

Multigroup Analysis: The Effect of Work From Home Policy Implementation on Apparatus Work Productivity

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Abstract

The COVID-19 pandemic has prompted the government to adopt a remote work system by issuing a WFH policy. This policy directly impacts changes in the government's work system, which requires the apparatus to adapt quickly to maintain work productivity. By reviewing the implementation of WFH policies within the government, it will be known whether the policy impacts the work productivity of the apparatus. This study examines and analyzes the effect of WFH policy implementation on apparatus work productivity and whether there are differences based on gender, age, position, and education level. Data was collected through questionnaire surveys using Google form and analyzed with Multigroup Analysis using Smart PLS3. As a result, WFH policies that are implemented effectively in terms of communication, resources, employee disposition, and bureaucratic structure can increase the work productivity of the apparatus. Overall, there was no significant difference in the increased apparatus work productivity in implementing WFH based on gender, age, position, and education level.

Keywords: work from home, policy implementation, apparatus work productivity, multigroup analysis

INTRODUCTION

The COVID-19 pandemic prompted organizations around the world to adopt remote work to keep organizational operations active during lockdowns [1]. Work From Home is an alternative for many public and private sectors in carrying out their work responsibilities [2]. Likewise, in the Indonesian government, the choice of Work From Home (WFH) policy itself is regulated through the Circular Letter of the Minister of State Apparatus Empowerment and Bureaucratic Reform (SE Minister of PANRB) Number 19 of 2020 concerning Adjustments to the Work System of the State Civil Apparatus to Prevent the Spread of COVID-19 in Government Agencies. Furthermore, the policies related to WFH are adjusted to the status of the spread of COVID-19 and become unity with the latest policy, namely SE Minister of PANRB No. 06/2022.

The Central Statistics Agency (BPS) is a government agency that implements WFH policies during the COVID-19 pandemic based on Sestama Circular No. 135 of 2020 concerning Adjustments to the Work System of Civil Servants

(PNS) and Non-Civil Servants (PPNPN) to Prevent the Spread of Corona Virus Disease (COVID-19) within the Central Bureau of Statistics. One of the BPS task areas most affected by COVID-19 is East Java. Judging from its development since 2020-2022, nationally, East Java was ranked fourth highest in COVID-19 cases [3]. East Java is the task area of BPS with the largest work units, namely as many as 39 work units consisting of 1 work unit of BPS East Java Province and 38 work units of BPS Regency / City, and has the second largest total employees / ASN after Central Java, which is as many as 1,135 people with various educational backgrounds and rank groups [4].

Based on Law Number 16 of 1997 concerning Statistics, BPS has an important role in providing data needs for the government and the public. BPS data is obtained from the results of censuses or surveys conducted alone as well as from secondary data collection sourced from government agencies or other departments. The census and survey produced national strategic indicators (inflation, economic growth, gini ratio, poor population presentation, Human Development Index (HDI), and Open Unemployment Rate/ TPT). Based on the 2021 Data Needs Survey (SKD), it was recorded that 92.52 % of BPS data users use it as a basis for planning, monitoring, and evaluating national development [5].

However, the COVID-19 pandemic which requires social distancing in various activities has

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caused dilemmatic conditions. On the one hand, as BPS is committed to participating in preventing the spread of COVID-19, it must implement the WFH policy, but on the other hand, BPS is required to remain productive to maintain its performance and fulfill its responsibilities as a provider of quality statistical data. Referring to Sestama Circular Letter No. B-138/BPS/2000/03/2020 concerning Census and Survey Implementation Policy in Efforts to Prevent the Spread of Coronavirus Disease (COVID-19), some BPS activities have been delayed so that many activities cannot achieve the target or are less than optimal.

In policy implementation, implementation refers to specific policies in response to specific problems that occur in the community [6]. The WFH policy for the State Civil Apparatus (ASN) is a form of effort to prevent and minimize the spread of the COVID-19 pandemic within the government. In the perspective of HR (Human Resources) management, WFH is a policy implemented by the government in its function of providing employee safety and health during the COVID-19 pandemic, as well as a compensation function in the form of work flexibility, namely working from their respective residences. In this case, the government provides a *work-life* balance in the form of a balance between personal life (security and health) with work life (working from home).

Edwards III suggests that policymakers' decisions will not succeed without effective implementation. Therefore, four interrelated factors affect policy implementation [7, p. 17], namely:

1. Communication

Public policy information needs to be conveyed to implementors to know exactly what must be prepared and done to implement the policy so that policy objectives can be achieved. Policies must be communicated accurately to achieve effective implementation that includes transmission, clarity, and consistency.

2. Resources

Sufficient resources are an important factor in achieving effective implementation. Policy instructions delivered accurately, clearly, and consistently will not achieve effective implementation if there are few resources available in policy implementation that include staff, information, authority, and facilities.

3. Disposition

The effectiveness of the implementation of a policy will not be achieved only with adequate

communication and resources but there must be a willingness and commitment from the implementers to implement the policy. The willingness and commitment of the executor are influenced by the cognition, direction, and response of the executor and the intensity of the implementer's response.

4. Bureaucratic Structure

Work mechanisms created to manage policies require the implementation of Standard Operating Procedures (SOPs) that govern workflow between implementers.

A work system that combines WFH and *Work From Office* (WFO), has been considered an optimal solution for improving organizational performance and overall work motivation levels [8]. This remote work system is proven to have an impact on employee work productivity [1] However, on the other hand, WFH also causes an increase in workload and constant work pressure [9] and causes a work culture crisis where there is a lack of coordination with the team and reduced social interaction between employees [10].

Work From Home (WFH) is defined as paid work done primarily from home (at least 20 hours per week) [11]. Remote work in this case work from home provides potential benefits for organizations in terms of flexibility (time flexibility, workplace flexibility, work-life balance) and cost-effectiveness but there needs to be operational and organizational support, employee skills improvement through training and infrastructure support [12]. In line with the results of research that prove that remote work flexibility is influenced by workplace flexibility, working time flexibility, and infrastructure flexibility [1].

WFH is a form of experience of a new work system related to the important role of organizations in increasing employee work productivity [2]; [13]. It is proven that during WFH, employees who are educated and have high incomes tend to show a slight decrease in work productivity [14]. The greatest decrease in productivity occurred in employees who have young children and low income [15]. Apparatuses who occupy structural positions, are younger and have a high level of education have a better level of WFH readiness [16].

Productivity is defined as a comparison between output and input where high productivity will result in increased efficiency (material-time-labor), production techniques, work systems, and work skills [17, p. 126].

Productivity is the result of measuring performance by taking into account the resources used, including human resources [18, p. 7]. Furthermore, another definition suggests that work productivity is the ability of a person or group of people to produce goods and services within a certain period that has been determined or by the plan [19, p. 12]. Work productivity indicators based on Busro namely effectiveness leads to the achievement of maximum work results (quality, quantity, time) and efficiency is related to the comparison between input and realization of work done [20, pp. 352–353].

The results of existing research, show a gap related to the implementation of this WFH policy. It is proven that WFH has an impact on decreasing work productivity [14]; [15]. However, other studies have shown that WFH has a significant effect on increasing work productivity [21]; [22]; [23]. WFH has also been shown not to affect work productivity [24].

The effect of data collection at the beginning of the pandemic is a limitation of his research so that future longitudinal studies can offer sufficient data to analyze changes in remote work dynamics at different times (one or two years) [25]. This study will examine the implementation of WFH policies specifically on the overall experience of WFH apparatus during the policy starting from the full WFH work system to hybrid (WFH and WFO). WFH policy measurement during a pandemic can be a fundamental input for governments and organizations to decide on appropriate work system policies [26].

From the description above, the formulation of this research problem is whether the implementation of the WFH policy affects the work productivity of the BPS District and City apparatus in the East Java Region. And are there differences based on gender, age, education level, and position? This study aims to test and analyze the effect of WFH policy implementation on apparatus work productivity based on gender, age, education level, and position using multigroup analysis.

MATERIAL AND METHOD

1. Data Collection

This study uses a quantitative approach to test and analyze the effect of WFH policy implementation on apparatus work productivity. This research was conducted in all BPS districts and cities in the East Java region because East

Java is one of the BPS task areas most affected by COVID-19 and districts/cities are at the lowest bureaucratic level in the Central Statistics Agency. The respondents of this study were employees of BPS Districts and Municipalities in the East Java region who implemented WFH with a working period of more than 3 (three) years and were not administrative officials. Sampling uses simple random sampling because the characteristics and population of the study are almost homogeneous. The sampling technique used the Yamane formula with a precision value of 5% [27, p. 1088] so that a total sample of 283 employees was obtained. Data collection was carried out through questionnaire surveys using Google Forms distributed via WhatsApp groups and official emails of all work units. Respondents' answers were measured using a five-point Likert scale of 1 "strongly disagree", 2 "disagree", 3 "neutral", 4 "agree", and 5 "strongly agree".

To measure the implementation of WFH policy, 19 points of statements from four indicators based on Edwards III. Work productivity was measured using 11 statement items adapted from Wolor et al. [24]. Gender, age, position, and education level as nominal data measured by categories 1 to 4.

Indicators and statement items as follow:

| WFH Policy Implementation (X) | |
|-------------------------------|--|
| Communication (WFH1) | |
| 1 | The process of delivering information about the implementation of WFH is delivered accurately or received appropriately by employees |
| 2 | Instructions on the implementation of WFH are clearly conveyed to employees regarding the time and how to implement WFH so as not to confuse |
| 3 | WFH policy materials are always disseminated through official circulars and disseminated consistently to employees |
| Resources (WFH2) | |
| 4 | During the implementation of WFH, the number of employees in BPS District/City is adequate and competent in their fields |
| 5 | I have sufficient skills to complete the assigned tasks during WFH |
| 6 | I have a good working personality, both in WFH and WFO settings |
| 7 | I have high creativity to support my work |

| | |
|-------------------------------|--|
| 8 | Supervisors provide direction and information on how employees implement WFH policies and inform employees to comply with WFH rules |
| 9 | Superiors give full authority to employees in carrying out job responsibilities during the implementation of WFH |
| 10 | Employees obtain the facilities and infrastructure or supporting equipment needed to support the smooth running of work during the implementation of WFH |
| Disposition (WFH3) | |
| 11 | I have a good work attitude and avoid mistakes during WFH |
| 12 | I never complain about the tasks assigned to me when working from home |
| 13 | I always develop good relationships with other employees during WFH |
| Bureaucratic Structure (WFH4) | |
| 14 | BPS District/City has a <i>Standard Operating Procedure (SOP)</i> that regulates the flow of work of employees while implementing the WFH policy |
| 15 | Employees comply with every instruction from superiors regarding the regulation of the process of carrying out work activities during WFH |
| 16 | I always complete the assigned tasks on time during WFH |
| 17 | I adhere to the working hours set by the office during WFH |
| 18 | During WFH, I try my best to complete the assigned tasks based on the specified criteria |
| 19 | I never complain about the tasks assigned to me, neither in WFH nor WFO settings |

| | |
|-----------------------|--|
| Work Productivity (Y) | |
| Effectiveness (PROD1) | |
| 1 | I managed to plan my work so that I could finish it on time. |
| 2 | I remember the work I had to finish. |
| 3 | I set priorities. |
| 4 | I manage my time well. |
| 5 | With my initiative, I start a new task after my old task is completed. |

| | |
|--------------------|---|
| 6 | I work to keep my knowledge up to date related to work. |
| 7 | I try to keep updating my job skills. |
| 8 | I find creative solutions to new problems. |
| Efficiency (PROD2) | |
| 9 | I can do my job efficiently. |
| 10 | I take on challenging tasks when they become available. |
| 11 | I am constantly looking for new challenges in my work. |

2. Data Analysis

The analysis technique in this study uses Partial Least Square-Structural Equation Model (PLS-SEM) Multigroup Analysis. The evaluation of the PLS-SEM model consists of two stages, namely a measurement model that shows the relationship between latent variables and indicator variables and a structural model that displays the relationship between latent variables [28]. Data analysis using Smart PLS 3 software. Evaluation of measurement models is carried out by outer loading examination, internal consistency reliability assessment using *Composite Reliability*, convergent validity assessment using *Average Variance Extracted (AVE)*, and discriminant validity assessment using Heterotrait-monotrait (HTMT) [29].

For the evaluation of structural models using collinearity tests, determinant coefficient values (R^2), effect size (f^2), predictive relevance (Q^2), and path coefficient significance. Finally, researchers used a *Multigroup Analysis (MGA)* approach [30, p. 14], to test whether there were differences in results between groups based on sex, age, occupation, and education level in the proposed model. MGA test results are viewed based on path coefficients on PLS-MGA, Parametric Test, *Welch-Satterthwaite* Test, and compare *bootstrapping* results between groups.

3. Hypothesis

H1: The implementation of the WFH policy has a positive effect on the work productivity of civil servants in the BPS East Java Region.

WFH has a significant influence both directly and indirectly on employee productivity during the pandemic [23]; [21]. Remote work in the context of WFH is considered to have an impact on employee productivity, which triggers performance improvements [1].

H2: There are significant differences in the effect of WFH policy implementation on work

productivity based on gender, age, position, and education level of civil servants in the BPS East Java Region.

Gender moderates the effect of work-from-home and *work-life balance* on employee performance [31]. A significant gender moderation effect occurs when working remotely on work productivity [25]. Employees who are educated and have high incomes tend to show a slight decrease in work productivity [14]. The greatest decrease in productivity occurred in employees who have young children and low income [15]. Apparatuses who occupy structural positions, are younger and have a high level of education have a better level of WFH readiness [16].

The conceptual model of the study is shown in Figure 1. The following:

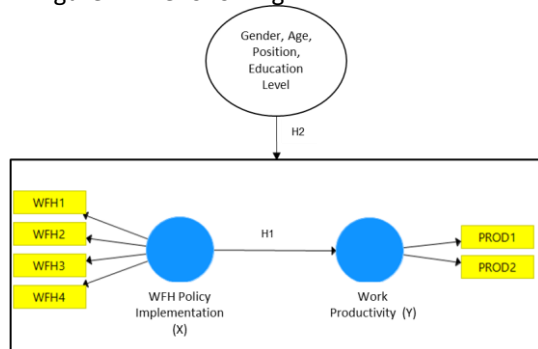


Figure 1. Conceptual Model

Source: Processed Author, 2022

RESULT

1. Measurement Model Evaluation

Outer loading shows the correlation of an indicator and its construct. Outer loading value > 0.7 is acceptable. Internal consistency reliability testing using Composite Reliability (CR) where the accepted value > 0.7 or in other words the Dillon-Goldstein rho value > 0.7 is viewed by the block indicator as unidimensional [32]. Assessment of the convergent validity of each construct measure using Average Variance Extracted (AVE) describes how large a construct or latent variable can explain the variance of its indicator where an AVE value of > 0.5 is acceptable [33].

Based on Table 1. It can be explained that the outer loading value of all indicators has a value of > 0.7, meaning that all indicators have validity. The value of rho_A and composite reliability in the variable also show a value of > 0.7, meaning that all constructs have reliability. Furthermore, judging from AVE, all constructs show a value of > 0.5, meaning that the constructs have

convergent validity, where the constructs of WFH policy implementation and work productivity can explain the variant of indicators by 76.3% and 89.5% respectively. Thus it can be concluded that the measurement of all indicators reaches the reference value or shows that all constructs have reliability and validity (see Table 1).

Table 1. Measurement Model Evaluation Results

| Variable | Outer Loading | Cronbach's Alpha | rho_A | Composite Reliability | AVE |
|-------------------------------|---------------|------------------|-------|-----------------------|-------|
| WFH Policy Implementation (X) | | 0,897 | 0,930 | 0,927 | 0,763 |
| WFH1 | 0,760 | | | | |
| WFH2 | 0,909 | | | | |
| WFH3 | 0,906 | | | | |
| WFH4 | 0,909 | | | | |
| Work Productivity (Y) | | 0,884 | 0,918 | 0,945 | 0,895 |
| PROD1 | 0,958 | | | | |
| PROD2 | 0,934 | | | | |

Source: Processed Primary Data, 2023

Assessment of discriminant validity using Heterotrait-monotrait (HTMT). HTMT is an evaluation of discriminant validity at the variable level based on a comparison of heterograft-hetero-method correlation (mean correlation between measurement items of different variables) and mononitrate-hetero-method correlation (correlation between items measuring the same variable). HTMT is more effective for the evaluation of discriminant validity at the variable level because it has a high level of sensitivity where the HTMT value < 0.85 indicates the discriminant validity is accepted but HTMT < 0.9 is still justified for use [29]. The results of the analysis show that the HTMT value < 0.85 or the HTMT criteria are met so that it can be concluded that the model construct has discriminant validity (see Table 2).

Table 2. Discriminant Validity Test Results (HTMT)

| Construct | WFH Policy Implementation (X) | Work Productivity (Y) |
|-------------------------------|-------------------------------|-----------------------|
| WFH Policy Implementation (X) | | |
| Work Productivity (Y) | 0,737 | |

Source: Processed Primary Data, 2023

2. Structural Model Evaluation

Evaluation of structural models based on Hair [33]. Test collinearity by looking at the *value of the Variance Inflation Factor (VIF)* of $0.2 < VIF < 5$. The value of the determinant coefficient (R²) to see the accuracy of the model's prediction where the value of R² of 0.75 means high, 0.50 means medium, and 0.25 means low. The effect size (f²) with a value of 0.02 means the effect is low, 0.15 means the effect is moderate, and 0.35 means the effect is large from the exogenous variable to the endogenous variable. Predictive relevance (Q²) uses a blindfolding procedure where the

values of $Q^2 > 0$ for reflective endogenous latent variables indicate the predictive relevance of the model. The significance of the path coefficient for hypothesis testing by looking at the value of the path coefficient to show the relationship between the latent variable and p -Values < 0.05 or t -Value > 1.96 shows the relationship between latent variables has a significant influence. The results of the structural model evaluation are shown in Table 3.

Table 3. Structural Model Evaluation Results

| Hypothesis | VIF | Coef Path | t-Value | p-Value | f ² | R ² | Q ² Predict |
|------------|-------|-----------|---------|---------|----------------|----------------|------------------------|
| H1 (X-Y) | 1,000 | 0,689 | 17,131 | 0,000 | 0,905 | 0,475 | 0,413 |

Source: Processed Primary Data, 2023

Based on the VIF value, the collinearity test shows that the construct meets the criteria so it is concluded that there is no multicollinearity between variables. The direct relationship between WFH policy implementation and work productivity ($X \rightarrow Y$) has a positive and significant direct relationship ($\beta = 0.689$; $t = 17.131$; $p < 0.05$) or the implementation of WFH policy significantly positively affects the work productivity of the apparatus, thus supporting our H1.

The accuracy of the model's prediction is relatively low where the implementation of the WFH policy (X) only explains the variance in work productivity (Y) of 47.5%. Meanwhile, the level of influence of the WFH policy implementation construct (X) on the work productivity construct (Y) is large, namely 90.5%. Furthermore, based on the value of Q^2 obtained, it is concluded that all reflective endogenous latent variables indicate that the proposed model is relevant.

3. Multigroup Analysis (MGA)

Finally, to examine differences between groups based on gender, age, position and education level, multigroup analysis was used. The confidence interval method uses *Bias-Corrected and Accelerated (BCa)*, *Bootstrapping* uses a *two-tailed* significance test at a significance level of 0.05 and a bootstrap 5000 subsample.

Table 4. Multigroup Analysis Test Results

| WFH Policy Implementation (X) -> Work Productivity (Y) | | Path Coeff Diff. | PLS MGA | | Parametric Test | | Welch-Satterthwait Test | |
|--|---------------------------------------|------------------|---------|---------|-----------------|---------|-------------------------|--|
| | | | p-Value | t-Value | p-Value | t-Value | p-Value | |
| Gender | Male vs. Female | 0,017 | 0,791 | 0,221 | 0,825 | 0,241 | 0,810 | |
| Age | Millenial vs. Gen X | -0,039 | 0,625 | 0,500 | 0,618 | 0,504 | 0,615 | |
| Position | Structural vs. Functional | 0,016 | 0,826 | 0,164 | 0,869 | 0,206 | 0,837 | |
| Education Level | Magister vs. Diploma | -0,172 | 0,157 | 1,641 | 0,104 | 1,578 | 0,124 | |
| | Magister vs. Bachelor | -0,042 | 0,588 | 0,454 | 0,650 | 0,534 | 0,594 | |
| | Magister vs. High school / equivalent | -0,074 | 0,493 | 0,649 | 0,518 | 0,648 | 0,523 | |

Source: Processed Primary Data, 2023

Based on Table 4. The results of testing with the PLS MGA test, Parametric test, and Welch-Satterthwait test all showed a p-value of > 0.05 . This means that there are no significant differences between gender, age, position, and education level on the effect of WFH policy implementation on apparatus work productivity, so it does not support our H2.

Table 5. Bootstrapping Multigroup Analysis

| Bootstrapping Group | | WFH Policy Implementation (X) -> Work Productivity (Y) | | |
|---------------------|--------------------------|--|---------|---------|
| | | Coef Path | t-Value | p-Value |
| Gender | Male | 0,700 | 12,424 | 0,000 |
| | Female | 0,684 | 17,235 | 0,000 |
| Age | Milenial | 0,678 | 11,212 | 0,000 |
| | Gen X | 0,717 | 14,620 | 0,000 |
| Position | Structural | 0,703 | 11,173 | 0,000 |
| | Functional | 0,687 | 14,390 | 0,000 |
| Education Level | High school / equivalent | 0,722 | 7,157 | 0,000 |
| | Diploma | 0,821 | 8,640 | 0,000 |
| | Bachelor | 0,690 | 12,720 | 0,000 |
| | Magister | 0,649 | 11,406 | 0,000 |

Source: Processed Primary Data, 2023

Although not significantly different, the results of the analysis show that good implementation of WFH policies can increase men's work productivity (7.0%) greater than women's (68.4%) and work productivity of Gen X age apparatus (71.7%) greater than millennials (67.8%). As well as increasing the work productivity of apparatuses that have structural positions (70.3%) greater than functional positions (68.7%). Meanwhile, based on the level of education, the implementation of the WFH policy can increase work productivity the greatest in apparatuses with a Diploma education level (82.1%) and the lowest in apparatus with a Master education level (64.9%). The higher the education level of the apparatus, the smaller the increase in its work productivity during the implementation of the WFH policy (see Table 5.).

DISCUSSION

Based on the results of the analysis above, the implementation of the WFH policy has a significant impact on increasing the work productivity of apparatus in the BPS Regency and City of East Java Region. This is in line with the findings that WFH has a positive effect on increasing employee work productivity [21]; [22]; [23]. With effective policy implementation in terms of communication, resources, employee disposition, and bureaucratic structure, the

implementation of WFH in BPS Districts and Municipalities can affect the increase in apparatus work productivity. The more effective the WFH policy is implemented, the more it will increase the work productivity of its employees.

Based on sex, our results reject the findings which state that significant gender moderation effects occur when working remotely on work productivity [31]; [25]. Meanwhile, from the level of education, our results reject the findings [14] which state that highly educated employees tend to show a slight decrease in work productivity. And from the findings [16] which state that apparatus that occupies structural positions, is younger, and has a high level of education has a better level of WFH readiness, our results are in line with these findings related to apparatuses with structural positions but rejected his findings related to younger apparatuses and high levels of education.

Overall, this study found no significant differences between male and female groups, between apparatuses with structural and functional positions, between millennial and Gen X apparatuses, and between apparatuses with various levels of education in the influence of WFH policy implementation on the work productivity of BPS District and City apparatuses in the East Java region. This proves that the implementation of tasks with workplace flexibility during WFH does not affect differences in apparatus work productivity based on gender, age, position, and education level. So it can be concluded that the WFH policy is a good solution during a pandemic if implemented effectively, because by providing workplace flexibility, apparatus work productivity can still be maintained and improved.

CONCLUSION

WFH policy directly impacts changes in the work system in government. Working conditions that have never been implemented require the apparatus to adapt quickly to keep work operations running. By examining how the implementation of the WFH policy in the government work environment, it will be known whether the policy will impact the work productivity of the apparatus. This study examines and analyzes the effect of WFH policy implementation on apparatus work productivity and whether there are differences based on gender, age, position, and education level.

As a result, WFH policies that are implemented effectively both in terms of

communication, resources, employee disposition, and bureaucratic structure can increase the work productivity of the apparatus. Overall, there was no significant difference in increasing the productivity of apparatus work in implementing WFH based on gender, age, position, and education level. So the WFH policy is a good solution during a pandemic if implemented effectively because by providing workplace flexibility, the apparatus can maintain and increase work productivity.

This study used a multigroup analysis technique with a limited sample. Future research may use moderation or continuous permutation analysis techniques with larger models.

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