

Indonesia Public Service Reform: Innovation Through Bureaucratic Entrepreneurship

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Abstract

This study examines the Indonesia Serving Movement (Gerakan Indonesia Melayani or GIM) as a bureaucratic reform initiative aimed at improving public service delivery through the application of bureaucratic entrepreneurship strategies. GIM is part of the broader Gerakan Nasional Revolusi Mental (GNRM) and focuses on implementing innovation, efficiency, and accountability within Indonesia's public sector. GNRM was introduced to promote progress and modernity in Indonesia by implementing a culture of integrity, hard work, and communal cooperation. The literature review method was employed to analyze existing theoretical frameworks, including street-level bureaucracy and bureaucratic entrepreneurship, and to synthesize key findings on the role of public servants and managers in reforming service delivery. The study reveals that GIM has been successful in integrating e-government systems, establishing Public Service Malls (MPP), and implementing performance-based management. Despite its achievements, the study highlights challenges such as regional disparities and the limited availability of GIM-specific research. Recommendations for policymakers include strengthening bureaucratic entrepreneurship, expanding MPPs, and addressing regional inequalities.

Keywords:

Indonesia Serving Movement; bureaucratic reform; bureaucratic entrepreneurship; street-level bureaucracy; bureaucratic innovation

Introduction

The Indonesia Serving Movement (Gerakan Indonesia Melayani or GIM) is a cornerstone initiative under the broader Gerakan Nasional Revolusi Mental (GNRM), a movement designed to transform the mindset, behavior, and work ethic of the Indonesian people based on the core values of integrity, work ethic, and collaboration, as defined in Pancasila (Anugerah, 2021). GNRM was introduced to promote progress and modernity in Indonesia by implementing a culture of integrity, hard work, and communal cooperation. According to Presidential Instruction No. 12 of 2016, the GNRM encompasses five key initiatives: Indonesia Serving, Indonesia Clean, Indonesia Orderly, Indonesia Self-Reliant, and Indonesia United. Among these, the GIM focuses on improving public service delivery, with specific goals such as enhancing human resource capacity, enforcing government discipline, and streamlining service systems through innovative

approaches like e-government (Anugerah, 2021). GIM aligns with the broader objectives of bureaucratic reform and the introduction of bureaucratic entrepreneurship strategies, aimed at implementing innovation and efficiency in public service delivery. The movement seeks to improve public service quality by reforming service standards, introducing performance-based management systems, and creating a culture of accountability and responsiveness. This includes simplifying bureaucratic processes, implementing transparent legal reforms, and providing adequate public service infrastructure to meet citizens' needs. By integrating these reforms, GIM positions itself as a key driver in transforming Indonesia's public sector, aligning with the global trends of modern governance.

At the core of GIM's success is the application of bureaucratic entrepreneurship, where public servants are encouraged to act as innovators, taking proactive steps to improve service delivery. The role of street-level bureaucrats, as described by Michael Lipsky in his theory of "street-level bureaucracy," is crucial to the movement's impact. These public servants, who interact directly with citizens, exercise discretion in their daily roles, adapting services to meet immediate needs and improving the overall effectiveness of public service delivery (Lipsky, 1980). Furthermore, Douglas Watson and Wendy Hasset's concept of entrepreneurial bureaucracy highlights how bureaucrats can lead innovation within government institutions, particularly through risk-taking and resource mobilization (Watson & Hasset., 2003). The GIM, therefore, represents a strategic effort to reform Indonesia's public service sector by integrating the principles of bureaucratic entrepreneurship with the values promoted under the GNRM. By implementing a culture of innovation, efficiency, and public accountability, GIM contributes to the larger goal of creating a more modern, responsive, and transparent government that serves the people effectively. This reform aligns with Mark Moore's framework of "creating public value," where public managers actively identify opportunities to improve services and align organizational goals with citizens' needs (Moore, 1995). GIM's focus on improving the work culture within the bureaucracy, enhancing public trust, and streamlining services through innovative systems like Public Service Malls (MPP) demonstrates its important role in Indonesia's bureaucratic reform agenda.

The objective of the study is to explore how GIM serves as a bureaucratic reform effort aimed at accelerating public service delivery through the application of bureaucratic entrepreneurship strategies. The study examines the role of street-level bureaucrats, bureaucratic entrepreneurs, and strategic public management in driving innovation, improving efficiency, and increasing citizen satisfaction with public services in Indonesia. By integrating theoretical insights from public management, the study aims to provide a comprehensive

understanding of how entrepreneurial behaviors within the bureaucracy can reform and modernize public service systems.

Methods

This study employs a literature review methodology to explore the GIM as a bureaucratic reform initiative aimed at improving public service delivery through bureaucratic entrepreneurship strategies. The literature review design allows for a systematic and comprehensive examination of existing scholarly work, policy documents, and reports to understand the theoretical and practical implications of GIM. This approach provides a solid foundation for evaluating the movement in the context of public management theories such as street-level bureaucracy and bureaucratic entrepreneurship.

1. Research Design

The research design for this study involves identifying, evaluating, and synthesizing relevant academic literature and policy documents. The review is structured around key themes related to bureaucratic reform, public service innovation, and bureaucratic entrepreneurship. These themes are explored through the lens of various public management theories to provide a cohesive understanding of how GIM operates and its impact on Indonesia's public service system. The use of literature review is justified because it ensures a structured and transparent process for identifying relevant literature, minimizing researcher bias, and increasing the reliability of findings. This method is particularly useful for consolidating a wide range of sources, including theoretical frameworks, empirical studies, and policy documents, to provide a holistic view of the topic.

2. Data Collection Methods

The data collection process for this literature review is based on the following steps:

- a) **Search Strategy:** A comprehensive search of academic databases, such as Google Scholar, JSTOR, and Scopus, is conducted to identify peer-reviewed journal articles, books, and conference papers that focus on bureaucratic reform, public service delivery, and bureaucratic entrepreneurship. Keywords such as "bureaucratic reform," "public service innovation," "bureaucratic entrepreneurship," "street-level bureaucracy," and "Indonesia Serving Movement" are used to retrieve relevant literature. Policy documents and government reports from the Ministry of Administrative and Bureaucratic Reform (Kementerian PANRB) are also included to capture the practical aspects of GIM implementation.

- b) Inclusion and Exclusion Criteria: To ensure relevance, only literature published within the last 10 years is included, with exceptions made for foundational theoretical works. Studies focusing specifically on Indonesia's public service reform, bureaucratic entrepreneurship, or related themes are prioritized. Literature that does not directly contribute to the theoretical or practical understanding of these areas is excluded.
- c) Data Extraction: Key information is extracted from each source, including theoretical frameworks, empirical findings, policy recommendations, and any documented outcomes related to GIM or similar bureaucratic reform initiatives. The extracted data is then organized into themes, such as public service innovation, entrepreneurial behavior within bureaucracy, and the role of street-level bureaucrats.

3. Analysis Techniques

The analysis of the collected literature involves the following techniques:

- a) Thematic Analysis: Thematic analysis is used to identify recurring themes and patterns within the literature related to bureaucratic reform, public service innovation, and bureaucratic entrepreneurship. The themes are developed based on the study's theoretical frameworks, as follows:
- Michael Lipsky: *Street-Level Bureaucracy: "Dilemmas of the Individual in Public Services"*
 - Douglas J. Watson and Wendy L. Hassett: *"Entrepreneurial Bureaucracy: The New Definition of Government"*
 - Mark H. Moore: *"Creating Public Value: Strategic Management in Government"*
 - V. Bekkers, J. Edelenbos, and B. Steijn: *"Innovation in the Public Sector: Linking Capacity and Leadership"*
 - Herbert A. Simon: *"Administrative Behavior: A Study of Decision-Making Processes in Administrative Organizations"*
 - Steven Van de Walle and Sandra Groeneveld: *"Public Management and Policy Innovation in Western Europe: The Benevolent Bureaucrat"*
 - Lester M. Salamon: *"The Tools of Government: A Guide to the New Governance"*
- b) Comparative Analysis: A comparative analysis is conducted to evaluate different models of public service reform in Indonesia and other countries. This comparison helps to contextualize the GIM within a broader global framework and to highlight unique aspects of Indonesia's bureaucratic reform efforts.
- c) Synthesis of Findings: Thematic and comparative findings are synthesized to develop a comprehensive understanding of the role of bureaucratic entrepreneurship in GIM. The

synthesis brings together theoretical perspectives and practical outcomes to present a clear picture of how GIM contributes to public service reform in Indonesia.

4. Limitations of the Methodology

While the literature review methodology provides several strengths, it is not without limitations:

- a) **Limited Availability of Specific Studies:** The study is limited by the availability of research specifically addressing the GIM. Although general literature on bureaucratic reform and entrepreneurship in the public sector is abundant, fewer studies focus directly on GIM. This can limit the depth of analysis specific to GIM.
- b) **Generalizability:** The focus on Indonesia's bureaucratic context may limit the generalizability of the findings to other countries. The unique political, social, and administrative characteristics of Indonesia might mean that lessons learned from GIM are not easily applicable to other contexts.

Result and Discussion

1. Indonesia Serving Movement as a Bureaucratic Reform Effort through Bureaucratic Entrepreneurship Strategies: Theoretical Reviews

The GIM represents an important initiative aimed at transforming public service delivery through the lens of bureaucratic entrepreneurship, implementing innovation to achieve greater efficiency, accessibility, and citizen satisfaction. Drawing on several foundational theories of public management and bureaucratic reform, this study explores how street-level bureaucrats, bureaucratic entrepreneurs, and strategic public management drive the success of the GIM initiative. By integrating theories from studies such as Michael Lipsky, Douglas Watson, and Mark Moore, this research contextualizes the role of entrepreneurial behavior within the bureaucracy and its potential to improve public service delivery.

1.1. Michael Lipsky (1980)

According to Michael Lipsky's theory in *"Street-Level Bureaucracy"*, street-level bureaucrats—such as public servants who interact directly with citizens—hold significant discretion in how policies are implemented on the ground. In the context of GIM, the frontline bureaucrats, particularly those working in Public Service Malls (MPP), play a crucial role in shaping citizens' experiences with public services. Their actions, guided by discretion and direct interaction with the public, align with Lipsky's argument that street-level bureaucrats effectively implement public policy through their day-to-day decisions and problem-solving abilities (Lipsky, 1980). This discretion allows them to adapt services to meet citizen needs more efficiently, contributing to the overall success of bureaucratic reform efforts like GIM.

1.2. Douglas J. Watson and Wendy L. Hassett (2003)

Building on the concept of bureaucratic entrepreneurship, Douglas Watson and Wendy Hassett in *“Entrepreneurial Bureaucracy”* argue that entrepreneurial bureaucrats are key to driving innovation and change within government organizations (Watson & Hassett., 2003). In GIM, bureaucrats responsible for the development and management of MPPs have demonstrated entrepreneurial characteristics by proactively seeking solutions to streamline public services, integrate multiple service providers, and introduce technology to improve service delivery. These bureaucratic entrepreneurs take calculated risks and mobilize resources to ensure the success of reforms, aligning with Watson and Hassett’s description of bureaucrats who leverage their positions to implement innovative policies and programs.

1.3. Mark H. Moore (1995)

In addition to Lipsky and Watson’s insights, Mark Moore’s concept of *“Creating Public Value”* provides a strategic framework for understanding how public managers in GIM create value for citizens through bureaucratic entrepreneurship. Moore emphasizes the importance of strategic leadership and the creation of public value by identifying opportunities to enhance services and aligning organizational goals with citizens’ needs (Moore, 1995). In the case of GIM, public service leaders have acted as strategic managers by setting a clear vision for public service reform, implementing one-stop service centers, and implementing a culture of innovation to increase public trust and satisfaction with government services.

1.4. V. Bekkers, J. Edelenbos, and B. Steijn (2014)

The importance of implementing innovation in the public sector is also mentioned in Bekkers, Edelenbos, and Steijn’s work, *“Innovation in the Public Sector”*, where they explore the dynamics of leadership and organizational capacity in driving innovation (Bekkers et al., 2014). The Ministry of Administrative and Bureaucratic Reform (Kementerian PANRB), responsible for overseeing GIM, has encouraged innovation through initiatives like the Public Service Innovation Competition (KIPP). This competition has generated a wide range of innovative solutions, including the Early Detection and Treatment (EDAT) system and the disaster mapping innovations recognized by the United Nations Public Service Award (UNPSA). The GIM initiative thus aligns with Bekkers et al.’s framework, which underscores the critical role of leadership in implementing a culture of innovation within public institutions.

1.5. Herbert A. Simon (1947)

Moreover, Herbert Simon’s concept of *“bounded rationality”* and decision-making in public administration, as discussed in *“Administrative Behavior”*, also applies to the GIM initiative. Simon highlights how bureaucrats make decisions within constraints, often seeking satisficing

solutions rather than optimal ones due to limited information and resources (Simon, 1947). The development of MPPs and other GIM reforms can be seen as an example of satisficing decision-making, where bureaucrats have implemented practical, incremental reforms that improve public service delivery without requiring massive systemic changes. This approach aligns with Simon's theory of how public officials navigate complex environments to introduce innovative solutions.

1.6. Steven Van de Walle and Sandra Groeneveld (2011)

The broader political and institutional environment also plays a role in facilitating or hindering bureaucratic entrepreneurship. Steven Van de Walle and Sandra Groeneveld in "Public Management and Policy Innovation in Western Europe" highlight that bureaucratic entrepreneurs must often challenge the status quo and navigate complex institutional structures to implement creative solutions (Walle & Groeneveld, 2011). The success of GIM, particularly through the implementation of MPPs, reflects the ability of bureaucratic entrepreneurs in Indonesia to challenge traditional public service models and integrate new processes that increase accessibility and efficiency for citizens.

1.7. Lester M. Salamon (2002)

Finally, the tools and strategies used to achieve bureaucratic reforms in GIM can be linked to Lester M. Salamon's work, *"The Tools of Government"*, which discusses how governments use various instruments to achieve policy objectives. Salamon emphasizes the importance of leveraging regulatory, financial, and organizational tools to implement innovative policies (Salamon, 2002). In GIM, the Indonesian government has utilized several tools, including technology integration (such as the Public Service Information Systems or SIPP), public-private partnerships in MPPs, and international collaboration, to enhance public service delivery and implement innovation.

So, the GIM serves as an exemplary case of bureaucratic reform driven by entrepreneurial behavior within the bureaucracy. By combining insights from Michael Lipsky's theory of street-level bureaucracy, Douglas Watson's concept of entrepreneurial bureaucracy, and Mark Moore's strategic management framework, the study demonstrates how public managers and bureaucrats in Indonesia have utilized innovation, discretion, and proactive leadership to reform public services. These theoretical foundations provide a comprehensive understanding of the dynamics at play in GIM's efforts to improve public service delivery, positioning it as a model for other countries seeking to implement bureaucratic reforms through entrepreneurial strategies.

2. The Indonesia Serving Movement Achievements

2.1. Increasing Trends of the Public Service Index (IPP)

The GIM has been an important initiative under the Ministry of Administrative and Bureaucratic Reform (Kementerian PANRB), aimed at transforming Indonesia's public service culture. The movement is a key part of the implementation of the Presidential Instruction No. 12 of 2016 concerning the GNRM. The main objective of GIM is to implement a service-oriented mindset, enhancing the quality of public services through a series of focused programs. GIM's achievements can be categorized into three major areas: optimizing bureaucratic reform, restructuring human resource management, and improving public service quality. One of the significant accomplishments of GIM is the optimization of bureaucratic reform. Over the past four years, there has been notable progress in enhancing public services, as reflected in the increasing trends of the Public Service Index (IPP) (See Figure 1). The Public Service Index (IPP), which measures six key aspects of service quality, has shown continuous improvement, rising from 3.28 in 2017 to 3.63 in 2019. These developments highlight the increasing effectiveness of Indonesia's public services.

Figure 1.

Index Map of Public Service Index (PANRB, 2024b)



These improvements have contributed to Indonesia's rise in the global competitiveness index, ease of doing business, and governance effectiveness. The data provided by IMD (2023) highlights Indonesia's significant advancements in global competitiveness, which directly aligns with the outcomes of the GIM and the broader efforts of bureaucratic reform. Indonesia's jump from 44th to 34th (IMD, 2023) in the global competitiveness ranking is particularly notable and

can be attributed to improvements in key factors, such as economic performance, business efficiency, and government efficiency.

2.1.1. Economic Performance: Indonesia's rise from 42nd to 29th (IMD, 2023) in this factor showcases the effectiveness of the economic policies that have provided robust growth, enhanced investor confidence, and streamlined business processes. GIM's focus on accelerating public service delivery and reducing bureaucratic bottlenecks through initiatives like Public Service Malls (MPP) has contributed to this economic progress. By offering integrated, accessible public services, MPPs have facilitated smoother business transactions, reduced regulatory delays, and supported a more business-friendly environment, contributing to the overall economic performance improvements.

2.1.2. Business Efficiency: Climbing from 31st to 20th (IMD, 2023) in business efficiency reflects the success of bureaucratic entrepreneurship strategies implemented under GIM. These strategies have emphasized increasing the responsiveness of public services, reducing red tape, and simplifying bureaucratic processes. By implementing a more dynamic and adaptive bureaucratic environment, GIM has enabled businesses to operate more efficiently, enhancing productivity and competitiveness within Indonesia's business ecosystem.

2.1.3. Government Efficiency: The movement from 35th to 31st (IMD, 2023) in government efficiency demonstrates the impact of reforms aimed at making Indonesia's bureaucracy more agile and citizen-focused. GIM's efforts, including the optimization of government structures and the transition to functional positions for civil servants, have played a critical role in this improvement. These changes have not only streamlined decision-making processes but also increased accountability and transparency in government operations, further enhancing public trust and service quality.

2.1.4. Infrastructure: While Indonesia's overall improvement in infrastructure is modest, rising to 51st from 52nd, the country's progress in scientific infrastructure (49th), health and environment (58th), and education (51st) (IMD, 2023) can be partially attributed to the innovations promoted through GIM. For instance, public service innovations like the Early Detection and Treatment (EDAT) system and the disaster mapping initiatives have directly contributed to improvements in scientific and health infrastructure. Furthermore, the push for better public services has indirectly supported educational advancements by improving access to resources and governance efficiency in the educational sector.

2.2. Corruption

According to Transparency International (2023), Indonesia's Corruption Perceptions Index (CPI) for 2023 remains at 34 out of 100, with no change in score since 2022 (Transparency

International, 2023). The CPI, published by Transparency International, ranks 180 countries and territories based on how corrupt their public sector is perceived to be, using a scale from 0 (highly corrupt) to 100 (very clean). With a score of 34, Indonesia is positioned 115th out of 180 countries. This relatively low score suggests that corruption is still a significant challenge in Indonesia, impacting the effectiveness of public services, governance, and economic development. Despite some efforts in recent years to combat corruption, the unchanged score indicates limited progress. Indonesia's rank reflects the need for further reforms to address issues such as transparency, law enforcement, and the rule of law in public administration. Maintaining the same score two years in a row suggests stagnation in tackling corruption, and highlights that deeper structural changes might be necessary to improve governance and reduce corruption.

2.3. Bureaucratic Restructuring

Bureaucratic restructuring through flattening the organizational structure in Indonesia has become an important strategy in the government's efforts to improve administrative efficiency, transparency, and public service delivery. The push for flattening, especially under President Joko Widodo's second term, focuses on streamlining the echelon system, which is a hierarchical structure within government agencies. The reform is designed to reduce the layers of bureaucracy, aiming to create a more dynamic, agile, and professional administration that can respond swiftly to the needs of citizens (Dahlia, 2020).

2.3.1. Urgencies of Bureaucratic Restructuring

One of the main urgencies driving the flattening of Indonesia's bureaucratic structure is the persistent issue of corruption. Indonesia has long struggled with high levels of corruption, which are partly attributed to the hierarchical nature of its bureaucracy. The more layers of management and authority present, the greater the opportunities for corrupt practices to occur. Transparency International's Corruption Perception Index for 2023 ranked Indonesia 115th out of 180 countries, signaling a continuing challenge in tackling corruption (Transparency International, 2023). The echelon system, which concentrates decision-making power in a few hands, has been identified as one of the enablers of corrupt practices. Streamlining this system could reduce opportunities for bribery and abuse of power by decentralizing authority and improving accountability (Dahlia, 2020).

2.3.2. Consequences of Bureaucratic Restructuring

The flattening of Indonesia's bureaucratic structure also carries significant consequences, particularly in terms of working culture and career management. One major impact is the shift in the work environment, where employees at lower levels of the hierarchy may now assume greater responsibilities and decision-making roles. The reduction of management layers means

that more autonomy is given to teams and individuals, requiring a change from a command-and-control management style to a more collaborative and empowered working environment (Kettley, 1995). This transformation could lead to greater innovation and efficiency, as employees are encouraged to take initiative and contribute more directly to organizational goals. However, the removal of middle management positions, especially at the echelon III and IV levels, has raised concerns about career progression within the civil service. Flattening the hierarchy limits the number of managerial roles available, which could lead to career plateauing for many civil servants (Appelbaum & Santiago, 1997). To address this, the Indonesian government has proposed a shift towards functional positions, where employees are promoted based on expertise rather than managerial rank. This transition to a functional career path aligns with the broader goal of creating a more specialized and skilled workforce, but it also requires comprehensive changes in how careers are managed and how performance is evaluated (Dahlia, 2020).

2.4. Human Capital Strategy through the Merit System

The Human Capital Strategy through the Merit System in Indonesia represents a significant achievement in the management of human resources within the civil service. This strategy aligns with the 2020-2024 civil service development plan and emphasizes several key components, such as strategic workforce planning, corruption-free recruitment, competency development, and talent management for career development (Azzizah et al., 2024). The implementation of a merit-based system ensures that civil servants are recruited and promoted based on qualifications, competency, and performance, which helps mitigate discrimination based on gender, race, religion, or political background (Yani et al., 2024). One of the essential elements of the merit system is transparent and corruption-free recruitment. The introduction of computer-assisted tests (CAT) has reformed the recruitment process, ensuring that selection criteria are based on merit and are free from corruption. The World Bank recognized CAT as a superior recruitment tool, highlighting its effectiveness in civil service management (Azzizah et al., 2024).

However, while the merit system has shown substantial progress in some regions, Figure 2 illustrates the disparities in implementation across Indonesian provinces. The map shows that the level of adoption and success of the merit system varies significantly, with some regions performing exceptionally well (marked in green), while others lag behind (marked in red and orange). The data highlights that regions like Sumatra and parts of Java have made more progress, whereas regions in the eastern part of Indonesia, such as Papua and Maluku, still face challenges in adopting the merit system fully. This geographical variation underscores the importance of addressing region-specific challenges, such as bureaucratic politicization and resource constraints, to achieve uniform implementation nationwide.

Figure 2.

The Distribution Map of the Merit System



Source: (Komisi Aparatur Sipil Negara, 2023)

Another critical aspect of the merit system is competency development. The government mandates a minimum of 20 hours of training per year for civil servants, which is intended to enhance the skills and capabilities of employees, promoting both personal and professional growth. However, obstacles such as bureaucratic politicization and limited budgets have hindered the full implementation of this strategy in some regions, like Dharmasraya Regency, where career development aspects have shown low performance (Azzizah et al., 2024). Moreover, talent management is a vital part of the human capital strategy, designed to create a fair and transparent system for career development. It aims to ensure that civil servants with potential are identified, trained, and promoted based on merit. However, issues like the lack of a structured talent pool and insufficient competency assessments have hampered the effectiveness of talent management in certain regions (Azzizah et al., 2024; Yani et al., 2024). Despite these challenges, the reforms in compensation, benefits, and retirement systems play a crucial role in ensuring the welfare of civil servants and providing a work environment that supports long-term growth.

2.5. Public Service Malls (MPP)

In terms of public service delivery improvements, the introduction of Public Service Malls (MPP) has been one of the most visible outcomes of GIM. By June 2024, 206 MPPs were operational across Indonesia (PANRB, 2024a). MPP serve as a central hub where citizens can

access a wide range of public services in one convenient location. The concept of MPP, introduced by the Indonesian government in 2017 through the Ministry of Administrative and Bureaucratic Reform Regulation No. 23, aims to improve public service delivery by offering fast, efficient, and accessible services (Burhan, 2020). This integrated system is designed to bring various government agencies, state-owned enterprises, and private institutions under one roof to provide a seamless public service experience. Unlike traditional malls focused on retail, MPPs focus on administrative services such as licensing, legal documentation, tax services, and business permits. The creation of MPPs marks the third generation of Indonesia's integrated public service systems, following the earlier models of One-Stop Service (Pelayanan Terpadu Satu Atap, PTSA) and One-Door Integrated Service (Pelayanan Terpadu Satu Pintu, PTSP). MPPs extend the role of PTSP by incorporating a broader range of services, emphasizing efficiency, transparency, and accessibility (Burhan, 2020).

The primary goal of MPPs is to provide citizens with convenient, secure, and comfortable access to public services while also contributing to the government's broader efforts to enhance Indonesia's competitiveness in the global economy. By streamlining administrative processes and reducing bureaucratic delays, MPPs aim to increase the ease of doing business (EoDB) in Indonesia, providing a more favorable environment for both local and international businesses. Moreover, MPPs play a vital role in shaping a modern civil service, where public servants are expected to perform at high standards and deliver accountable, professional services. The presence of MPPs is also seen as a tool to prevent maladministration—defined as unlawful actions, abuse of authority, or negligence by public officials—that can hinder public service delivery. Ensuring compliance with public service standards within MPPs is essential to avoid maladministration and improve the overall quality of service. This shift towards a more efficient and transparent public service environment is crucial in combating corruption, collusion, and nepotism (KKN) in public institutions.

2.6. Other Achievements

GIM has also promoted public service innovation through the Public Service Innovation Competition (KIPP), which has been held annually since 2014. The competition encourages public institutions to develop new and creative solutions to improve service delivery. In 2019, over 3,000 innovations were submitted, with several recognized at the international level, including Indonesia's Early Detection and Treatment (EDAT) system and the disaster mapping initiative by BNPB, both of which received United Nations Public Service Awards (UNPSA) (Kumolo, 2020). Furthermore, GIM's success is reflected in its role within the broader Mental Revolution movement, where it achieved the highest score of 78.90 on the Mental Revolution Index, as

reported by Kemenko PMK (Kumolo, 2020). This high score demonstrates the strong public appreciation for the movement, which has motivated government officials to continue pushing for higher standards in public service delivery. Overall, GIM has been a catalyst for positive change, driving the modernization of Indonesia's public services and reinforcing the government's commitment to serving its citizens more effectively.

3. Bureaucratic Reform through Entrepreneurship and Innovation in Indonesia

Bureaucratic reform in Indonesia has implemented entrepreneurship and innovation as crucial strategies to drive efficiency, transparency, and accountability in public service delivery. This approach is part of broader efforts to transform Indonesia's government into a more agile and dynamic system, aligning with the global push for public sector modernization. By implementing a culture of entrepreneurship within government institutions, the Indonesian bureaucracy aims to encourage creativity, risk-taking, and flexibility in problem-solving (Nur Khobiburrohma et al., 2020). This innovation-driven approach emphasizes the need for public servants to think beyond traditional bureaucratic processes and actively engage in creating solutions that meet citizens' needs.

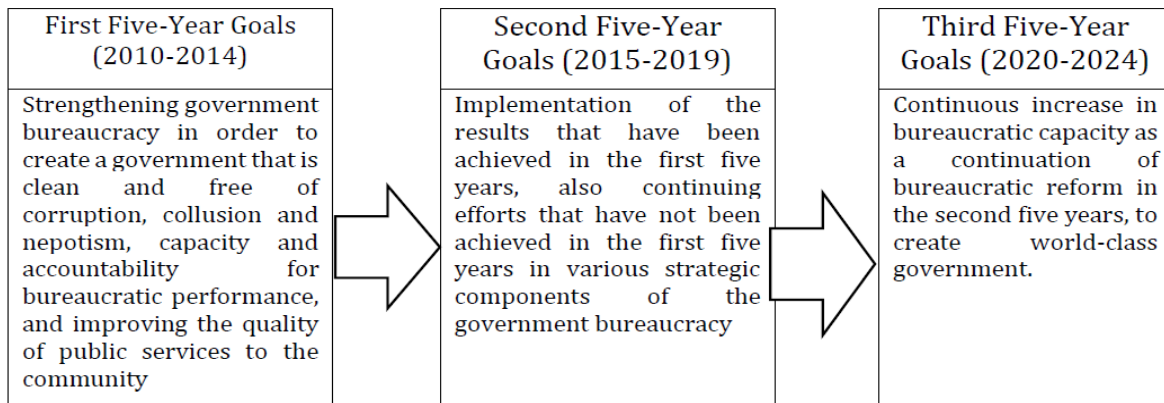
Entrepreneurship in the public sector is linked to the implementation of merit-based human resource management. This system promotes the recruitment and development of civil servants based on qualifications, competencies, and performance rather than political affiliations, ensuring that the most capable individuals drive innovation and change within the government (Azzizah et al., 2024). The merit system, as outlined in Indonesia's Civil Service Law (UU No. 5 Tahun 2014), provides a foundation for providing a professional workforce that can support the government's entrepreneurial initiatives by aligning employee skills and career development with organizational goals. Moreover, innovation in bureaucracy is encouraged through technology adoption, which plays a critical role in improving public service delivery and promoting transparency. The integration of digital tools has enabled government agencies to streamline processes, enhance service accessibility, and reduce corruption by minimizing human intervention in routine transactions (Azzizah et al., 2024). These reforms align with Indonesia's broader commitment to good governance, where public institutions are expected to be more responsive, efficient, and accountable to their citizens (Nur Khobiburrohma et al., 2020).

The Grand Design of Indonesia's Bureaucratic Reform 2010-2025, illustrated in Figure 3, plays a significant role in shaping these entrepreneurial and innovative strategies within the government. The reform's timeline is divided into three five-year phases. The first phase (2010-2014) focused on strengthening government institutions to build a clean, corruption-free bureaucracy with enhanced capacity and accountability. The second phase (2015-2019) involved

implementing the achievements of the first phase while continuing efforts in areas that required improvement. The third phase (2020-2024) is dedicated to continuously increasing bureaucratic capacity to establish a world-class bureaucracy. This timeline underscores the importance of aligning bureaucratic reform with Indonesia's broader economic and social goals, including implementing entrepreneurship and innovation within public institutions.

Figure 3.

Grand Design Indonesia's Bureaucratic Reform 2010-2025.



Source: (Rahmat et al., 2024)

Additionally, Indonesia's Zona Integritas initiative identifies key areas of institutional change that align with this broader reform agenda, as highlighted in Table 1 in accordance with Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010-2025, provide a comprehensive framework for bureaucratic innovation, focusing on the modernization and professionalization of public service institutions (Kurniawan & Tiarapuspa, 2023). These identified areas of bureaucratic reform highlight the government's commitment to institutionalize entrepreneurship and innovation within its bureaucratic structures. By focusing on organizational restructuring, human resource development, and technological integration, the reform program aims to build a modern, efficient, and service-oriented government that can effectively support Indonesia's economic and social development goals (Azzizah et al., 2024; Nur Khobiburrohma et al., 2020). The success of these initiatives will ultimately depend on the ability of public institutions to embrace change and foster a culture of innovation across all levels of government.

Table 1.**Areas of Change in Building the Integrity Zone for Bureaucratic Reform Implementation**

Area of Change	Strategy	Expected Results
Organization	Redesign through organizational review in the bureaucratic institution	Accuracy in organization functions and sizing (right sizing)
Change Management	Changing mindset and work culture of the apparatus organization	Bureaucracy with integrity and high performance
Governance	Improvement in data and information management, development of e-government	Clear systems, processes, and work procedures that are efficient, effective, measurable, and based on good governance
Legislation	Strengthening legal frameworks to improve the quality of reforms	Orderly, conducive environment with no overlapping regulations
Human Resources (Apparatus)	Competency-based recruitment and training	Civil servants with integrity, competency, professionalism, and high performance, supported by a fair reward and punishment system
Supervision	Strengthening internal and external oversight, with public complaint channels	Government free from corruption, collusion, and nepotism (KKN)
Accountability	Improving performance accountability and open reporting	Enhanced performance and accountability in public institutions
Public Services	Modernizing and integrating public service systems, enhancing public participation	High-quality services that meet the needs and expectations of the public

4. The Implications for Policy, Practice, and Future Research in the Context Of Bureaucratic Entrepreneurship, Innovation, and Street-Level Bureaucracy

The findings of this study on bureaucratic entrepreneurship, innovation, and street-level bureaucracy in Indonesia have several critical implications for policy, practice, and future research.

4.1. Policy Implications

One of the key policy implications is the need for further institutionalization of bureaucratic entrepreneurship within government agencies. As demonstrated by the GIM, entrepreneurial behavior within the bureaucracy can drive significant improvements in public service delivery. Policymakers must create frameworks that encourage civil servants to take proactive steps in problem-solving, resource mobilization, and innovation. The merit-based system must be further reinforced to ensure that the recruitment and promotion of bureaucrats prioritize qualifications, competencies, and performance over political affiliations (Azzizah et al., 2024). Furthermore, the regional disparities shown in the adoption of the merit system highlight the need for tailored policies that address specific local challenges, such as bureaucratic politicization and limited resources (Yani et al., 2024). This geographical variation calls for

decentralized approaches to reform that allow local governments to implement entrepreneurship strategies suited to their unique contexts.

4.2. Practical Implications

For practice, the findings suggest that public servants, particularly street-level bureaucrats, should be empowered to exercise discretion in service delivery. As outlined by Michael Lipsky's theory of street-level bureaucracy, these frontline workers hold significant influence in how policies are implemented on the ground. GIM highlights the importance of providing public servants with the tools and training to act innovatively within their roles. Competency development, such as the mandated 20 hours of annual training, should focus on enhancing not only technical skills but also entrepreneurial thinking and problem-solving abilities. Moreover, the integration of digital tools within public service, such as through the development of Public Service Malls (MPP), demonstrates the practical benefits of technology in improving efficiency and reducing corruption (Nur Khobiburrohma et al., 2020). Civil servants should be trained in the use of these tools to maximize their impact on service delivery.

4.3. Implications for Future Research

The study opens several avenues for future research. One area of interest is the exploration of how bureaucratic entrepreneurship can be sustainably scaled across diverse regions in Indonesia, particularly in provinces where the merit system is not yet fully implemented. Figure 2, showing the disparities in the adoption of the merit system across the country, highlights the importance of understanding the specific barriers to innovation in less-developed regions. Further research is also needed to explore the long-term impacts of entrepreneurial practices within public service on corruption reduction, transparency, and public trust. Additionally, the relationship between digital innovation and bureaucratic entrepreneurship is a promising area of investigation, particularly in understanding how technology can enhance accountability and citizen engagement in government services. Future studies could also investigate the role of leadership in implementing a culture of innovation and entrepreneurship within government agencies, building on the frameworks presented by scholars such as Douglas Watson and Mark Moore.

Conclusion

The GIM has demonstrated that bureaucratic reform driven by entrepreneurial strategies can significantly improve public service delivery in Indonesia. By integrating theoretical insights from street-level bureaucracy, bureaucratic entrepreneurship, and public value creation, this study has shown how GIM has successfully reformed public services, enhanced bureaucratic

efficiency, and improved citizen satisfaction. Public servants, especially street-level bureaucrats and public managers, have been empowered to innovate, take proactive steps in service delivery, and align their operations more closely with the needs of the public.

The study reveals that GIM's success is anchored in several key elements: the integration of e-government systems, the establishment of Public Service Malls (MPP) to streamline services, and the implementation of performance-based management to increase accountability. Additionally, bureaucratic entrepreneurs have played a critical role in driving innovation and adopting risk-taking behaviors that have transformed the public service landscape. These findings align with theoretical frameworks such as Michael Lipsky's theory of street-level bureaucracy, which emphasizes the discretion of public servants in service delivery, and Mark Moore's concept of creating public value, where public managers strategically align services with citizens' needs.

However, the study also highlights limitations and challenges, such as the generalizability of the findings, the subjective nature of data sources, and the lack of direct empirical evidence from GIM-specific studies. These limitations suggest areas for improvement and further exploration.

Recommendations for Practitioners and Policymakers

1. **Strengthening Bureaucratic Entrepreneurship:** Public sector leaders should continue to foster a culture of entrepreneurship within the bureaucracy. This includes providing public servants with more training in innovation, decision-making, and problem-solving to enhance their capacity to implement reforms at the grassroots level. Integrating entrepreneurial principles into recruitment and performance evaluations will ensure that civil servants are empowered to act as change agents.
2. **Expanding Public Service Malls (MPP):** Policymakers should prioritize the expansion of MPPs across Indonesia, particularly in rural and underserved regions. By integrating more government services under one roof, MPPs can further streamline public service delivery, reduce red tape, and make services more accessible to all citizens. Additionally, the use of digital tools in MPPs should be enhanced to improve transparency and efficiency.
3. **Enhancing Performance-Based Management:** To sustain the improvements achieved by GIM, it is crucial to continue refining performance-based management systems. This includes regularly reviewing and updating performance metrics to ensure they reflect current public needs and organizational goals. Additionally, the introduction of incentives

and recognition programs for high-performing public servants can help reinforce the commitment to innovation and excellence.

4. **Addressing Regional Disparities:** The study highlights regional disparities in the implementation of GIM and other public service reforms. Policymakers must tailor strategies to local contexts, especially in regions that lag behind in adopting reforms. Regional governments should receive targeted support, such as training programs, infrastructure investments, and policy guidance, to ensure uniform implementation of GIM across the country.

Recommendations for Future Research

While this study offers significant insights into the role of bureaucratic entrepreneurship in public service reform, several gaps in the literature suggest areas for future research:

1. **Empirical Evaluation of GIM's Long-Term Impact:** Future research should focus on conducting empirical studies that directly evaluate the long-term impact of GIM on public service delivery. This includes gathering quantitative data on citizen satisfaction, service efficiency, and the economic benefits of reforms, as well as exploring how GIM has impacted corruption reduction and governance transparency.
2. **Regional Comparisons of Bureaucratic Reform:** Further studies should investigate how GIM and similar bureaucratic reforms are implemented across different regions in Indonesia, with a focus on understanding the barriers to reform in underserved areas. Comparative analysis of regional performance could provide valuable insights into the factors that contribute to or hinder the success of bureaucratic entrepreneurship in diverse contexts.
3. **Digital Transformation and Innovation in Public Services:** Given the importance of technology in GIM's success, future research should explore how digital transformation can further enhance bureaucratic entrepreneurship. Studies could focus on the role of artificial intelligence, data analytics, and digital governance tools in improving public service delivery and accountability.
4. **Impact of Bureaucratic Entrepreneurship on Corruption:** Corruption remains a significant challenge in Indonesia's public sector, and future research should explore how entrepreneurial behaviors within the bureaucracy can contribute to corruption reduction. Studies could investigate the relationship between innovation, accountability mechanisms, and the reduction of opportunities for corrupt practices within government institutions.

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Data Availability Statement

Data sharing not applicable to this article since no datasets were generated or analyzed during the current study.

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