

Analysis of the Regent's Leadership Style in Improving the Performance of Civil Servants in Tana Toraja District

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Abstract: As a Motivator within each Local Government organisation, the Regent has a reliable ability to carry out management functions. The Regent as a coach, activator, director of potentials as well as a booster of ASN work enthusiasm in local government organisations in order to achieve organisational goals. The Regent's Leadership Style will always affect ASN Performance where ASN is an important element in the success dimension of participatory, responsive and accountable regional autonomy, more independent in accordance with the principles of good governance. Each Tana Toraja Regent's style has a dominant role in each period. The research themed Analysis of the Regent's Leadership Style in Improving ASN Performance in Tana Toraja Regency, was designed with a Qualitative method to describe the phenomenon of the Regent's distinctive leadership style and how it impacts ASN performance. The locus of this research, carried out at the Regional Government of Tana Toraja Regency where the researcher is the key instrument, making actual and purposive observations and conducting interviews with informants who are considered objective and relevant. The results of this research show that in each leadership period led by 2 different Regents, there are types of situational leadership styles where there are 3 different styles, namely Bureaucratic Participatory Style, Patrenealistic Leadership Style and Decmocratic Participatory Style.

Keywords: Local Government, Regent Leadership Style, ASN Performance

1. Introduction

In realising a quality government organisation and creating a positive brand towards the government, government apparatus in the regions and at the centre must transform, so that the objectives of the government organisation can run in accordance with its vision and mission (Prawirosentono & Primasari, 2022), (Megawati, Nurmayanti, & Tatminingsih, 2022). the government and all its employees need a strong commitment (credible commitment), benevolence, honesty, competency, and fairness. It is also important to realise Apparatus Resources that are developed through changes in mindset, attitude and behaviour that are ethical, prioritise piety to God Almighty so as to cause fear of sin in carrying out tasks, have high loyalty, discipline, have a spirit of serving not being served. Thus, there is no doubt that public trust regarding the performance of the Government will continue to increase (Azis, 2018), (Notowidagdo, 2022). "When the government and public bureaucracy are able to provide good public services, there is a tendency for public trust to be at the highest level" (Widanti, 2022), (Dewi & Suparno, 2022). Culture, positive values that become commitments and become common guidelines in government organisations and are implemented in the implementation of public services are the basic capital towards good governance and creating quality human resources (Afrijal, Helmi, Latif, & Usman, 2023), (Umar, 2022).

Performance management practices that are less measurable and not fully implemented with a controlled system, especially in achieving results in the public service sector, have not been fully conveyed transparently to the public (Umam, 2021), (Septianingsih, 2022). This is what encourages the emergence of pressure on the imple-

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mentation of government, especially on key actors in accountability and ensuring good public service performance (Nudin et al., 2023). The principle of accountability for the implementation of accountability for activities by government implementers should be carried out in the implementation of authority in their field of work. The principle of performance accountability is very effective in controlling all activities in achieving the goals or targets of policies or programmes that have been set in all fields (Sawir, 2020), (Ferdinant Amba Sugi, 2020).

In 1999 the Government issued Presidential Instruction No. 7 of 1999 on Performance Accountability of Government Agencies. This presidential instruction was the first milestone in the implementation of the New Public Management (NPM) paradigm in public sector organisations (Barus, 2007). This paradigm is a concept to improve the ability and motivation of employees in the region through various means so as to create a high work spirit, effective, efficient and productive, with the right work process so as to achieve optimal results (Mulyasa, 2022), (Silitonga & SE, 2020).

The results of the Evaluation of Government Agency Performance Accountability and Bureaucratic Reform in 2021 show the value of the Government Agency Performance Accountability System (SAKIP) and the implementation of Bureaucratic Reform (RB) for Regional Government Agencies of Tana Toraja Regency with a score of CC or very bad along with dozens of other regions in Indonesia (Hafied, 2022). From the Determination of the Ranking and status of National Local Government Performance as stated in the Decree of the Minister of Home Affairs Number 118-8840 of 2018, Tana Toraja Regency ranks 71 nationally for district governments. This shows that the performance of government organisers has not been classified as satisfactory. So it is alleged that the lack of internal encouragement and motivation for the apparatus to improve performance, one of which is from the Leadership of the Regional Head / Regent (Faisal, Jaenudin, Sulkipani, Mentari, & Camellia, 2022), (Muhammad, Sos, & Suswain, 2018).

According to Hamzah Ya'Qub, "Leadership as a process of influence between individuals or between people in a particular situation, through a process of communication that is directed to achieve certain goals (Wardhani, 2019), (RESTI, 2021). Without good leadership, it will be difficult to realise the vision and mission or achieve organisational goals, and it will also be difficult to adapt to the changes that are happening inside and outside the organization (Wahidin, 2013), (Mulyasa, 2022). A leader is not only able to influence, direct, coordinate but must carry out supervision and guidance to the people being led, so that the distribution of work that has been delegated to the apparatus can be controlled effectively (Marto, 2021). argues that; "In the context of management, the notions of influencing, directing, coordinating and controlling are efforts and behaviours to carry out the four main functions of management". These efforts and behaviours are manifested based on the leadership style of a leader in carrying out management functions.

In carrying out regional leadership, each Regent as Regional Head has his own style with distinctive behaviours as a mirror of leadership personality in influencing his subordinates. According to Runtu (2011) that, A leader will use a leadership style according to his abilities and personality (Duryat, 2021), (Khairani, 2020). Things that are in harmony and there is no conflict between leadership styles, norms and organisational culture is a procession of sustainability and success of the organisation both in the goals and achievements of the organization (Fazira & Mirani, 2019). Hersey (2004) states that leadership style is a pattern of behaviour (words and actions) of a leader that is perceived by others in addition, Paul Hersey and Keneth Blanchard 1993 define leadership style as "a pattern of behaviour that shows a person when trying to influence the activities of others as perceived by others. This may be very different from the leader's perception of lead-

ership behaviour, which we will define as self-perception, not just style" (in Wirawan 2016: 352).

Wirawan (2016: 380) suggests that there are five patterns of leader behaviour or leadership styles in leading their followers, namely: autocratic, paternalistic participatory, democratic and leader acceptance - *laissez faire* or *free rein*. Fred E Fielder 1967 (in Wiraan 2016: 378) suggests a theory that is based on the assumption that to be effective the leader must be able to change his behaviour according to the characteristics of his followers and the environmental situation in which leadership takes place. In other words, leadership depends or *contingent* on the followers it leads and the environmental situation in which leadership occurs. The term *contingency leadership* is similar to the term *situational leadership*, which focuses on the fact that leaders must adjust to the characteristics of the followers they lead. Situational Leadership Theory is based on the assumption that there is no one best way to influence people. A further assumption is that effective leadership behaviour is determined by the interaction of three factors: task behaviour factors; relationship behaviour factors and follower readiness factors. Task behaviour factors are defined by how much the leader determines the obligations and responsibilities of individuals in the group. This includes *What* - telling what to do; *How* - how to do it; *When* - when to do it, *Where* - where to do it and; *Who* - who should do it. Characteristic of Task behaviour is one-way communication from the leader to his followers. On the other hand Relationship Behaviour is defined to what extent the leader specifies two-way or multi-way communication. Such behaviours include Listening; clarifying, Facilitating and Supportive Behaviour.

As a dominant factor, then what is the leadership style of the Tana Tora Regent during or 2 different periods of government, and how does it affect the performance improvement of ASNs within the Tana Toraja Regency Government. This research tries to analyse the leadership style of the Tana Toraja Regent in improving the performance of ASN in Tana Toraja Regency.

2. Materials and Methods

This research was conducted at the Regional Government of Tana Toraja Regency which is the locus of this research. By using the Qualitative Research method. This research is designed to be descriptive regarding the phenomenon of the Regent's distinctive leadership style in improving ASN performance. Secondary data collection is sourced from documents of both Tana Toraja Regency local government institutions, be it *sakip*, *resntra* and others that are considered as factual support, some literature, and other articles that are considered to reveal the regent's style in implementing his policies. The object of this research is the Regent and all ASNs in the Tana Toraja Regency Government.

Primary data is obtained by conducting frank or undercover observations, where researchers are frankly collecting data on the leadership model that has been used in the implementation of government activities and the impact of leadership styles in increasing the effectiveness of ASN. Researchers also conducted Depth interviews with informants who understood the object under study, observing the work behaviour of the ASNs. The data obtained is developed into a hypothesis by looking carefully at the relationship of each data so that it becomes an Associative Hypothesis.

3. Results and Discussion

As a phenomenon in the world of leadership, leadership style is a very sensitive thing related to the situation and cultural conditions in Tana Toraja. Tana Toraja Regency which is still thick with customs, traditions and culture provides its own measure in behaviour, habit patterns and even the way someone leads. Therefore, the situational approach focuses on Situational Leadership around the leader. Pither G. Nourthouse, put

forward the perspective of Situational Leadership theory that, "to be an effective leader one must adapt his style to the demands of different situations" (2013: 95). It can be analysed that there are three leadership styles carried out by the two regents of Tana Toraja. their style greatly affects the performance of ASN. From observations during the author's work in the Tana Toraja Regency Government coupled with official research conducted for more than 4 (four) months, facts were obtained through interview data related to the style of the Tana Toraja Regent in Leading as follows:

3.1 Theofilus Allorerung's Leadership Style Period I (2010 to 2015)

In Theofilus Allorerung's first term, he emphasised more on employee discipline, supervision, fostering the spirit of a religious apparatus, emphasising the importance of accountability and responsibility and being more participatory and collaborative in work. Every Monday morning after roll call, he continued with religious worship before starting work, leading coordination meetings between SKPDs and stake holders on government, development and community programmes. New terms emerged in the implementation of his leadership in this period, such as Café Morning, a routine meeting every Monday morning after worship with Muspida and several SKPDs in discussing programmes, and community issues both on a national and regional scale.

He views that the position of regent should be seen as a space to express the potential and talents given by God for the benefit of the community". Building a legacy in his period of government is the most important value besides honesty and responsibility, it is important to create a legacy that can be remembered for all time. The target of development that can be enjoyed and remembered by everyone is by building tourist objects, he said in his interview:

"We used to build to generate income, but many Torajans don't like it, but they have to be forced to like it, for me I don't need an image of what story to tell...I just want one period, the important thing is that there is a legacy, that's the goal, I want one period people will remember me, once I go up in Diburake people will remember me, up in Pango-pango people will remember me, buntu kunyi', now it's sarira again...ollon continued again..."

In addition to the aforementioned sources of income, he arranged the legal regulations in the collection of Slaughterhouse Tax, which was previously limited to the Regent's Regulation, with a different nomenclature into Regional Regulation Number 7 of 2011 concerning Retribution for Slaughterhouses. With this Regional Regulation, the Regional Government requires the Slaughterhouse to be present in the community's traditional activities, both Rambu Solo' (Death Ceremony) and Rambu Tuka' (Traditional Ceremony of Gratitude). In the function of this slaughterhouse, all people who will slaughter animals in traditional events are required to carry out reporting permits and health checks for animals to be slaughtered. This further illustrates that in the implementation of his administration he has put forward a legacy of the role of Government participation in the community's cultural customs activities.

Former Head of Provincial Inspectorate - Regional Secretary of Tana Toraja Regency, Theopilus Allorerung, is more careful in taking or deciding policies. A firm characteristic, and always based on existing rules, matters in making a decision for crucial and administrative issues are felt by some stakeholders to be considered a very procedural bureaucratic Regent. this is the reason why sometimes decision making is considered a little late. Actions and characters that are not rash in determining policies, documents are studied through the participation of bureaucratic staff. Furthermore, up to the Advice to the Regent through consultation which is the main point of the problem by the heads of divisions then concluded with legal considerations by the Legal Division / Section of the

Regional Secretariat in the form of a Staff Report to the Regent. By involving more staff participation, Regent Theopilus is described as a Bureaucratic Participatory Style Regent.

The final episode of this government period ended with a sweet achievement. In the financial sector, there was an increase in regional income, the implementation of long-term physical development programs was realized, institutional arrangements were lean but effective in ASN performance. So that 2015 this government did not leave a regional debt but left a Silva of approximately 90 billion Rupiah is an achievement that deserves to be seen as the success of a bureaucratic participatory style Regent.

3.2 Nicodemus Biringkanae's Leadership Style (2016 to 2021)

The vision and mission of Ir. Nicodemus Biringkanae in his Government Period is "The realisation of a government that is competent in managing development towards the creation of a religious, prosperous, equitable society according to the characteristics, ecological, social, economic and culture of Tana Toraja". The thing that became an obstacle in the success of the government in this period and the decline in the intensity of ASN performance was the Covid 19 Outbreak Factor. ASN is more encouraged to isolate themselves and work from home (Work From Home), so that many programs that are expected to be completed in the field cannot be realised due to this outbreak. The former Head of DPPKAD who was interviewed did not avoid the covid factor that affects ASN performance.

"Yesterday, due to the impact of covid, revenue was not optimal, while work activities were revised for covid handling"

During this period, many placements of positions both technical and administrative were not in accordance (Maladministrative) with the specifications of existing ASN resources. Several teaching staff from functional positions (Teachers) switched functions to become Sub-District Heads, a person with a Bachelor of Education, Bachelor of Social Affairs, and Bachelor of Law was placed in Technical Services such as the Public Works Office, Spatial Planning, Health Service and others. It can be analysed that this Regent has a Patrialistic Leadership Style where the Paternalistic Leadership Style. Leaders are considered as parents and followers as children who need to be guided towards maturity.

Indicators of this leadership style are also reflected in the leader's freedom to use his power is high. The issue of position mutation, which is too tendentious because of the feeling of being the owner of the sole proregative rights of a Regent, but not in accordance with the scientific specifications of ASN and ASN's freedom of action to use their ideas, knowledge and power is low. This was analysed when there was a case of self-appointment as Acting Head of the Health Office, which should have been the position of Head of service is a structural ASN position not intended for a political official.

ASNs implement programme decisions based on the Regent's instructions. As stated by the informant as follows during the Budget preparation meeting:

"There are many ideas, meaning that he gave us a programme, we wondered what this programme was.... we conveyed umbadikua kesusite'pa' as if we were giving ideas as if we were looking for them, he said anu tuh.... susi tek tuu lamu pasusi te susi tu... susiteh susite susi tee... oooo dadi tohhh den hasselena tu den duka te' toh....na kua bang fiiiu.... (whistling) rich like that."

If observed from this information, the Regent considers the employees as new employees who have no experience and need to be mentored continuously. Patterns of Relationships between the Regent and ASN Employees can mostly be in the form of an ASN mentor and employees hear instructions and must do as directed There is always two-way communication, from the Regent giving instructions and from ASN asking what to do, how to do it, and when to do it. The truth is always in the mentor, therefore

the creativity and innovation of the ASN is less loose and relatively low and the empowerment of the ASN is only limited to those who agree with the instructions and others are low.

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3.3 Theofilus Allorerung Leadership Style Period II (2021-present)

The second period Theopilus Allorerung and Vice Regent dr. Sadrak Tombe' were considered by most government observers to be an unlucky start in the implementation of their government. The baton handed over to them from the previous regent, Nikodemus Biringkanae, left problems that hindered the continuity of development and the welfare of civil servants. From the financial side at the end of the previous regent's period, regional finances experienced a deficit, a large regional debt of up to 100 billion rupiah. So that it requires the next government to settle before the due date so that capital expenditure for ASN infrastructure facilities and physical development expenditure must be delayed, delayed, even cancelled in order to pay regional debt. Therefore, on 26 February 2021, Theopilus Allorerung was inaugurated as Regent IV, the winner of the people's choice contestation, eliminating the previous incumbent / regent and vice regent pair. Many assume that this period is a period of settling the legacy of regional debt. Thus, the former head of DPPKAD, although a little closed, answered questions in the following conversation:

In the first period of Mr Theopilus from 2010s / 2015, what was the condition of regional finances? *Every year there is silva (cash balance) I forget that,*

Then for the next regent government (Pak Nico's era) 2016 to 2020? *" Yes, I forget how much regional debt. Entering now the second period of Mr Theopilus has begun to run out ... ehh slowly slowly, maybe 2023 will run out ... but yes i can't be sure we haven't calculated for 2023 anyway ... hopefully it will run out this year. Yesterday, due to the impact of covid, the revenue was not optimal, while the work activities were revised for handling covid.*

With the legacy of regional debt that must be resolved to whoever the elected Regent is, Regent Theopilus Allorerung and Dr. Sadrak Tombek applied the Participatory -Democratic Leadership Style in this second period. If in the first period Theopilus applied the Bureaucratic Participatory Leadership style, then in this period he was more open not only to bureaucrats but open to receiving suggestions to the entire community. He asked the community to provide input for the perfection of the RPJMD as he said in his inauguration speech "I ask the whole community to provide input regarding development, people's welfare, but input that we can really implement, not just input but cannot be implemented". Regarding regional debt which is a continuing obligation, he gave a response:

"First, every leader must obey the rules of the game, management must be important, planning is very important, because the wrong planning will have an impact on debt, will have an impact on damage so it needs to be managed in such a way that the leader does not cause turmoil which actually creates new problems such as debt problems So we don't suddenly want to make an image like : "The budget has increased by this much, but behind it is debt. Secondly, don't force us to do what we can do. It's the same as if you're a father in a household, you can only ride a motorbike, don't force you to ride a car, if you force you to ride a car, your wife will nag you about buying a car, so you take out a loan, and then the car will be withdrawn by the bank, right? Back again into unpaid debt...because of what we do not manage this life well."

From the interview, it can be seen that realistic and normative situational thoughts are reflected in his style of giving orders to the heads of OPDs, he advised the heads of OPDs not to play games in compiling performance indicators, OPDs should not compile budgeting with a logging system. "There should be no more terms "later inserted in", if the programme is not in the RPJMD then there is no tolerance for it". He further explained "Normatively, the Planning Theory must be clear, every rupiah must be clear in its allocation, no one should be saved first".

Open-minded, accepting criticism and listening to suggestions and opinions are indicators of a participative democratic style leader. we must listen to the views of the subordinates do not just want us to be, must be given space to everyone in the leadership to express their views. Whether we accept them or not is another matter. But whether we accept it or not, the measure is whether the view is realistic or not. Don't think "Ah, how can a staff member give this view, a staff member could have a better view than the head of the department. Because of what, everyone has struggles with the conditions they face, so have frequent dialogue with all levels of society". According to Theopilus Allorerung, freedom in bureaucracy is sometimes misunderstood. "Sometimes people think that democracy is that people are free to move but democracy in the bureaucracy is that all channels are open, use all existing institutions so that it is not only the regent who communicates with the head of the service, but the head of the service must also be able to communicate, collaborate with those below him so that the thoughts that come out of the regent are transmitted from below (sweeper), so the head of the service will get input from the sweeper to the level above him, so that the view from the bottom up to the regent.

In supervising ASN Performance during this period the Regent made observations of the success and failure of an activity. Considering the participation of ASN involved in the activity and making memos for ASN performance both in teams and individually. It can be said that in carrying out informal supervision of ASN performance he has a method of coordinating and activating ASN in addition to supervision carried out formally through institutions such as the Inspectorate and BPKP. With stable communication and coordination he can monitor ASNs who have excellent performance.

Another character that emerged during this period is that the Regent is open to delegation. ASNs who understand certain fields in the relevant OPD are more encouraged by the regent to represent in activities both at the provincial and central levels. Understanding the utilisation of human resources, the Regent prioritises staff who understand the portions of activities to represent OPD units, at least including experienced staff if the delegation request is addressed to the OPD leadership even to himself. Delegation of personnel for activities that require skills and experience in their fields.

The Deputy Regent during this period was very active and aspirational. It is not uncommon for invitations intended for the Regent to be represented by the Deputy Regent, especially if the Regent is unable to attend certain activities. In addition to community activities involving the Deputy Regent, Dr Sadrak Tombek is very aspirational towards developing the welfare and health of employees in particular and the community in general. This also greatly supports the popularity of the deputy regent who is directly related to the community. It can be said that the form of proportional delegation carried out by Mr Theopilus is actually to encourage the development of Officials and ASN so that they are better known to the public and have more access to government activities on a provincial or central scale.

With considerations of achieving the objectives of activities legally, the democratic style of the Regent of Tana Toraja sometimes does not bind ASN members who carry out activities must always comply with Standard Operating Procedures. Instilling an Out The Box way of thinking to ASN is not a wrong thing he argues if it can be more effective

as long as the goal is achieved to the maximum, without any impact that brings problems or is considered effective and efficient, then he gives the green light and appreciation to the ASN for its success. Promoting honesty, coordination and integrity to all ASNs in the Tana Toraja Regency Government, he always invites ASN to discuss in the Pondok / gasebho in front of the Rujab, different from the first period he was more in the Office to carry out coordination and consultation activities but this period he did more at the Rumah Jabatan. His reason is to be more free and not bound by excessive protocol formalities between subordinates and superiors so that they can be more free in conveying their ideas. In his view, an ASN has gone through several educations starting from Pre-Service, Training, and other education, so an ASN does not need to be commanded, but he should polarise himself in his duties and functions.

Currently, the strategy that is being intensively implemented is to carry out intensification and extensification of new local revenue objects, stimulate business players, especially culinary businesses because they encourage revenue from local taxes up to 10%, supervision of PAD from other levies.

4. Conclusion

It can be concluded that the leadership style that has been passed by the two regents of Tana Toraja, both past and present, shows the regent as someone who provides motivators to his subordinates. Therefore, the two periods of leadership of the Regents of Tana Toraja each have different styles, and reflect more of a Situational leadership style where the two leadership periods are passed with three different situational leadership styles. These leadership styles are Bureaucratic Participative Style, Patreanialistic Style and Democratic Participative Style. Theopilus Allorerung applies strict bureaucratic mechanisms, both in carrying out activities and in making decisions. However, Theopilus was more open to the ideas of the heads of bureaucratic units according to the problems faced and put forward the rules of law and protocol in the bureaucracy. He emphasised employee discipline, supervision, fostering the religious spirit of the apparatus, emphasising the importance of accountability and responsibility, and being more participative and collaborative in work. Instilling honesty, obeying the rules and focusing on goals according to the mission that has been set to all ASN. Strict characteristics, and always based on the rules with the main goal is to build a Legacy in his period of government. It is the most important value besides honesty and responsibility. Creating a legacy that can be remembered for all time, remembered by everyone. Regent Theopilus Allorerung and Dr Sadrak Tombek applied the Participatory-Democratic Leadership Style in their second term. If in the first period Theopilus applied a bureaucratic participatory leadership style, then in the second period it was more open not only for bureaucrats, but open to receiving suggestions from the whole community. He asked the community to provide input for the perfection of the RPJMD. In carrying out informal supervision of ASN performance, he has a method of coordinating and activating ASN in addition to supervision carried out formally through institutions such as the Inspectorate and BPKP. With stable communication and coordination he can monitor ASNs who have excellent performance. The Patreanialistic Leadership Style is applied by Regent Nokodemus Biringkanae. The main indicator of this leadership style is reflected in the leader's freedom to use his high power. The issue of position mutation, which is too tendentious because of the feeling of being the owner of the sole proregative rights of a Regent, but not in accordance with the scientific specifications of ASN. Many placements of positions, both technical and administrative, are not in accordance with the specifications of existing ASN resources. Several teaching staff from functional positions (Teachers) switched functions to become Sub-District Heads, a person with a Bachelor of Education, Bachelor of Social Sciences, and Bachelor of Laws was placed in Technical Offices such as the Public Works Office, Spatial Planning, Health Office and others so that ASN's freedom of action to use their

ideas, knowledge and skills is low. Programmes are suggested and proposed through the Regent so that many programme implementers do not fully understand the programmes and the goals they will achieve. The Bupati considers employees as new employees who have no experience and need to be mentored continuously. Relationship patterns between the Regent and ASN employees can mostly be in the form of a mentor and employees hear instructions and must do as directed. As the main conclusion that the two regents who have led or are leading Tana Toraja apply the Situational Leadership Style. As regents who are successful in their respective styles, they will maintain their leadership period because the leadership style is one of the strong factors they were elected by the public in general and favoured by ASN in particular.

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