

# The Role of Leadership in the Management of Regional Government Organizations (Study: Organizational Bureau of the Regional Secretary of Southwest Papua Province)

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This qualitative study investigates the role of leadership in managing regional government organizations, focusing on the Organization Bureau of the Regional Secretariat (SETDA) of Southwest Papua Province—Indonesia's 38th and newest province. This research aims to: (1) explore the role of the Bureau Head in overseeing organizational management; (2) identify factors that contribute to leadership transformation; and (3) examine the strategies and steps adopted by the Bureau Head in responding to internal and external organizational changes. Data were collected through semi-structured interviews with six key informants, including the Bureau Head, structural and functional subordinates, and executive staff. The findings show that the Bureau Head exercises a delegative-democratic leadership style, which encourages participation, empowers subordinates, and aligns responsibilities with defined roles (tupoksi). This leadership model fosters adaptability, enhances decision-making quality, and drives organizational innovation. As a newly formed region, Southwest Papua faces unique bureaucratic challenges, including resource limitations, legal restructuring, and human capital development. The role of leadership in this transitional context becomes crucial not only in managing resources but also in cultivating an institutional culture that supports reform, accountability, and sustainable public service delivery. The study highlights the transformative impact of responsive and situational leadership in building administrative capacity and facilitating regional autonomy.

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## 1. Introduction

Leadership within public sector organizations is one of the most crucial drivers of institutional success and policy implementation. In government settings, leadership is not simply a matter of hierarchical control or authority but encompasses the ability to mobilize people, navigate change, and create a cohesive organizational culture that supports public service delivery. In the context of regional autonomy, particularly in newly established provinces, leadership becomes even more critical, as it serves as the cornerstone for structuring administrative functions, developing regulations, building human resource capacity, and

delivering essential services.

In Indonesia, the decentralization process has empowered local governments to manage their own affairs, with increased autonomy in budgeting, personnel management, and public service. While this offers opportunities for innovation and localized governance, it also presents challenges, especially in regions with limited administrative experience or infrastructure. The success of decentralization and regional governance depends largely on the quality of leadership at various organizational levels.

The Organization Bureau of the Regional Secretariat of Southwest Papua Province is a strategic entity that plays a key role in ensuring bureaucratic readiness, institutional reform, and structural development. As the coordinating body responsible for organizational analysis, job structuring, and performance accountability, this bureau acts as both the nerve center and the operational executor of internal governance mechanisms. In such a position, the role of the Bureau Head is highly influential—not only in overseeing bureaucratic operations but also in shaping the governance culture and ensuring that organizational goals are aligned with regional development agendas.

This paper seeks to investigate the leadership dynamics in the Organization Bureau of Southwest Papua Province, which, as Indonesia's 38th province, is still in the early stages of institutional formation. This study emphasizes how leadership is practiced, adapted, and evolved in a transitional context where systems, structures, and resources are still developing. The research adopts a qualitative perspective to explore how leadership affects organizational management, what challenges leaders face in newly autonomous regions, and what strategies are employed to ensure continuity, efficiency, and adaptability in public sector management.

### *1.1 Background*

The emergence of regional autonomy in Indonesia following the enactment of Law No. 23 of 2014 has shifted the paradigm of public administration. Local governments are now more empowered to handle their administrative and developmental affairs, particularly in provinces formed to bridge disparities in infrastructure, economy, education, and public service. Southwest Papua Province is one of the youngest in Indonesia, formed under Law No. 29 of 2022. As a result, much of its administrative framework is still under construction, requiring dynamic leadership to establish robust and responsive bureaucratic institutions.

Leadership is not only needed to perform administrative functions but also to deal with the complexities that come with change—structural, political, cultural, and technological. In this

province, the Organization Bureau is tasked with designing job structures, streamlining performance accountability systems, and reforming internal governance models. To accomplish these, effective leadership is necessary—not in a rigid, authoritative sense but through adaptable and inclusive approaches that consider the local context and workforce diversity.

The Southwest Papua context presents unique challenges. These include the need for leadership that is sensitive to local culture, capable of motivating under-resourced bureaucracies, and skilled at coordinating across different government levels. The Bureau Head's approach in this case provides a model for how public sector leaders can combine strategic planning with interpersonal influence to foster institutional transformation.

Understanding the leadership style applied, how it evolves with changing circumstances, and how it engages staff and systems to produce organizational output is essential. This is especially relevant given that regional governance success is increasingly measured by its service quality, accountability, and responsiveness—outcomes that are inextricably linked to leadership quality.

### *1.2 Problem Statement*

Thus, the central problems to be addressed in this research are:

1. How does the Bureau Head implement leadership in managing the Organization Bureau of SETDA Southwest Papua?
2. What internal and external factors influence leadership transformation in this bureaucratic context?
3. What steps and strategies are employed by the Bureau Head to adapt and respond to organizational changes?

### *1.3 Objectives and Scope*

To address the problem statements above, this research sets out the following objectives:

1. To analyze the leadership role and management style applied by the Head of the Organization Bureau in shaping the organizational direction, effectiveness, and resilience of the bureau.
2. To identify key factors—both internal (such as human resources, organizational culture,

internal procedures) and external (such as policy shifts, stakeholder demands, regional regulations)—that drive leadership adjustments or transformation.

3. To examine strategic responses and operational actions taken by the Bureau Head in managing and navigating organizational change in the formative years of Southwest Papua Province.

## **2. Literature Review**

### *2.1 Related Work*

Previous studies have demonstrated that leadership plays a significant role in enhancing organizational effectiveness and employee performance in the public sector. A study by Sri Dewi found that leaders who provide clear direction and involve staff in decision-making processes significantly improve employee productivity, although some limitations remain in terms of technical knowledge among civil servants.

Similarly, Muhammad Ulul Ilmi examined the implementation of democratic leadership styles within East Java's bureaucratic apparatus. His findings show that participatory leadership encourages engagement and improves civil servants' performance across administrative departments.

While both of these studies use a qualitative-descriptive approach and affirm the influence of leadership on performance, they were conducted in well-established institutions. In contrast, this current study explores leadership practices within a newly formed province, where administrative structures, institutional cultures, and performance systems are still in developmental stages. This provides a novel context that distinguishes this research from previous works.

### *2.2 Research Gap*

Most existing literature on leadership in the public sector focuses on established institutions where organizational routines and performance indicators are already institutionalized. Few studies, however, have explored leadership practices in newly created administrative regions that are still forming bureaucratic infrastructure, defining roles, and developing internal policies.

This study fills that gap by offering empirical insights into how leadership operates within an evolving governance environment. Specifically, it examines leadership dynamics in the Organization Bureau of a newly inaugurated province, where leadership decisions have far-

reaching consequences in shaping institutional identity and operational stability.

### **3. Methodology**

#### *3.1 Data Collection*

This study used a qualitative descriptive method to gain an in-depth understanding of the leadership role in the management of a regional government organization, specifically the Organization Bureau of the Regional Secretariat (SETDA) of Southwest Papua Province. The data were collected using two main techniques: interviews and documentation.

Interviews were conducted with six selected informants using a purposive sampling method. The informants included:

- 1 Head of the Organization Bureau,
- 1 Head of Institutional Section,
- 2 Job Analysts,
- 1 Head of Subdivision at the district/city level,
- 1 Executive Staff member.

These individuals were selected based on their strategic roles and their involvement in leadership activities, organizational development, and institutional change management. The interviews were semi-structured, allowing for both guided discussion and flexible exploration of participant insights.

Document analysis served to complement the primary data from interviews. The documents reviewed included:

1. Government regulations,
2. Organizational structure charts,

3. Functional duty descriptions (tupoksi),
4. Planning documents and internal performance reports.

This approach ensured the credibility of the research through data triangulation and enriched the analysis with factual administrative references.

### *3.2 Analysis Techniques*

Data were analyzed using the interactive analysis model developed by Miles and Huberman (1994), which involves the following three steps:

#### *1. Data Reduction*

The collected data were transcribed, selected, simplified, and grouped according to thematic categories, such as leadership style, organizational strategy, and change response mechanisms. This process allowed the researcher to focus on data that directly addressed the research objectives.

#### *2. Data Display*

Thematic data were then organized into visual and descriptive formats such as tables, matrices, and narrative summaries. This helped in recognizing patterns and drawing connections between leadership behavior and organizational management practices.

#### *3. Conclusion Drawing and Verification*

After patterns and themes were identified, conclusions were drawn based on their alignment with the research framework and objectives. The conclusions were continuously verified by rechecking the data and cross-referencing findings with multiple sources.

This analytical model allowed for a structured and iterative examination of the data, supporting the validity and depth of interpretation in the study.

### *3.3 Validation*

1. To ensure the trustworthiness and credibility of the findings, several validation strategies were implemented:

2. Triangulation: Information from interviews was cross-checked with documentation and internal reports to ensure consistency and accuracy.
3. Member Checking: Selected findings and interpretations were returned to key informants for confirmation, reducing the risk of researcher bias or misinterpretation.
4. Prolonged Engagement: The researcher maintained sufficient contact with the field setting to build rapport with informants and understand the context more deeply.
5. Thick Description: A detailed and contextualized account of the findings was developed to help readers understand the setting and make informed judgments about the applicability of the results to other contexts.

These measures were adopted to maintain ethical and methodological integrity and to ensure that the study's conclusions accurately reflect the actual dynamics within the Organization Bureau of Southwest Papua.

## **4. Results and Discussion**

### *4.1 Key Findings*

This study revealed several important findings concerning the role of leadership in managing the Organization Bureau of the Regional Secretariat of Southwest Papua Province.

#### **a. Leadership Role of the Bureau Head**

The Head of the Organization Bureau demonstrated a highly strategic and participatory role in organizational management. According to interview data and supporting documents, the Bureau Head adopted a delegative-democratic leadership style, which emphasizes collaboration, empowerment, and role-based task delegation. This is reflected in four core leadership behaviors adapted from Hersey and Blanchard's situational leadership theory:

**Telling:** The Bureau Head provides clear instructions aligned with the main duties and functions (tupoksi) of each section.

**Selling:** Encourages solidarity among staff, emphasizing that leadership requires teamwork

and mutual support.

**Participating:** Involves employees in decision-making and daily operations to increase engagement and responsibility.

**Delegating:** Assigns tasks based on job descriptions while promoting autonomy in execution, ensuring that each division operates according to its respective budget and program as outlined in the Activity and Budget Plan (RKA).

#### b. Factors Contributing to Leadership Adaptation

Two primary factors influence changes in leadership and organizational management:

1. **Leadership Transition:** Changes in regional leadership (e.g., new governors) lead to updates in strategic plans such as the five-year Strategic Plan (RENSTRA), requiring realignment with the newly elected officials' vision and mission.
2. **Organizational Restructuring (SOTK):** Structural changes within the government (especially in echelon appointments) demand flexibility from the Bureau Head. Although job functions remain legally consistent, the leadership style and workflow must adapt to each new administration's preferences.

#### c. Strategic Responses to Organizational Change

To address these challenges, the Bureau Head employed the following strategies:

1. **Effective Communication:** Maintains consistent verbal and written communication with all divisions, ensuring clarity, persuasion, and coordination.
2. **Clear Vision Sharing:** Transparently conveys the objectives and rationale behind organizational changes, including structural adjustments and work program revisions, especially in alignment with regional development goals (RPJMD).



3. Motivation and Incentives: Boosts employee morale through recognition, training opportunities, and performance-based financial rewards (TPP).
4. Staff Empowerment: Encourages staff participation in training, external assignments, and inter-departmental collaboration to enhance professional skills and leadership readiness.

#### *4.2 Interpretation of Results*

The results confirm that effective leadership is central to managing institutional development in a newly formed regional government. The situational and path-goal leadership theories used in this study align with the behaviors demonstrated by the Bureau Head, indicating flexibility, responsiveness, and empowerment as key traits of successful leadership in public organizations undergoing transformation.

The findings also support earlier research by Dewi and Ilmi, which emphasized the benefits of participative and democratic leadership in enhancing employee engagement and institutional performance. However, unlike previous studies in mature bureaucracies, this study highlights leadership in the context of institutional formation and administrative transition, where leadership is not only about performance optimization but also about building legitimacy, structure, and cohesion from the ground up.

Moreover, the consistent implementation of communication strategies and capacity development initiatives by the Bureau Head illustrates the critical balance between structure and adaptability. As leadership decisions directly affect not just policy execution but also employee morale, the Bureau Head's proactive and inclusive approach is a model for other regional leaders in similar stages of development.

The research also underscores the importance of resilience and continuity. In an environment characterized by political and structural volatility, leadership must act as a stabilizing force—preserving organizational purpose while embracing innovation.

## **5. Discussion**

### *5.1 Comparison with Prior Research*

The results of this study are consistent with the findings of prior research that emphasize the positive effects of democratic and participative leadership on organizational performance and employee motivation. Studies by Dewi (2021) and Ilmi (2020) showed that leaders who

actively involve subordinates in decision-making and provide clarity in work processes can increase job satisfaction and task effectiveness.

However, unlike those studies which were conducted in mature government institutions, this study presents a new dimension: leadership in the context of institutional transition and administrative formation. The Bureau Head of the Organization Bureau in Southwest Papua not only performs management functions but also acts as a key architect in building organizational foundations, guiding staff adaptation, and embedding reform values. This situational complexity demands greater flexibility and innovation than what is usually required in stable bureaucracies.

### *5.2 Limitations*

While the study provides valuable insights into leadership practices within a newly formed provincial organization, several limitations should be acknowledged:

1. The research was limited to one bureau within a single provincial government, which may restrict the generalizability of findings.
2. The use of qualitative methods prioritizes depth over breadth, and while rich in context, it may omit quantifiable performance indicators that could enhance comparative analysis.
3. Due to the transitional nature of the institution, some strategic decisions and organizational processes are still evolving, which may affect the long-term applicability of the findings.

### *5.3 Future Research*

Further research is recommended to expand the scope and build comparative insights across:

1. Other bureaus and departments within the same province or similar newly established provinces in Indonesia.
2. Longitudinal studies that track leadership impact over multiple administrative terms.
3. Quantitative approaches that measure leadership influence on organizational performance, employee productivity, and service delivery outcomes.
4. Future research could also explore the relationship between local culture and leadership style, especially in regions with strong traditional or indigenous governance systems.

## **6. Conclusion**

This study concludes that leadership plays a pivotal role in managing the transition, structure,

and development of regional government organizations. The Bureau Head of the Organization Bureau at SETDA Southwest Papua Province has demonstrated a delegative-democratic leadership style that is adaptive, inclusive, and aligned with both organizational needs and institutional change.

Key findings indicate that:

1. Leadership is not limited to task delegation but extends to shaping institutional direction and culture.
2. Factors such as leadership transition and organizational restructuring significantly affect the way leadership is practiced.
3. Strategic responses including communication, empowerment, and staff development are essential to navigate change and enhance performance.

Ultimately, the study affirms that adaptive and participatory leadership is a critical success factor in building effective public institutions, especially in newly autonomous regional governments.

## **7. Recommendation**

Based on the findings, the following recommendations are proposed:

1. To Regional Leaders: Invest in leadership training programs that emphasize flexibility, team empowerment, and strategic communication to support organizational growth.
2. To Government Agencies: Support newly formed provinces with structured transition frameworks and inter-regional mentoring systems to guide leadership adaptation.
3. To Researchers and Academics: Further investigate the long-term effects of leadership style on public governance outcomes, particularly in provinces undergoing structural and institutional transformation.
4. These recommendations aim to enhance leadership effectiveness and promote sustainable

organizational management in the evolving landscape of regional autonomy.

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