



Indonesian Government Bureaucracy In The Perspective Of Reinventing Government: "How The Entrepreneurial Spirit Is Transforming The Public Sector"

<u>INFO PENULIS</u>	<u>INFO ARTIKEL</u>
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Saran Penulisan Referensi:

Haerudin., Toding, S., & Nashar, A. (2025). Indonesian Government Bureaucracy In The Perspective Of Reinventing Government: "How The Entrepreneurial Spirit Is Transforming The Public Sector". *Arus Jurnal Sosial dan Humaniora*, 5 (2), 2188-2196.

Abstract

The mandate of the Government of the Republic of Indonesia is to be more independent and improve its performance in managing its potential, as well as increasing public participation in the implementation of regional government policies, both at the provincial and district/city levels in Indonesia. The concept of "Reinventing Government" is a bureaucratic concept that can foster an entrepreneurial spirit within government officials and further improve their performance, as an effort to achieve the goals of governance in Indonesia. The concept of "Reinventing Government" can be a solution to the problems of government bureaucracy in Indonesia if its implementation is appropriate to the economic, social, political, and cultural conditions and receives support from the government, business, and the community.

Keywords: Reinventing Government, Government of Indonesia.

A. Introduction

The Indonesian government's perspective on Good Local Government was first presented by David Osborne and Ted Gaebler in their book, "Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector." Although met with skepticism, Osborne and Gaebler's insights in the book proved to be a breath of fresh air for the federal government in addressing the issues it faced at the time.

According to Osborne and Gaebler, making bureaucracy entrepreneurial means transforming the spirit of entrepreneurship into the public sector. In the era of regional autonomy, where local governments are required to be self-reliant, such an effort can be implemented to optimize the productivity and efficiency of local government (Pemda) operations. Therefore, understanding how to instill entrepreneurship within the regional government bureaucracy must be mastered by bureaucratic officials—especially by Regents/Mayors and also the leaders of every agency or department.

Reinventing Government (entrepreneurial-style government) is a concept of governance that adopts the *values of entrepreneurship* to meet bureaucratic needs. The goal of reinventing government is to foster innovative and adaptive attitudes and behaviors that are oriented toward the public interest. Reinventing government is a good concept or idea for reforming governance, especially if it is fully supported by all policy stakeholders—that is, the government, the public, and the private sector—with a strong sense of patriotism and a commitment to achieving shared goals: justice, prosperity, and public welfare.

The concept of Reinventing Government (entrepreneurial style government) is considered the most efficient and effective way to prevent bureaucratic collapse. As William Hudnut stated (in David Osborne and Ted Gaebler, 1995: 20):

"Entrepreneurial government is willing to abandon old programs and methods. It is innovative, imaginative, and creative, and dares to take risks. It also transforms certain city functions into revenue-generating mechanisms rather than budget-draining ones, distancing itself from traditional alternatives that merely provide a life-support system. It collaborates with the private sector, uses deep business understanding, privatizes itself, establishes various enterprises, and undertakes profit-generating ventures. It is market oriented, focuses on performance metrics, and rewards merit. It also says, 'Let's Get the Job Done Today,' and is unafraid to dream big."

The concept of *Reinventing Government* introduced by David Osborne and Ted Gaebler (1992) is a groundbreaking idea that critiques and seeks to improve upon existing classical concepts and theories to optimize public service delivery. Their ideas on *Reinventing Government* are outlined in their work titled *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*, published in 1992.

Theoretical Framework

Denhardt and Denhardt (2003), in their book *"The New Public Service: Serving, Not Steering,"* argue that there are three paradigms or perspectives for understanding public administration thought. These three perspectives are: Old Public Administration (OPA), New Public Management (NPM), and New Public Service (NPS). Similarly, Bovaird and Löffler (2003) put forward a view that aligns with Denhardt and Denhardt's, concluding that Public Administration (PA), Public Management (PM), and Public Governance (PG) are three approaches that can be used in the study of public administration.

According to Denhardt and Denhardt, the first perspective is Old Public Administration (OPA), a classical viewpoint that developed following Woodrow Wilson's 1887 essay titled *"The Study of Administration."* This perspective is based on two main ideas:

1. the separation of politics and administration, and
2. the belief that public administration should strive to achieve maximum efficiency in performing its duties.

Such efficiency could be achieved through a unified and hierarchical organizational structure. This idea continued to evolve through the works of scholars such as Frederick Winslow Taylor (1923) with his *scientific management* approach, Leonard D. White (1926), and W.F. Willoughby (1927), who developed highly efficient organizational structures. It was further elaborated by Gulick and Urwick (1937), who became well known for the acronym POSDCORB (Saleh & Muluk, 2006:231).

The second perspective in public administration is New Public Management (NPM), which fundamentally attempts to apply private sector and business approaches to the public sector. This perspective is grounded in Public Choice Theory, and its intellectual support comes from

the Public Policy Schools and the Managerialism Movement. For decades, the public policy field has been strongly rooted in economics, with policy analysts and evaluators trained in concepts such as market economics, cost-benefit analysis, and rational choice models. Over time, this school of thought began shifting its focus toward policy implementation, later referred to as Public Management—essentially synonymous with Public Administration (Denhardt & Denhardt, 2003:12–23).

The intellectual support from the Managerialism Movement stems from the belief that success in both the public and private sectors depends on the quality and professionalism of their managers. Greater productivity is seen as key, and this can be enhanced through discipline enforced by managers focused on efficiency and productivity. To play this vital role, managers must be granted “*the freedom to manage*” and even “*the right to manage*” (Denhardt & Denhardt, 2003).

The New Public Management (NPM) perspective emphasizes the use of market-based mechanisms and terminology, viewing the relationship between public agencies (both central and local) and their clients (the public) as similar to transactions between sellers and buyers. Citizens, as recipients of public services, are positioned as customers or consumers. The role of public managers is to steer rather than row, meaning that the burden of delivering public services should not be carried out solely by the government but, as much as possible, delegated to other parties through market mechanisms. As a result, public managers focus on customer accountability and high performance, restructuring public agencies, redefining organizational missions, simplifying administrative processes, and decentralizing decision-making.

1. Catalytic Government: Steering Rather Than Rowing; Entrepreneurial government functions by separating decision-making (steering) from service delivery (rowing). It focuses on guiding rather than directly providing all services.
2. Community Owned Government: Empowering Rather Than Serving; Entrepreneurial government must work with or through the community by empowering citizens to take control of their environment and their own needs, rather than depending on bureaucrats or professional service providers.
3. Competitive Government: Injecting Competition Into Service Delivery; Government service provision should be competitive—offering faster, cheaper, and more efficient services to satisfy customers. Government monopolies are no longer suitable. Competitive service delivery encourages efficiency, fosters innovation, and revitalizes public institutions.
4. Mission Driven Government: Transforming Rule-Driven Organizations; Governments should prioritize mission and purpose over rigid regulations. This shift brings advantages such as greater efficiency, effectiveness, innovation, flexibility, and motivation to achieve the organization’s goals.
5. Results Oriented Government: Funding Outcomes, Not Inputs; Governments should focus on achieving results rather than merely increasing resources. Every investment must be carefully considered to ensure it contributes directly to tangible outcomes, avoiding unnecessary waste.
6. Customer-Driven Government: Meeting the Needs of the Customer, Not the Bureaucracy; Governments should create service systems that are customer-friendly and tailored as closely as possible to the holistic needs and expectations of the public. Public servants must be responsive and sensitive to citizens’ demands.
7. Enterprising Government: Earning Rather Than Spending; Governments should be encouraged to adopt entrepreneurial principles, focusing on increasing revenues that can be reinvested. This involves using rational management techniques to operate in a more profit-conscious and results-oriented manner.
8. Anticipatory Government: Prevention Rather Than Cure; Governments must be more preventive than reactive, more proactive than passive. Decision-making should be forward-looking, focused on developing strategic directions and objectives that are deemed highly urgent.
9. Decentralized Government: From Hierarchy to Participation and Teamwork; Governments should promote decentralization, giving more authority and empowerment to lower levels to encourage initiative, strengthen work motivation, and enhance commitment to organizational goals—moving away from rigid centralized control. Decentralization is favored because it provides greater opportunities or empowerment for those at the lower levels to develop their capabilities, increase work enthusiasm, and build stronger

commitment to their duties and organizations, compared to a centralized government system.

10. **Market Oriented Government: Leveraging Change Through the Market**
Entrepreneurial government is more market-oriented than relying on command-style bureaucratic strategies. The goal is to structure and shape markets by redesigning regulations as needed to meet public needs.

By promoting these ten principles as a model of governance, Osborne and Gaebler refer to it as the *Entrepreneurial Government Model* (Green & Hubbell, 1996). In the 1990s, this model sparked intellectual debate concerning the *New Public Management* (NPM) paradigm, particularly about the role and position of citizens. As a form of *Administrative Technology*, the principles promoted by NPM were seen as conflicting with the values of public interest and democracy. This intellectual debate led to a shift in orientation toward the role of citizens, giving rise to a third perspective in public administration: the *New Public Service* (NPS) paradigm. In this perspective, citizens should be placed at the forefront, and the focus should not merely be on steering versus rowing, but rather on building public organizations grounded in integrity and responsiveness (Denhardt, 2004).

In public organizations, the concept of entrepreneurship must be internalized within the mindset of public officials. This means that the most important aspect is to shift the orientation of public servants to become more anticipatory, creative, innovative, and able to recognize opportunities—traits that characterize an entrepreneur. Osborne and Gaebler (1992) propose an interesting idea: for local government organizations to optimize their resource management performance, they must adopt the principles practiced in business organizations. Therefore, government organizations should foster an entrepreneurial spirit similar to that found in business organizations. This entrepreneurial spirit refers to efforts to utilize resources in order to increase productivity and effectiveness. However, it must be understood that although government organizations may adopt business principles, they are not driven by profit motives.

Entrepreneurship is recognized as a process of value creation by using various resources to exploit opportunities (Lupiyoadi, 1999). The concept of entrepreneurship has received wide and intensive attention from academics and practitioners alike, including in economics, business management, and public sector leadership. Historically, the development of the entrepreneurship concept has always been linked to economic and business matters. In his book *The Management Challenge*, James M. Higgins (in Mutis, 1995) outlines the historical development of the concept of entrepreneurship and considers it one of the key functions of economics. According to Hisrich (1986), entrepreneurship is defined as; “*Entrepreneurship is the process of creating something different with value by devoting the necessary time and effort, assuming the accompanying financial, psychological, and time risks, and receiving the resulting rewards in terms of monetary gain and personal satisfaction.*”

The monumental work “*Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*” by David Osborne and Ted Gaebler (1996) attempts to rediscover government by developing the concept of *Entrepreneurial Government*. The essential and strategic core of this idea is closely related to transforming government bureaucracy away from a culture of centralization, structuralism, formalism, and apathy toward decentralization, empowerment, partnership, functionalism, and democratization. The function of modern government must be strategically oriented toward supporting and encouraging increased public participation in the policy process, governance, and development implementation.

Furthermore, David Osborne and Ted Gaebler (1996) emphasize an important principle in applying entrepreneurial concepts: business organizations cannot be equated with government institutions, and indeed, there are many differences between the two. Government cannot be run exactly like a business—but that does not mean that government cannot adopt an entrepreneurial spirit.

From the definitions above, the main emphasis of *entrepreneurial government* is on strategic thinking expanding perspective and utilizing responsible creativity. In addition, entrepreneurship in government is not only about generating brilliant ideas but also about having the ability to implement those ideas. It is about a government that is both willing and able to take measured risks and can explain and justify actions that may seem unusual or innovative (Mohammad, 2006; Sumarhadi, 2002; Tjokrowinoto et al., 2000).

B. Research Method

This paper uses a qualitative approach and method, employing a literature review as the primary framework. The author aims to explain the concept of *Entrepreneurial Government (Reinventing Government)* based on information derived from scientific writings, journals, newspapers, and research findings, all of which are examined in relation to relevant theories and empirical experiences. The goal is to produce statements and conclusions regarding the concept of *Reinventing Government* in the context of public administration in Indonesia.

C . Discussion

The decentralized government system and the granting of regional autonomy have led each region to strive toward an effective and efficient bureaucratic government—one that is accountable, creative, innovative, and independent. Regional government independence, especially in budgeting, must be supported by civil servants with an entrepreneurial spirit. Entrepreneurship in the context of government refers to a spirit of innovation and creativity among public officials, leading to greater productivity in public service delivery.

Therefore, it is highly beneficial for local governments to adopt the ten principles of *Reinventing Government* to further empower their public servants.

With the implementation of these ten principles, it is expected that local government officials will be able to:

1. Be responsive to the needs of the public, thereby fostering a harmonious relationship between the bureaucracy and the community.
2. Empower the community in the development of the Indonesian government.
3. [Continuation needed anticipatory, in order to minimize the emergence of more complex and widespread problems, both in the governance process and in society.
4. Creative and innovative, thereby enhancing public participation in government and development.
5. Willing to continually change for the better and constantly improve the quality of performance, thus delivering positive benefits to the organization.
6. Resilient and persistent, thereby increasing the productivity of local government organizations.
7. Visionary bureaucracy, oriented toward the achievement of organizational goals.
8. Honest, clean, and free from corruption, collusion, and nepotism (KKN).
9. Competitive in delivering public services.
10. Market oriented in the implementation of government processes.

Reinventing Government is understood as the development of a bureaucracy based on entrepreneurial principles encouraging government organizations to continuously renew and improve their quality in a sustainable manner.

Reinventing Government offers solutions for government organizations that are no longer productive and merely consume state budgets, helping them to become institutions that are willing to transform their entire systems. These institutions become independent, full of innovation and creativity, productive, constantly improving performance, and ultimately an integral part of society.

By applying the ten principles of *Reinventing Government*, tailored to the existing social, political, economic, and cultural conditions, it is hoped that a harmonious relationship can be established between local government officials and the community.

Essentially, the application of *Reinventing Government* principles is necessary for realizing good governance. According to UNDP, as cited in Abidarin Rosidi (2013), the characteristics of good governance include:

1. Public participation
2. Upholding the rule of law
3. Transparency
4. Responsiveness
5. Orientation toward the public interest
6. Equity
7. Effectiveness and efficiency of government processes and institutions
8. Accountability to the public
9. Strategic vision

According to Tjahya Supriatna (2012), reforming local government bureaucracy to strengthen regional autonomy is relevant for the following reasons: **First**, it has significant

relevance to public administration in building a bureaucracy within the context of regional autonomy; **Second**, local government bureaucracy and regional autonomy, as paradigms of public administration, require reform and restructuring in governance; **Third**, strengthening the implementation of regional autonomy must be based on the competencies of the local government bureaucracy.

Based on these arguments, government bureaucracy is a critical component in achieving the objectives of governance implementation in Indonesia.

1. Core Strategy (The Core Strategy); This strategy defines the purpose of a system and public organization. A clear purpose within an organization leads to higher performance from its members. Setting a vision and mission in a government organization is an effort or step toward achieving the organization's goals and improving the work effectiveness of public officials. The performance of organizational personnel becomes more focused and purposeful. This strategy is also an effort to improve steering (direction).
2. Consequences Strategy (The Consequences Strategy); Public organizations provide incentives to their employees for complying with and implementing applicable regulations. The incentives offered **varied**, so there will be differences between employees with high performance and productivity and those with low performance and productivity. This is expected to improve the performance of civil servants, and if necessary, place public organizations in the marketplace, requiring them to attract customers in order to generate revenue. However, if this approach is deemed inappropriate, then it is necessary to create **competition** between public and private organizations or among public organizations through contracts or agreements. Competition will lead to performance improvements by applying strong incentives within the public system. These incentives and competitive elements may include health benefits, retirement benefits, performance-based allowances (remuneration), and others. Customer Strategy (The Customers Strategy); The core of this strategy is accountability. Bureaucracies are expected to be accountable to the public as their customers. Thus, civil servants are not only accountable to their superiors but also to the public, with the expectation that this will pressure organizations to improve performance and increase public satisfaction.
3. Control Strategy (The Control Strategy); This strategy determines where decision-making power lies. In traditional bureaucratic systems, the authority to make decisions lies solely with the leadership. This becomes increasingly ineffective when applied to complex organizations. Decision-making through hierarchical levels slows down the process and hampers all related activities within the organization. Subordinates or members of the organization are not granted the initiative to resolve problems. Organizational members tend to prioritize orders from superiors over the needs of citizens. Therefore, it is essential to delegate authority or decentralize within organizations to foster a sense of responsibility among members and to increase public participation in policy implementation.
4. Culture Strategy (The Culture Strategy); This strategy defines the organizational culture of government institutions, including values, norms, behaviors, and the expectations of officials or employees. Organizational culture is shaped by the organization's goals, incentive systems, accountability systems, and power structures. Therefore, any changes to goals, incentive systems, accountability systems, and power structures will also change the organizational culture.

The implementation of the *Reinventing Government* concept in Indonesia must be adapted to the social, economic, political, and cultural conditions unique to the country. This is especially true when applied to the diverse local governments across Indonesia. Essentially, the government should extract the **positive essence** of the *Reinventing Government* concept that fits the current conditions of the governmental organization and implement it with the support of various relevant stakeholders, such as the bureaucracy, the private sector, and the public, in order to optimize its execution.

Empirical studies related to the application of the **entrepreneurial concept** in public organizations (government institutions) have been widely adopted in the administration of regencies and municipalities in Indonesia. However, many of these studies show that the implementation has not been fully aligned with the theoretical concepts as proposed by **Osborne and Gaebler** in their book *Reinventing Government: How the Entrepreneurial Spirit is*

Transforming the Public Sector” and by **Osborne and Plastrik** in their book *“Banishing Bureaucracy: The Five Strategies for Reinventing Government.”*

Below are some research findings:

1. **Haeruddin (2015)** conducted a study titled *“Model of Intergovernmental Cooperation in the Management of Water Resources in the Era of Regional Autonomy (A Study in Malang Regency, Malang City, and Batu City, East Java Province).”* The results of the study revealed the presence of entrepreneurial values adopted in inter-regional cooperation in the field of water resource management. This was evidenced by the signing of a Memorandum of Understanding (MoU) between the governments of Malang Regency, Malang City, and Batu City in the provision of clean water services through each region’s PDAM (local water utility company) in the Greater Malang area.
2. **Fadel Muhammad (2007)** conducted a dissertation study on *“The Significance of Entrepreneurial Management Capacity on Regional Government Performance: A Case Study of Gorontalo,”* which was later developed into a book titled *“Reinventing Local Government: Experiences from the Region.”* This study focused on the importance of strengthening the management capacity of local governments and optimizing regional endowment factors. Using both qualitative and quantitative research methods, and applying concepts from New Public Management, Reinventing Government, and Entrepreneurial Government, the study revealed that innovation in Indonesian government should be based on strengthening local government management capacity. This strengthening was achieved through reforms in financial governance, the development of matrix organizations, the application of mobile government models, local performance-based allowance policies, and individual performance assessments. Innovations related to the utilization of regional endowment factors and macro-environmental connections were encouraged through policies that facilitate investment.
3. **Simin et al. (2001)** conducted a study titled *“The Entrepreneurial Spirit of Officials in Regional-Owned Enterprises (BUMD): A Review from the Perspective of Politics, Decentralization, and Bureaucratic Culture in the PDAM of Banyumas Regency, Central Java.”* The study concluded that administrative work processes are strictly governed by operational guidelines (Juklak) and technical instructions (Juknis) from various overseeing organizations. The employees worked similarly to regular local government officials, where bureaucracy **emphasized** structure and procedures over **results (outputs)**. In terms of public service, the PDAM failed to position customers as kings or partners.

From the perspective of **regional autonomy politics**, the low entrepreneurial spirit was caused by **strong intervention by the regent** in the internal affairs of the PDAM. Four functions were simultaneously attached to the figure of the regent/mayor (“four in one”):

1. as the owner,
2. as the head of the supervisory board,
3. as the representative of the central government, and
4. as a regional government authority alongside the Regional House of Representatives

The underdevelopment of the entrepreneurial spirit was also due to:

1. The persistence of a centralized patrimonial culture,
2. High regard for uniformity,
3. A rigid bureaucratic structure,
4. Ambiguous delegation of authority, and
5. A prevailing **“ewuh pekewuh”** (reluctance to offend) culture that became the underlying principle of behavior.
6. Mr. Senang (ABS);² The “performance model” concept applied by PDAM still operates at a rational level that emphasizes internal productivity and efficiency, focusing on setting various targets, but pays little attention to the external environment, which is constantly and rapidly changing.
7. There is a rejection of the “citizen charter” idea and the concept of “customer choice” in terms of public service delivery. Furthermore, many government officials at the regency/municipal level still prefer a government that takes over all public service activities, showing a lack of trust in the private sector and community to manage such services. Although a small number of officials understand and are aware of the entrepreneurial government concept, the number is minimal and relatively insignificant. In terms of community empowerment, however, most officials agree with and have a sufficient understanding of the concept.

8. Regarding the **competitive concept** in public service delivery, it can be concluded that most officials understand it well, while others have a limited understanding. Competition between providers, whether governmental or private, in delivering public services receives considerable support from many officials. Likewise, the idea that the government should encourage and foster a spirit of competition in public service is also well supported. Providing incentives to service staff based on performance is widely supported as well. Most officials also believe that healthy competition will drive improvements in service quality to the public, although its implementation is considered difficult and time-consuming.

D. Conclusion

1. The application of the principles of "Reinventing Government", commonly known as entrepreneurializing bureaucracy, does not automatically lead to efforts to improve the performance of local government officials. Therefore, cultivating an entrepreneurial spirit should not be directed only at individuals, but also needs to be supported by the creation of a conducive organizational environment.
2. The reinventing government concept is an effort to transform bureaucracy by equipping government officials with an entrepreneurial mindset. Being entrepreneurial requires the bureaucracy to be creative and innovative in performing governmental tasks and providing public services so as to become more productive and build independent government organizations, in line with the principles of decentralization and regional autonomy.
3. Local governments must empower their civil servants to work efficiently and effectively as a manifestation of the entrepreneurial spirit, with the goal of increasing productivity in government administration, the provision of goods and services, and regulatory services.

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