working time as well as its impact on employee career development so that ASN is proactive in implementing flexibility. working arrangement and can make good and efficient governance.

C. Context

In the implementation of the flexible working arrangement, context is closely related to the approach process in implementing the ASN work system in the Riau Islands Province, whether it is proactive or reactive to the flexible work system. In this case, the context is divided into two, namely internal flexibility and external flexibility. Internal flexibility looks at how the internal work system of the organization includes organizational members, work systems, and regulations that regulate the ASN flexibility work system in the Riau Islands Province. When the COVID-19 pandemic broke out in Indonesia, many agencies, both private and government agencies, changed their work pattern or culture from WFO (work from the office) to WFH (work from home) according to the circular letter of the Minister of Apparatus Empowerment and Bureaucracy Number 54 of 2020 concerning Adjustments The Work System of the State Civil Apparatus To Prevent the Spread of Covid19 In Government Agencies, ASN Can Perform WFH Following The Placement Of The Agency.

Internally, the application of the FWA method must have a strong desire to work independently. Therefore, the output becomes the main benchmark for people to work or not, because there is no longer a benchmark for employee attendance in the room. Before designing regulations related to FWA for ASN, the government needs to conduct an in-depth study and analysis of the potential and risks of implementing this working model. This allows the final policy to be accurate, increases the effectiveness, efficiency, and performance of ASN and the bureaucracy, and increases public trust. The first step that the government can take is to review the implementation of WFH for ASN during the pandemic and then communicate the results of the assessment to the public. This is important because many consider ASN not working optimally during WFH. Then, the government also needs to conduct a comparative FWA test by studying and comparing the working model of ASN in developed countries.

In this case, the application of FWA in the Riau Islands Province has not been maximized. The application of the FWA work system is only limited to limiting employees to be present in the office due to the Covid-19 pandemic and the use of online attendance and has not set up a flexible work system. Based on the results of a Google survey of 100 percent of ASN who worked Work From Home (WFH) in the first 3 months of the work system being implemented, as many as 30 percent of Civil Servants (PNS) may not do their job when the work from home (WFH) system was implemented at the beginning. -the beginning of the Covid-19 pandemic (Mind of the People, 2022). Based on a survey conducted on civil servants in the Riau Islands Province, 73 percent said that working from the office is more effective than working in a WFH way. This is due to the still limited resources and capacity in the use of technology and the absence of a system for regulating flexible work systems by ASN.

D. Maturity

In looking at the level of maturity in the application of the ASN work system, some things can be considered both internally and externally. In the internal approach, the level that is considered is having flexibility in individual processes, then connecting one process to another and the application of flexible working arrangements is mature by making internal actors and stakeholders flexible, and ultimately strategic flexibility emerges. To realize the full potential of implementing flexible working arrangements, an organization should be able to go beyond

the external level, namely flexibility in building value networks by creating partners and at the last level absorbing strategic flexibility throughout the ecosystem.

The context of internal/external flexibility has a direct relationship with the maturity of organizational flexibility. In implementing a flexible work system within the Riau Islands provincial government, the WFH circular issued by the Menpan-RB, changed the ASN work model, namely where people who used to work always went to the office to complete work or provide services, but now it is more flexible. In the internal approach, the maturity level of individual processes is a concern in the application of a flexible work system. The implementation of this Flexible Working Arrangement has several influencing factors such as gender, infrastructure and technology, leadership and managerial, policies, and types of work and positions. Gender is one of the factors that affect the level of the individual process. Gender looks at how the application of flexible work arrangements affects male and female employees. Early research suggests that the use of this work schedule is uneven, with working from home placing a greater burden on women than men [4]. From the results of a survey conducted within the Riau Islands Province government, 60% of respondents did not agree that gender factors affect flexibility in working with WFH. However, in its implementation, civil servants in the Riau Islands Province government still choose to work from the office rather than at home. In addition to coordination problems, the office environment is not yet supportive to work flexibly during a pandemic.

Based on the survey results, it is necessary to build a maturity level from the lowest level, namely individual processes. Individual processes are closely related to organizational culture. Rapid changes through bureaucratic reform have also changed the climate and culture of government agencies. The definition of organizational climate in various literature and research according to The Oxford Handbook of Organizational Climate and Culture so far cannot be formulated in an ideal consensus. The implications that organizational culture brings the real organizational climate in increasing the ability of government institutions to adapt to changes in the current disruptive era are associated with the fundamental function of organizational culture itself. This is evident in the organizational function of Robbin's (2001)'s opinion which was adopted by Burso (2018) including (1) Creating a clear distinction between one organization and another, (2) Bringing a sense of identity to members of the organization, (3) Culture facilitate the emergence of member commitment to the organization through the internalization process, (4) Culture is a social glue that helps unite members of the organization with one another and provides the right standards to do, (5) Organizational culture will guide and shape employee attitudes and behavior, both in interacting internally and externally to the organization [5]. Therefore, it is necessary to build a Flexible Working Arrangement system that allows the creation of ASN who can work according to dynamic work targets, ASN who are always connected with various internal and external stakeholders through existing communication media, integrated through the use of the SPBE application wherever they are. and tools or tools that enable ASN to identify their own needs in terms of competency development.

E. Performance

Organizational performance is related to the maturity level of an organization in the application of flexible work management, the more mature an organization is, the better the performance in the application of this flexible work system. With the Covid-19 pandemic, the government has learned to be able to apply one of the values of FWA, namely working from home. FWA in

the public sector has not been fully implemented, but experience has been gained in managing FWA. Work from Home (WFH) is an alternative to implementing FWA. However, the goal of WFH is not to balance work and social life. In practice, WFH is not entirely ideal. The announcement from the Ministry of Administrative Reform and Bureaucratic Reform (Kemenpan RB) revealed that the implementation of work from home (WFH) from March until now still has many shortcomings. The implementation of WFH only moves work from the office to home without reducing the formalization of work implementation. One of them is related to working hours, the implementation of WFH is still valid from 08.00 to 16.00 (working hours), 5 working days. The working hours will be adjusted for agencies that apply for 6 working days. In addition, regularization of attendance is also being implemented. Attendance WFH implementation period remains the same as office absences. The implementation of WFH was used as an emergency policy in dealing with the Covid-19 pandemic, but other policy adjustments were not fully followed. One example is workload. The workload of the position has not adjusted to the needs of work carried out remotely with the help of technology.

There are several problems found in the implementation of WFH in the Riau Islands Province government. One of the performance indicators is not entirely clear. As a result, it is often not possible to optimally monitor the day-to-day performance goals of employees. Setting performance targets that are included in performance management is a problem that needs to be explained in detail so that operations can be optimized when implementing a flexible work arrangement (FWA). However, in the implementation of WFH so far, the change in individual performance goals has not been completely clear. Employee performance targets are still based on attendance and performance appraisals. Even in some new places based on employee attendance. Based on a survey conducted on civil servants in the Riau Islands Province government, 40% said they did not agree that organizational achievement increased with flexibility in work, and 70% did not agree that flexible work was more effective.

The implementation of Flexible Work Arrangements (FWA) emphasizes work flexibility by providing alternative workplaces that allow employees to easily determine their place of work, either in the office, home, or other locations deemed suitable for employees. Performance management has become a systematic model from planning to evaluating individual and organizational performance. Government Regulation Number 30 of 2019 concerning the performance of civil servants explains that the performance management system for civil servants is a systematic process consisting of performance planning, performance monitoring, and the implementation of coaching, tracking, and performance. Information Systems. PP No. 30 of 2019 stipulates that performance planning includes the preparation and determination of employee performance targets (SKP) by taking into account work behavior. SKP is a document that must be prepared for civil servants in all positions, both high-ranking officials, administrators, supervisors, and functional and implementing officials.

Therefore, planning is needed to measure appropriate performance in implementing FWA. Previously, the government had issued a circular to simplify the bureaucracy in local governments so that the initiation to make the ASN work system flexible and agile would not be difficult to realize. It is necessary to identify positions in government organizations that can carry out work remotely and annual performance targets as evidence of employee / ASN performance implementation. In addition, it is necessary to analyze the need for information technology infrastructure facilities and map the infrastructure needs that support the application of flexible working arrangements in the Riau Islands Province government.

4. Conclusion

Flexible Working Arrangement or FWA is a concept of flexible work arrangements by changing work patterns that allow employees to choose their working hours and is one of the alternative solutions for a new work system that can be applied in the wake of the current Covid-19 pandemic. The Covid-19 pandemic is one of the drivers for the implementation of a flexibility working arrangement. With the Covid-19 pandemic, it is certainly a challenge for the government to determine the direction of policies related to the work system for the state civil apparatus. The implementation of a flexible ASN work system does not always run smoothly. There are several conditions where ASN must be able to adapt to information technology and a good network is needed so that the work can be carried out properly, effectively, and efficiently. The results of research in the field show that civil servants (PNS) in the Riau Islands Province Government are not ready with a flexible work system. Therefore, it is necessary to develop a flexible ASN work system that supports the performance and performance of ASN in facing the challenges that will arise, including the difficulty of coordination as a result of different working hours and changes in culture and working time as well as its impact on employee career development so that ASN is proactive in implementing flexibility. working arrangement and can make good and efficient governance.

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