

A Conceptual Review on Leadership in Government Institution

^[1] Zahuren Abdul Kadir*, ^[2] Khairunesa Isa, ^[3] Zulida Abdul Kadir

^{[1][2]} Centre for General Studies and Co Curriculum, Universiti Tun Hussein Onn Malaysia

^[3] Centre for Language Studies, Universiti Tun Hussein Onn Malaysia

Corresponding Author Email: ^[1] zahuren@saser.edu.my, ^[2] nesa@uthm.edu.my, ^[3] zulida@uthm.edu.my

Abstract—An apt leadership style should be able to bring the best out of his organization, be it in public or private sectors. The ability of a leader to maneuver and achieve certain goals depends on the understanding of how effective leadership works. This paper discusses the different theories of leadership which are the trait theory, behavioural theory, contingency model, transaction theory of leadership, and transformational theory. This paper will also focus on one type of leadership model which is CIP Leadership Model proposed by Mumford. With different theories and leadership styles, this paper aims to propose a conceptual framework of the effect of leadership styles on government servant specifically instructors at government institution. It is also imperative to discuss the organizational culture that mediates the clients at the institution such as support, peer connectedness, institution connectedness, affirming diversity, rule clarity and reporting and seeking. Based on the in-depth discussion of related concepts and frameworks, the effects of different leadership framework is proposed with instructor leadership as the independent variable, organizational culture as the moderating variable and clients' academic achievement as the dependent variable.

Index Terms—Charismatic, Ideological, Pragmatic, Leadership, School Culture.

I. INTRODUCTION

Leadership has been a topic widely discussed in various settings. In business and corporate organisations, it is used to evaluate and improve the effectiveness of top executives, managers, and supervisors. In political contexts, leadership is paramount to analyse and critique the performance of elected officials and political leaders. One of the areas of interest is in education field. It is to study the impact of school leaders and administrators on student achievement and school culture. Thus, the purpose of this paper is to propose a conceptual framework of the relationship between the independent variables which are the leadership styles and the dependent variable which is the students' academic performance and to investigate whether school culture has the moderating effect.

A. Research Background

Leadership is an eminent factor that could give great impacts on the outcomes of an organization. Whether it is in public or private sectors, leadership plays a vital part in ensuring others to understand and follow what and how things need to be done and this is not only an individual effort, but it needs to be done collectively [1]. In a developing country such as Malaysia, the government is the largest employer, and the public servants are the major contributor to the nation's expenditure. CUEPECS (Congress of Workers' Unions in the Public Service) outlined that in 2021, Malaysia had approximately 1.6 million government servants who worked in various fields. However, three major sectors that involve public service in Malaysia are the safety, education, and health care services [2] with a total of a million public

servants.

With such immense number of employees, one of the key elements that can increase employees' commitment is through leadership style [3]. Leadership is a vital management function that contributes to the direct access to an organisation's resource.

As the country's Ministry of Education receives the largest allocation of the nation's budget since 2018, this paper will focus on the effectiveness of teacher leadership. It is also imperative to discuss on this topic as not many studies were done regarding this [4]. The challenges and demands in the educational field have shifted teachers' role. School leadership no longer relies on the principal, but the teachers as well. Teacher leaders in schools are the transformation agents in the education system as they are capable of meeting the changes and challenges in teaching [5]. Teacher leadership is also recognized as a vital element of school improvement and reform as they hold a central position in leading the ways on how the school operates [6].

The significance and importance of teacher leadership are recognized nationwide as it is embedded as one of the transformational shifts among other eleven shifts promoted in Malaysia Education Blueprint 2013-2025. This blueprint was designed as an outline to equip Malaysian students holistically and to ensure their full potential is fulfilled (Malaysia Education Blueprint 2013-2025, Ministry of Education). To transform the education system in Malaysia, teacher quality is the most significant factor in determining the student outcomes (p. 5-1). This is expected to be materialized by upgrading the quality of continuous professional development (CPD). Improving teacher quality

is vital to fulfill the government's promise in producing quality Malaysian students and one of the ways that can be done is by enhancing pathways for teachers into leadership, master teaching and subject specialist roles. Another way is through developing a peer-led culture of professional excellence and certification process [7].

On that note, in order to establish teacher leadership in a school setting, there must be a collaborative and collegial environment that supports ongoing teacher development [8]. This is in line with the three conditions that influence teacher leadership; namely school culture, roles and relationships, and structures [6]. Katzenmeyer & Moller [9] emphasise on the roles of school culture and concept as it facilitates teachers to:

- i. have a school-wide focus on learning, inquiry, and reflective practice
- ii. be encouraged to take initiative
- iii. be able to form teamwork and share responsibility

Elements such philosophy, ideology, ideas, feelings, assumptions, expectations, behaviour, and shared values make up school culture and affect how a school operates [5]. Yusof et al. [5] reiterate the notion of school culture as a culture that is formed through interactions among school community including administrators, teachers, school staff, students, parents, and local community. Many agreed that a collegial and school culture are necessary in teacher leadership [5], [10], [11], [12].

School culture has both a significant relationship [13], [11], [10]; and no significant relationship [14] with students' achievement.

B. Problem Statement

It is expected that within the span of 13 years (2013-2025), all the aspirations in the Malaysian Education Blueprint 2013-2025 will be achieved. However, in the assessment of the Programme for International Student Assessment (PISA) 2018, the Organisation for Economic Co-operation and Development (OECD) reported the mean scores of below average according for all the elements assessed, reading (415/487), mathematics (440/489) and science (438/489) [45]. Not only did the students not achieve a good performance, but they also did not even reach the average score for all the three elements tested.

In the national level, there is also a gap in the performance of the SPM results. For example, in the SPM 2017, the state average grades between W.P Putrajaya (3.74) and Sabah (5.51) and in SPM 2019, between W.P Putrajaya (3.75) and Sabah (5.38) [7].

There are many factors contribute to students' academic achievement. Much research was done to investigate the factors such as students' personal motivation [15], parents' factor [16], school/ classroom environment factor [6], and teacher's leadership [9]; [6].

Along with the challenges in the education realm, it is undeniable that teacher leadership has also evolved [18].

Teachers at schools show their leadership through engaging with the school surrounding to produce better students learning outcomes [6]. As much as school culture influences teacher leadership [18]; [6], school culture also contributes to students' academic [5].

A study done among 250 teachers from 25 primary schools in Malaysia revealed that there was a significant relationship between school culture and teacher leadership [5]. To see the school culture's relationship with teacher leadership, it was also found that "teachers' professionalism and goal setting" is the dominant school culture dimension [5]. At present, majority of teacher leadership was measured from the perspectives of the teachers [19].

Though many studies concerning teacher leadership were conducted in Asian countries such as China (13%, n=13), there were only two (2%, n=2) studies done in Malaysia [4]. The studies were done among teachers in Mara college and teachers in 22 primary schools in Malaysia [5]. With the present studies that involved teachers in non- Fully Residential Schools as participants in measuring teacher leadership, further research should be conducted in other schools in Malaysia to assess the effect of teacher leadership on students' achievement [5]. Thus, this study aims to fill in these gaps.

C. Research Objective

The aim of this paper is to propose a conceptual framework on leadership in organizational institution. This is to investigate the relationship between leadership style and students' achievement in government schools.

II. LITERATURE REVIEW

A. What is teacher leadership?

Since the early 1980s, the interest in teacher leadership has increased and the core knowledge of it has grown more significantly [6]. In addition, the idea of teacher leadership specifically suggests that teachers uphold a crucial role in the way schools operate in the fundamental task of teaching and learning. Teacher leadership in the classroom, according to Hook and Vass [20], is a process for instructors who are competent and have good communication skills. Teacher leadership is intimately tied to teaching and learning, professional development for teachers, and teacher growth. In addition, the cultural makeup of the school influences the establishment and advancement of teacher leadership [21].

Silva, Gimbert, and Nolan [22] reiterate the evolution of teacher leadership in three phrases, where teachers executed formal roles to expand the efficiency and effectiveness of school operations. By appointing teachers to position like curriculum leaders, staff developers, and mentors of new teachers, the second phrase of teacher leadership sought to utilize the instructional skills of teachers more completely. The third phrase dealt with teachers as the core element of restructuring and reculturing the schools so that the intention

in the third phrase could be materialized. The third wave suggests an increased understanding that to drive instructional improvement required certain culture that supported collaboration and teachers were recognized as the primary creators and re-creators of the school culture [22].

Childs-Bowen et al. [18] define the conception of teacher leadership like Silva et al.'s third wave. They believe that teachers are leaders when they work in professional learning communities to influence student learning, improve schools, encourage excellence in practice, and engage stakeholders in educational development. The ideas of teacher leadership emphasise the application of teachers' knowledge of teaching and learning to promote school culture and instruction for the benefit of student learning. To improve teaching and learning, such a perspective on teacher leadership entails working at the organisational level to coordinate personnel, financial, and material resources as well as leading among colleagues with an emphasis on instructional practice [6]. There are also several ways on how teacher leadership is defined [17] as shown in Table 1.1 below:

Table 1.1 : Definitions of teacher leadership (Angelle & Dehart, 2016) [17]

Author	Definition of teacher leadership
Boles & Troen (1994)	A collective form of leadership adopted by many people where teachers collaborate to build their competence
Childs-Bowen, Moller & Scrivner (2000)	When instructors contribute to school development, influence student learning, encourage excellence in practice, and enable stakeholders to participate in educational reform using professional learning communities
Crowther, Kaagen, Ferguson, & Hann (2002)	Primarily a moral position founded on beliefs in a better future and the ability of instructors to influence the meaning systems of their students. It takes the form of fresh ways of thinking and acting that, over time, improve communal well-being and academic achievement
Fullan & Hargreaves (1996)	The ability and desire to make contributions outside of one's own classroom
Fullan (1994)	"inter-related domains of commitment and knowledge, including commitments of moral purpose and continuous learning and knowledge of teaching and

Author	Definition of teacher leadership
	learning, educational contexts, collegiality, and the change process." (p. 246)
Katzenmeyer & Moller (2001)	leaders who lead "within and beyond the classroom, influence others towards improved educational practice, and identify with and contribute to a community of teacher leaders." (p. 6)
Lambert (1998)	"broad-based, skillful involvement in the work of leadership." (p. 3)a
Miller, Moon, & Elko (2000)	"actions by teachers outside their classrooms that involve an explicit or implicit responsibility to provide professional development to their colleagues, to influence their communities' or districts' policies, or to act as adjunct staff to support changes in classroom practices among teachers." (p. 4)
Wasley (1991)	"the ability of the teacher leader to engage colleagues in experimentation and then examination of more powerful instructional practices in the service of more engaged student learning." (p. 170)
Youitt (2007)	when teachers "lead learning by embracing new methods of teaching and learning. They understand the importance of the relationship between teachers and students (and their families). These teachers also frequently engage the use of new technologies in their teaching and understand the need for resourcing flexibility to support educational innovation." (p. 1)

Lastly, teacher leadership is defined as a process used by teachers to engage their peers, principals, and other school staff members to strengthen the quality of teaching and learning thus produce better student learning outcomes, they also summarise the responsibilities of teacher leaders [6] based on Table 1.2.

Table 1.2: What do teacher leaders do? (York-Barr & Duke, 2004)

Dimension of practice	Examples of supporting literature
Coordination, management	i.Coordinating daily schedules and special events (Wasley, 1991) ii.Participating in administrative meetings and tasks (Smylie & Denny, 1990) iii.Monitoring improvement efforts; handling disturbances (Heller & Firestone, 1995)
School or district curriculum work	i.Defining outcomes and standards (Paulu & Winters, 1998) ii.Selecting and developing curriculum (Darling-Hammond et al., 1995, Fessler & Ungaretti, 1994)
Professional development of colleagues	i.Mentoring other teachers (Archer, 2001; Berry & Ginsberg, 1990; Darling-Hammond et al., 1995; Devaney, 1987); Fessler & Ungaretti, 1994; Hart, 1995; Paulu & Winters, 1998 ii.Leading workshops (Devaney, 1987; Fessler & Ungaretti, 1994) iii.Engaging in peer coaching (Berry & Ginsberg, 1990; Devaney, 1987; Fessler & Ungaretti, 1994; Guiney, 2001) iii.Modeling, encouraging professional growth (Silva et al., 2000; Smylie & Denny, 1990)
Participation in school change/improvement	i.Taking part in school-wide decisions (Berry & Ginsberg, 1990; Hart, 1995; Paulu & Winters, 1998) ii.Working with peers for school change (Darling-Hammond et al., 1995; Heller & Firestone, 1995; Silva et al., 2000) iii.Facilitating communities of teacher learning through organization-wide processes (Crowther et al., 2002) iv.Participating in research, notably action research (Henson, 1996) iv.Confronting barriers and challenging the status quo in the school's culture and structures (Crowther et al., 2002; Silva et al., 2000)

Dimension of practice	Examples of supporting literature
Parent and community involvement	i.Becoming involved with parents; encouraging parent participation (Paulu & Winters, 1998) ii.Creating partnerships with community businesses (Paulu & Winters, 1998) v.Working with the community and community organizations (Crowther et al., 2002; Paulu & Winters, 1998)
Contributions to the profession	i.Participating in professional organizations (Fessler & Ungaretti, 1994; Paulu & Winters, 1998) vi.Becoming politically involved (Paulu & Winters, 1998)
Preservice teacher education	vii. Building partnerships with colleges and universities to pre- pare future teachers (Darling-Hammond et al., 1995; Fessler & Ungaretti, 1994; Paulu & Winters, 1998; Sherrill, 1999)

III. THEORIES AND MODEL OF LEADERSHIP

To describe and comprehend the concept of leadership, numerous alternative theories have been produced over time. Among the most popular leadership theories are:

A. Great Man Theory

Great Man Theory is often used as the starting point for leadership. It was developed by historian Thomas Charlyle in the 19th century, who held the view that selected individuals are destined to become leaders and advance to positions of power and influence [32]. According to this historical view of leadership, good leaders have specific natural qualities or attributes and are not created; rather, they are born [23]. According to the Great Man idea, leaders stand out from other people because of traits including brilliance, charm, and ambitious. Thus, this theory believes that leaders are born with a set of skills and qualities that enable them to lead [27].

B. Trait Theory

Early in the 20th century, a group of researchers developed the trait theory of leadership. This thesis is founded on the assumption that specific personality traits are more prevalent among leaders than non leaders [26]. The prominent qualities of successful and unsuccessful leaders are contrasted with those of future leaders to determine whether the leaders are trait-based, a notion that is somewhat akin to the Great Man Theory [27].

C. Behavioural Theory

This theory contested the ideas that leaders are not formed, but rather are born. This approach stresses how leaders execute and act rather than on their characteristics or traits. This shows that if a person behaves accordingly, they have a fair responsibility of becoming a leader in certain settings [27].

D. Transformational Theory

James MacGregor Burn created the transformational theory, which emphasizes the importance of the leaders in encouraging and role modelling followers to attain their maximum potential. The goals of transformational leaders are to challenge the current quo, develop a vision for the future, and enable their followers to make changes [31]. By giving each employed the individualized attention they need to feel valued, encouraging creativity and novel problem-solving techniques, transformational leaders can inspire their followers [31].

E. Path-Goal Theory

Path-Goal theory is a leadership theory that explains how leaders can motivate their followers by clarifying and reinforcing the paths and goals that lead to desired outcomes. The theory argues that leaders can influence theory followers by changing the work environment, providing support and guidance, and clarifying the outcomes of their efforts. The purpose of this theory is to help leaders determine the most effective leadership style for a given situation based on the followers' characteristics and demands of the task [27].

F. CIP Model of Leadership

Theories that contrast ideological, charismatic, and pragmatic leaders contend that these three leader types differ in how they see and approach the challenges of leading others [29]. This model regards crises as unique events thus they may be viewed as new, vaguely defined issue. Mumford [25], by adapting the work of Weber (1924) with his colleagues, specifies three leadership styles that are capable in achieving highly successful and equally effective performance: charismatic, ideological, and pragmatic [25]; [30]. The model is based on the premise that there is no best way to lead. Instead, each leadership style is capable of exceptional performance based on how the critical organisation events in different situations are approached [25].

Charismatic, ideological, and pragmatic leadership styles are different in terms of their thought processes. Charismatic leaders are talented in communication, ideological leaders work well with individuals who share their beliefs, and pragmatic leaders use reasoning and logic to persuade others. Although these styles are unique in their approach, they can coexist within one setting [24]. This is summarized in Table 1.3.

Table 1.3: Prescriptive mental models of differences among charismatic, ideological, and pragmatic leaders (Lovelace et al., 2019)

	Charismatic	Ideological	Pragmatic
Timeline	Future	Past	Present
Type of experience utilised	Positive	Negative	Both
The objective of the desired result	Positive	Transcendent	Suggestible
Number of the desired result	Multiple	Few	Variable
Focus on mode construction	External	Internal	External
Source of effect	People	Situation	Interactive
Level of controllability of effect	High	Low	Selective

These three types of leaderships vary across contexts and industries. According to Moss [33], charismatic leaders are dominant in the political field while ideological leaders are often practised in areas where social justice is prevalent, and pragmatic leaders are rife in business domain. He reiterates that the three different styles of leadership differ from each other when it comes to the mental models they apply when crisis arises. The dimensions include the definition, orientation, capacity of experience and their objectives [33].

IV. EFFECTS OF LEADERSHIP ON ORGANISATION OUTCOMES

Leadership style has often been regarded as one of the dominant factors that can expand employees' commitment in achieving organizational goals [30]. To extend this, a research was done by Abaisilim et al.[3] to see the relationship between leadership styles and employees' commitment and they found that there was a significant medium positive relationship between transformational leadership style and employees' commitment [3].

In a study done among the nurses, it was found that nursing manager's leadership style was transactional leadership and it has a significantly positive relationship with stress at work and expected turnover [34]. Ichsan et al.[44] found that there was a direct influence of leadership style towards employee performance in a study done to investigate the influence of the leadership style and organizational influence on a bank employees' performance.

In a study to determine the influence of the principal's leadership style and work motivation on the performance of high school, the results showed that there was a positive and significant effect of leadership style on teachers'

performance [41]. It was also proven that transformational leadership has a significantly positive effect on new product success speed but transactional leadership has negative effect on the outcomes in manufacturing industries in Thailand [28].

V. ORGANISATIONAL CULTURE AS MODERATOR VARIABLE

“Culture’ is generally seen as something passed down through social and generational channels. It encompasses the traditional, religious, behavioural, and value-based customs of specific group of people and is considered the fundamental source of behaviour and a component of social stability [46]. Organizational culture is shaped by leadership styles [38] and it can be in the forms of cooperation, education and growth, and support from upper management [37].

In the school organization, the organizational culture is the school culture. School’s culture is a major factor that can affect and influence school improvement and change efforts [39]. School culture refers to the culture of a school, which is typically shaped by its mission, values, and mission. The learning environment has an impact on the positive and supportive school atmosphere. Collaboration among co-workers, a supportive environment at school, education through the creation of learning communities, and sharing of instruction-related experiences are highly valued in schools that encourage teacher leadership [12]. It is proven that school culture also includes scholarly publishing, student support, respect, trust, and a lack of negativity, as well as a professional learning community [40]. They also suggest that schools with strong cultural features perform better academically than their counterparts. The school culture characteristics that are likely to support successful implementation include collaboration, connections among staff, a sense of family [42] and the quality of relationships between students [42]; [43].

Social capital is an important feature of peer relationships. It provides the base for connectedness in school [36]. Other than that, the culture of the school can become a hostile environment for individuals who are exposed to any form of bullying, thus the key to provide a truly multicultural education is changing the school climate and by doing so, it is important to affirm diversity in providing an inclusive one [36]. In addition, students’ perception of their safety is an important aspect of the school culture [36]. Students’ rights are more likely to be upheld if the students know how report the abusing of the school rules and they are not worried in doing so.

VI. CONCEPTUAL FRAMEWORK

Based on the literature review, the conceptual framework is designed to show the relationship of each variable. This study plans to investigate the relationship between leadership styles and students’ achievement. The leadership styles are

based on CIP (charismatic, ideological, pragmatic) Model suggested by Mumford (2006). There are six dimensions to analyse the moderating effects of the organizational culture which are instructional support, peer connectedness, organizational connectedness, affirming diversity, rule clarity, and reporting and seeking help. To see the effects of leadership styles, the form 4 students’ end year results of the selected schools are the dependent variable. This is shown in Figure 1.4.

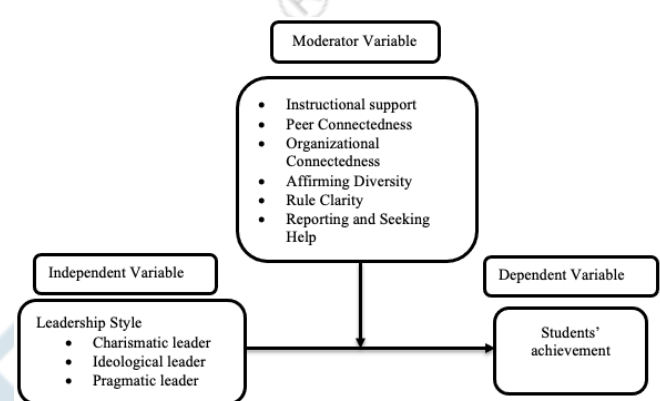


Figure 1.4: The Conceptual Framework

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