



## INSTRUCTIONAL LEADERSHIP IN THE DEVELOPMENT OF SCHOOL ORGANIZATIONAL CULTURE: A LITERATURE REVIEW

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### Article History

Received Aug 27, 2023  
Revised Oct 12, 2023  
Accepted Nov 14, 2023

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### Keyword:

*Educational Leadership,  
Principal Leadership,  
Instructional Leadership,  
Organizational Culture*

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### Abstract

This study is intended to describe how leadership can contribute to the development of organizational culture in schools. Qualitative methodology with a literature approach is used in the study. Data collection is carried out by reviewing and exploring several journals, books, and documents, as well as data sources and other information that is considered relevant to the study. This study found that the principal's instructional leadership prioritizes its activities on learning by influencing, directing, and guiding teachers in teaching and learning activities so that teachers can provide the best learning services to students. With good leadership, the values developed in the school can be passed on culturally to the students well.

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### INTRODUCTION

The ability or ability of leaders is the backbone of the organization. They make changes, advance, and encourage the organization to achieve maximum results. Leaders must also develop an organizational culture that can support the achievement of the organization's vision and mission that has been set. The organizational culture in question is a pattern of behavior that includes thoughts, actions, language, and habits carried out by members of the organization or employees in the organization, values shared or shared by members of an organization, norms, beliefs, assumptions of members of the organization to manage problems and influences around them. Organizational culture will function as a guarantor of organizational survival if a good organization has fundamental values, such as upholding the importance of

honesty and integrity, respect for discipline, excellent service, and respect for openness.

An organization cannot develop if it does not make a change. Organizational development helps adapt to the environment by changing organizational values and structures and making an institution's work more systematic and efficient. Factors that cause the result of an organization consist of internal and external factors, and by changing an organizational culture, existing human resources will become more qualified (Yusuf, 2017).

Organizational performance is used as one measure of the success or failure of an organization, both profit organizations and non-profit organizations. Organizations cannot be separated from human resource problems because, until now, human resources have become the center of attention and focus for organizations or companies to survive in increasingly fierce competition in this era of globalization. These increasingly stringent demands require human resource management to be appropriately managed by paying attention to all needs to achieve the organizational goals that have been set (Rahmi, 2021).

Leadership is a person's ability and readiness to influence, guide, direct, and move others to want to do something with a sense of responsibility to achieve goals set together (Siswoyo, 2007). An effective principal is a principal who can influence teachers to carry out all the tasks assigned to him so that the vision and mission of the school can be achieved. A reliable principal is not only able to lead teachers and other education personnel but also able to become a manager, administrator, supervisor, motivator, innovator, and entrepreneur. The ability of school principals to carry out these various functions is estimated to increase teacher commitment to carrying out their duties (Siswoyo, 2007).

Culture in an organization can also be influenced by at least three things, namely: First, organizational strategy that includes short-term and long-term goals formulated by the organization; Second, how the objectives of the organization are then communicated and understood by all members and how they are implemented, in this case including individual abilities, individual behavior, and objective results obtained; and Third, situations that surround and affect the performance of an organization, which includes organizational culture and economic conditions. In the context of educational institutions, the surrounding position is also influenced by policies implemented by the government (Hidayah, 2006).

Explanation of the importance of leaders' ability in the organization is aimed at progress. One leadership style that demands the power of a leader is transformational, motivating subordinates to do better according to the expectations of associates by increasing the value of tasks by encouraging subordinates to sacrifice themselves for the benefit of the organization, followed by increasing the level of needs of better assistants.

## METHOD

The method used in this study uses a library research method or approach. A literature study is a series of activities related to library data collection methods and reading, recording, and processing research materials (Zed, 2003). In literature study research, there are at least four main characteristics that the author needs to pay attention to. *First*, the author or researcher deals directly with text (Nash) or numerical data, not with direct knowledge from the field. *Second*, library data is "ready-to-use," meaning that researchers do not end up directly in the area because they are dealing now with data sources in the library. *Third*, library data is generally a secondary source, in the sense that researchers obtain material or data second-hand and not original data from the first data in the field. *Fourth*, the condition of library data is not limited by space and time (Zed, 2003). Data collection in research is carried out by reviewing and exploring several journals, books, documents (both printed and electronic), and other sources of data and information that are considered relevant to research or studies.

## RESULTS AND DISCUSSION

### Organizational Culture Concept

The term culture comes from the Latin *colere*, which means cultivating or working, especially developing the land or farm. Then, in English, it became *culture* (Suryanti, 2018). Culture, as a result of human work, is formed to form written rules and, over time, will no longer be reported due to strong commitment from members of society, which is ultimately called norms and ethics. Norms and ethics are measures for members of a community to behave and behave following the rules of these norms, and norms that are increasingly pervasive in society are no longer written, while ethics is what wraps the behavior of members of the community to act following norm criteria, which in the end the process of deepening these norms is called culture.

Budaya adalah: The set of essential assumptions (often unstated) that members of the community share in common" (Sathe, 1985). Schein of MIT, in his writing about Organizational Culture and leadership, defines culture as A pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way you perceive, think, and feel about those problems (Schein, 2002).

From Sathe and Edgar Schein, we find the keyword of cultural understanding, namely *shared basic assumptions* or assuming certainty about something. Assumptions include *beliefs* and *values*. Beliefs are fundamental assumptions about the world and how it runs. Belief is a *state of mind* that is independent of the material expression obtained by a community. Value is a normative measure that influences humans to carry out the actions in which

they live. Value is a "*basic assumption about what ideals are desirable or worth striving for.*" (Duverger, 1959).

In another section, it is also stated that values have functions: (1) values as standards; (2) values as a basis for conflict resolution and decision making; (3) value as motivation; (4) values as a basis for self-adjustment; and (5) values as the basis for self-realization. a value system is learned organization rules to help one choose between alternatives, solve conflict, and make decision (Rokeach, 1968).

Culture is seen as values or norms that refer to a statement about what members of an organization can and cannot do, as assumptions refer to what things are considered true or false (Owen, 2000). Rules that express an attitude and behavior that guides and encourages members of society to do things right and hinder people from doing something wrong will be morally punished according to predetermined values or norms. With references that state truth and error, the actions of community members will always be guided by these values and standards.

Organizational culture is the common understanding of the organization's members to behave similarly, both outside and inside the organization (Fukuyama 1995). On the other hand, Ouchi defines organizational culture as a set of symbols, ceremonies, and myths that communicate the values and beliefs of an organization to its employees (Ouchi & Wilkins, 1985). According to Miller, organizational culture is a set of primary value systems consisting of eight principles, namely principles of purpose, consensus, excellence, achievement (performance), empiricism, unity, familiarity, and integrity, which are used as norms or guidelines for company members in their behavior and in solving company problems (Miller, 1990). Organizational culture refers to the values and patterns of beliefs and behaviors accepted and practiced by members of a particular organization. Because each organization develops its own unique culture, even organizations in the same industry and city can show different ways of operating. A specific organization's culture reflects its founders' influence and the strong influence of other transformational leaders rather than its founders.

Based on the concepts of organizational culture above, corporate culture is a pattern of basic assumptions regarding beliefs, values, and behaviors created and developed by an organization as a basis for determining goals, consensus, excellence, achievement (performance), innovation, unity, familiarity, and organizational integrity, which is used as a norm or guideline for members of the organization to behave equally in solving organizational issues both outside and within the organization to support the growth and development of the organization.

### **Characteristics of Organizational Culture**

In the book *Organizational Theory: Structure, Design, and Applications*, culture implies the existence of specific dimensions or characteristics that are closely related and interdependent (Robbins, 1998). However, most researchers

don't attempt to detail those characteristics. If culture does exist, and we claim that it does, then culture must have striking dimensions that can be defined and measurable. Robbins in the book *Organizational Behavior: Concepts, Controversies, Applications*, there are seven characteristics of organizational culture as follows (Robbin & Judge, 2017):

- 1) Innovation and risk-taking are ways employees are encouraged to be innovative and take risks.
- 2) Attention is the extent to which employees are expected to show precision (accuracy), analysis and attention to detail.
- 3) Results orientation, i.e., the degree to which management focuses on results rather than the techniques and processes used to achieve results.
- 4) People orientation is the extent to which management decisions consider the effect of results on people in the organization.
- 5) Team orientation is the extent to which work activities are organized in work teams rather than individuals.
- 6) Aggressiveness is the extent to which people are aggressive and competitive rather than relaxed.
- 7) Steadiness is the degree to which an organization's activities emphasize maintaining the status quo rather than growth

Culture carries out several functions within an organization, including (Robbin & Judge, 2017):

- 1) To set boundaries between one organization and another.
- 2) Identity for members of the organization.
- 3) Engender organizational commitment.
- 4) Establish the social system of the organization or as the social glue of the organization.
- 5) Meaning-making and control mechanisms that guide and shape employee attitudes and behaviors in the organization.
- 6) Setting organizational games.

### **Development of Organizational Culture in Schools**

By understanding the concept of organizational culture as stated above, the development of organizational culture in the context of schooling will be described further below. In general, the application of corporate culture in schools is not much different from the application of other organizational culture concepts. Even if there is a difference, it may lie only in the type of dominant value it develops and the characteristics of its proponents. About supporters of organizational culture in schools, Paul E. Heckman suggests that "*the commonly held beliefs of teachers, students, and principals.*" (Stolp, 1994).

The values developed in the school, of course, cannot be separated from the existence of the school itself as an educational organization with a role and function to try to develop, preserve, and pass on cultural values to students. In this regard, Larry Lashway mentions that "*schools are moral institutions, designed to promote social norms*" (Lashway, 1996). Concerning the thoughts of Luthans and Edgar Schein, below will be described the characteristics of organizational

culture in schools, namely (1) observed behavioral regularities, (2) norms, (3) dominant values, (4) philosophy, (5) rules, and (6) organization climate.

- 1) *Observed behavioral regularities*. School organizational culture is characterized by the frequency of how all school members can be kept.
- 2) *Norms*. School organizational culture is also characterized by norms that contain standards of behavior from school members, both for students and teachers. This standard of behavior can be based on the internal policies of the school itself as well as on the policies of the local government and central government. Student behavior standards are mainly related to the achievement of student learning outcomes, which will determine whether a student can be declared graduated/advanced or not. Student behavior standards are concerned not only with cognitive or academic aspects but also with all aspects of personality.
- 3) *Dominant values*. Suppose it is related to the challenges of Indonesian education today, namely about achieving the quality of education. In that case, the organizational culture in schools should be placed in the framework of achieving the quality of education in schools. Values and beliefs in achieving quality school education should be the main thing for all school residents. It is building a culture of academic excellence in higher education using the principles of Total Quality Management, which includes: (1) vision, mission, and outcomes driven; (2) systems dependent; (3) leadership: creating a quality culture; (4) systematic individual development; (4) decisions based on fact; (5) delegation of decision making; (6) collaboration; (7) planning for change; and (8) leadership: supporting a quality culture. It is also stated that "*when the quality principles are implemented holistically, a culture for academic excellence is created* (Freed et al., 1997). From Freed's thoughts above, we can draw a common thread: to build a culture of academic excellence or a culture of educational quality. It is for us to be able to implement the principles of Total Quality Management and make it a shared value and belief of each member of the school.
- 4) *Philosophy*. Organizational culture is characterized by the belief of all members of the organization in viewing something in essence, for example, about time, people, and so on, which is used as organizational policy. Suppose we adopt a philosophy in the business world that has been proven to provide excellence to the company, where this philosophy is placed to satisfy customers. In that case, the school should also believe in the importance of measures to help customers. In the context of Education Quality Improvement Management, customers, especially students, should be the focus of all activities in the school (Sallis & Jones, 2013). That is, all input processes deployed in schools are primarily aimed at improving the quality and satisfaction of students. The logical consequence is that the preparation of inputs, the teaching and learning process must embody the whole figure of quality and satisfaction that students expect."
- 5) *Rules*. Organizational culture is characterized by laws and regulations of the game that bind all organization members. Each school has specific rules and

regulations, sourced from local school policies and the government, which secure all school residents to behave and act in the organization. General practices in this school are packaged in the form of school discipline, which contains what school residents can and cannot do and provisions for sanctions if they commit violations. School discipline has two main goals: (1) to ensure the safety of staff and students and (2) to create an environment conducive to learning (Gaustad, 1992).

- 6) *Organization climate*. The presence of an organizational climate characterizes organizational culture and suggests that: "*organizational climate is the perception of how it feels to work in a particular environment. It is the "atmosphere of the workplace" and people's perceptions of "the way we do things here"* (Hoy & Smith, 2002).

### **Principal Instructional Leadership**

Principal comes from two words: principal and school. The word head can be interpreted as chairperson or leader in an organization or an institution. Medium school is an institution where it becomes a place to receive and give lessons. The principal is a functional teacher who is tasked with leading a school where the teaching and learning process is held or where there is interaction between the teacher who gives lessons and the students who receive lessons (Wahjosumidjo, 2010).

Instructional leadership, or learning leadership, began to be known in Indonesia in 2010. Huber said that instructional leadership is education leadership, school leadership, visionary leadership and teaching, learning leadership, and supervision leadership (Huber, 2004). Bush stated that instructional leadership focuses on teaching and learning activities and teacher behavior in serving students (Bush, T., & Glover, 2003). The influence of leaders is targeted at student learning through teachers. Learning leadership is an activity of the principal whose daily life is busy influencing the people who carry out academic activities at school, whether teachers and educational staff or teaching staff (Suhardan, 2010). In line with this, Rigsbee suggests that a good principal is an instructional leader who helps teachers create how students best learn (Daryanto, 2011). Instructional principals place the learning agenda first of all their activities. Provide appropriate support for improving the quality of teacher teaching performance and learning success in the classroom. An instructional principal also tries to create a positive learning environment by supporting professional development, sharing a vision, and providing strong motivation and inspiration for the learning of the teaching staff (teachers) (Emmanouil & Paraskevi-Ioanna, 2014). Instructional principals motivate teachers to develop professionalism so that teachers can improve the quality of teaching.

From the existing statements, it can be understood that the principal's instructional leadership is the principal's behavior who prioritizes his activities on learning by influencing, directing, and guiding teachers in teaching and learning activities so that teachers can provide the best learning services to

students. The Organization for Economic Cooperation and Development states that learning leadership is effective when the principal can play his role as (1) monitoring teacher work, (2) assessing teacher performance, (3) implementing and arranging mentoring and training, (4) planning teacher Continuing Professional Development, (5) coordinating teamwork, and (6) coordinating collaborative learning (OECD, 2017). Considering the rapid pace of science and technology development and the current globalization, these steps seem necessary, requiring teachers always to update their insights and abilities. The understanding and knowledge of a teacher are expected to support their activities in the teaching and learning process so that teachers have an advanced perspective in assessing various things.

As a leadership concept that focuses on teaching and learning activities and teacher behavior in serving students, the principal as an instructional leader focuses his activities on efforts to improve and improve the quality of teaching performance of his teachers, namely by inviting, encouraging, directing, and facilitating teachers for the development of their performance.

### **Instructional Leadership in Schools**

Educational leadership is rooted in "instructional leadership," which means *instruction, the process or act of teaching: education, while leadership means a person who rules, guides, or inspires others* (Collins, 2014). In this context, "educational leadership" rooted in the term "Instructional Leadership" can be understood as the principal's action, or delegation to others, to support student learning growth. Manase described an effective instructional leader into three criteria, namely: (1) the principal effectively has an image or vision of what is done; (2) the vision becomes a guideline in managing and leading the school, and (3) the principal effectively focuses his activities on teacher learning and performance in the classroom. Why teacher? Remember, the teacher is a central player who decides. It is not wrong that to change education starts with teachers. Instructional leadership is also called education leadership, school leadership, visionary leadership, teaching-learning leadership, and supervision leadership (Huber, 2004).

The results of Hammond's 2010 study found that there are two ways leaders influence student learning outcomes: (1) involving leadership practices affects learning, and (2) involving leadership practices that do not directly affect learning (Darling-Hammond, 2005). Instructional leadership focuses on student learning processes and outcomes through empowering teachers professionally. The concept of instructional leadership or learning leadership is focused on improving academic quality, not on busy handling school administration such as buildings, facilities, or finances. All of its activities are intended to affect school educational activities related to learning. Meanwhile, according to Sergiovani, learning leadership focuses directly on the teaching and learning process, increasing student achievement, curriculum and assessment, and developing learning programs (Sergiovanni, 2005).



Instructional leadership has strategies to achieve learning objectives. According to Hallinger, effective instructional leadership is as follows (Hallinger, 1993):

- 1) Interpreting the school's vision through sharing opinions with school residents and striving for the school's vision and mission to thrive in its implementation
- 2) The principal involves stakeholders in school management (participatory management)
- 3) The headmaster provides support for learning;
- 4) The headmaster monitors the teaching and learning process to understand more profoundly and realize what is going on inside the school.
- 5) The principal acts as a facilitator so that, in various ways, he can discover learning difficulties and help teachers overcome these learning difficulties.

In addition, according to Southworth, instructional leadership strategies to effectively enhance learning are found in research with his qualitative approach to primary school principals in England and Wales. There are three strategies, namely:

- 1) Modeling means that the example of the principal becomes an example or model imitated by teachers in the school he leads.
- 2) Monitoring means monitoring teacher performance when the teacher carries out the learning process in class and utilizing the monitoring results for further coaching.
- 3) Professional dialogue and discussion means talking actively, interactively, effectively, aspirationally, inspirationally, productively, democratically, and scientifically about the results of performance appraisals and follow-up plans to improve the quality of student learning processes and outcomes (Usman, 2015).

### **Instructional Leadership Strategies in Schools**

Hallinger defines effective instructional leadership as follows: (1) Interpreting the school's vision through sharing opinions with school residents and striving for the school's vision and mission to thrive in its implementation; (2) The principal involves stakeholders in school management (participatory management); (3) The principal provides learning support; (4) The principal monitors the teaching and learning process to understand more profoundly and realize what is going on in the school; (5) The principal acts as a facilitator so that in various ways he can know the learning difficulties and can help the students in overcoming these learning difficulties (Hallinger, 1993).

Instructional leadership strategies effectively enhance learning. The results of research conducted on Primary School Principals in England and Wales show that there are three instructional leadership strategies: (1) modeling, (2) monitoring, and (3) professional dialogue and discussion (Southworth, 2002). Modeling means that the example of the principal becomes an example or model imitated by teachers in the school he leads. Monitoring means monitoring the performance of class teachers when teachers carry out

the learning process in class and utilizing the monitoring results for further coaching. Professional dialogue and discussion means talking actively, interactively, effectively, aspirationally, inspirationally, productively, democratically, and scientifically about the effects of performance appraisals and follow-up plans to improve the quality of student learning processes and outcomes.

Instructional leadership strategies include four categories: (1) exemplary, (2) classroom and out-of-class learning, (3) school culture, and (4) reinforcement (Usman dan Raharjo, 2013). The example is positive speech, body language, attitude, and actions that others can emulate. Exemplary instructional leaders are shown by physically visible phenomena: productive teachers. Productive teachers here have a high commitment and responsibility for the quality of the learning process and outcomes.

As a principal, instructional leadership performs its duties by (1) motivating teachers, (2) facilitating teachers to improve the quality of learning processes and outcomes, (3) setting an excellent example in preparing, implementing, and assessing learning, (4) often dialoguing and discussing with teachers learning quality problems and efforts to solve them, (5) Often monitoring the learning process in class in a way that does not interfere with the learning process, (6) monitor teacher performance (supervise teachers), (7) assess teacher performance, (8) implement mentoring and training arrangements, (9) carry out continuous professional development of teachers, (10) coordinate teamwork, and (11) coordinate collaborative learning (Pramudia, 2012).

The meaning of "learning" is an exploration, elaboration, and confirmation activity to transform, preserve, and criticize science, technology, and culture carried out inside and outside the classroom. Learning in the school, among others, is indicated by symptoms: learning is carried out through the learning process of each subject matter or activity specifically designed. Each learning activity develops cognitive, affective, and psychomotor abilities, while learning outside the classroom is carried out through co-curricular and extracurricular activities. "School culture" is the shared beliefs, values, norms, and traditions that bind the whole school community together. The last strategy is "reinforcement," which is professional efforts to improve the quality of learning outcomes and processes inside and outside the classroom.

From the three experts above, the author concludes that creating an effective instructional leadership strategy is necessary. There are three ways, namely (1) modeling, which means the example of the principal being an example or model imitated by teachers in the school he leads; (2) monitoring, which means monitoring teacher performance in the classroom when the teacher carries out the learning process in class and utilizing the results of the monitoring for further coaching, (3) Professional Dialogue and Discussion means discussing actively, interactively, effectively, aspirationally, inspirationally, productively, democratically and scientifically about the results

of performance appraisals and follow-up plans to improve the quality of student learning processes and outcomes (Mulyasa, 2007).

Principal instructional leadership is the principal's behavior who prioritizes his activities on learning by influencing, directing, and guiding teachers in teaching and learning activities so that teachers can provide the best learning services to students. The Organization for Economic Cooperation and Development (in Usman, 2013) states that learning leadership is effective if the principal can play his role as (1) monitoring teacher work, (2) assessing teacher performance, (3) implementing and arranging mentoring and training, (4) planning teacher Continuous Professional Development, (5) coordinating teamwork, and (6) coordinating collaborative learning. Considering the rapid pace of science and technology development and current globalization, these steps seem necessary, requiring teachers to update their insights and abilities constantly. The understanding and knowledge of a teacher are expected to support their activities in the teaching and learning process so that teachers have an advanced perspective in assessing various things.

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