



THE REDEPLOYMENT OF ENGLISH LANGUAGE TEACHERS IN SECONDARY SCHOOLS IN MALAYSIA: AN ANALYSIS OF POLICY IMPLEMENTATION

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IMPLEMENTATION

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ABSTRACT

The quality of English teachers in schools is one of the contributing factors in students' proficiency in the language. Hence, the purpose of this study was to develop teacher redeployment good practices that could help minimize mismatch of English Language teachers in schools. The needs analysis of this study explored domains of the policy implementation and using the domains this study develops strategies to achieve the domains and formed the teacher redeployment good practices profile. This study used triangulation method in collecting information from interviews, observation and document analysis. Fuzzy Delphi Method (FDM) was adopted to develop good practices of teacher redeployment policy implementation profile. There were two domains developed to form the profile which were the mechanism and strategies and the contributing factors. There were three themes constructed under each domain and 42 sub items supported the themes to develop the redeployment policy implementation profile. 15 panel of experts responded to a Five-Likert linguistic scale survey questionnaire. The threshold value (d) must exceed 75% to verify the experts' consensus, while the alpha-cut value > 0.5 was used to select the items. This study showed a high consensus agreement among the experts for the 42 items with (d) values at 85.7% in terms of the Teacher Selection Based on Professional Background (Amax = 0.79), Interventions (Amax = 0.78), Teacher Readiness (Amax = 0.77), Implementation of The Guidelines (Amax = 0.77), Teacher Selection Based on Personal Background (Amax = 0.77), the Enforcement of Policy Implementation (Amax = 0.74) and all values exceeded the minimum of 0.60. Therefore, based on the findings, the implication of the study recommends the policy makers to review the current redeployment guidelines so that it can support the efforts to minimize mismatch of English teachers in terms of the location and option thus will improve the management of the policy implementation.



PENEMPATAN SEMULA GURU BAHASA INGGERIS SEKOLAH MENENGAH DI MALAYSIA: ANALISIS PELAKSANAAN DASAR

ABSTRAK

Kualiti guru Bahasa Inggeris di sekolah adalah salah satu faktor penyumbang dalam penguasaan bahasa dalam kalangan murid. Oleh yang demikian, kajian ini bertujuan ini adalah untuk membangunkan amalan baik penempatan semula guru yang dapat membantu mengurangkan ketidaksepadanan dalam kalangan guru Bahasa Inggeris di sekolah. Analisis keperluan kajian ini meneroka domain pelaksanaan dasar dan menggunakan domain kajian ini bagi membangunkan strategi untuk mencapai domain tersebut dan membentuk profil amalan baik penempatan semula guru. Kajian ini menggunakan kaedah triangulasi dalam pengumpulan maklumat mengenai pelaksanaan dasar penempatan semula daripada temu bual, pemerhatian dan analisis dokumen. Kaedah Fuzzy Delphi (FDM) diguna pakai untuk membina profil amalan baik pelaksanaan dasar penempatan semula guru. Terdapat dua domain yang dibina untuk membentuk profil amalan baik penempatan semula guru iaitu mekanisme dan strategi pelaksanaan dan faktor penyumbang. Terdapat 3 tema yang dibina di bawah setiap domain dan 42 sub item yang menyokong tema tersebut untuk membentuk profil pelaksanaan dasar penempatan semula guru. 15 panel pakar telah menjawab soal selidik lima skala-Likert. Nilai threshold (d) perlu melebihi 75% bagi menentukan kesepakatan pakar sementara nilai α -cut > 0.5 telah digunakan dalam pemilihan item. Proses menentukan kedudukan item telah digunakan untuk mengenal pasti prioriti amalan baik pelaksanaan dasar penempatan semula guru. Kajian ini telah menunjukkan kesepakatan yang tinggi dalam kalangan pakar bagi semua 42 item dengan nilai (d) pada 85.7% daripada segi Pemilihan Guru Berdasarkan Kepada Latar Belakang Perkhidmatan ($A_{max} = 0.79$), Intervensi ($A_{max} = 0.78$), Pelaksanaan Garis Panduan, ($A_{max} = 0.77$), Kesediaan Guru ($A_{max} = 0.77$), Pemilihan Guru Berdasarkan Kepada Latar Belakang Peribadi ($A_{max} = 0.77$) dan Penguatkuasaan Pelaksanaan Dasar ($A_{max} = 0.74$), di mana semua nilai tersebut melebihi nilai minima 0.60. Berdasarkan kepada dapatan kajian ini, implikasi kajian ini mencadangkan kepada penggubal dasar untuk menilai semula garis panduan penempatan semula guru sedia ada bagi menyokong usaha mengurangkan ketidaksepadanan guru bahasa Inggeris daripada segi lokasi dan juga opsyen dan sekaligus mampu meningkatkan pengurusan pelaksanaan dasar penempatan semula guru bahasa Inggeris.



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CHAPTER 1

INTRODUCTION

The growing demand to improve English language proficiency among Malaysian students nowadays is very high. The Ministry of Education needs to ensure that students attain quality learning experiences to equip them with relevant and current knowledge and skills as to prepare them for the future world of works (Educational Planning and Research Division, 2008). The government policies in English language development in the country were dynamically evolving since decades ago.

Looking back at the development of English language education from 1970 to 2020, there have been a lot of initiatives in the policy planning and implementation to ensure that Malaysian students have good mastery of the language. As described in Figure 1.1 below, the key English language development in the country began in 1970

when English medium schools ended. School system were reviewed and after a decade, the national stream schools were established in the school system in 1980. In 2003, the Prime Minister, launched a new policy to improve the English language proficiency of Malaysian students and teachers especially in Science and Mathematics subjects with the implementation of the Teaching of Mathematics and Science in English (ETeMS) or PPSMI (*Pengajaran dan Pembelajaran Sains dan Matematik dalam Bahasa Inggeris*). Then, ETeMS policy was abolished in 2009 and the new policy, Upholding Malay Language and Strengthening the Command of English (MBMMBI) was introduced.

MBMMBI policy was enhanced by the implementation of many consequent initiatives to continue improve the quality of teaching and learning of English. The launch of English Roadmap 2015 – 2025 in 2015 signals the serious effort by the ministry to improve the quality of English language proficiency among the teachers and students. On top of that, the English curriculum like the curriculum of other subjects, has undergone a review process and later in 2017, the implementation of the new revised Primary School Standard Curriculum or KSSR (*Kurikulum Standard Sekolah Rendah*) and the new Secondary School Standard Curriculum or KSSM (*Kurikulum Standard Sekolah Menengah*) were launched and implemented. The KSSR gives focus on the four language skills (reading, writing, listening and speaking and also grammar) and the language arts whereas KSSM which is the continuation of KSSR introduced literature as an elective subject.

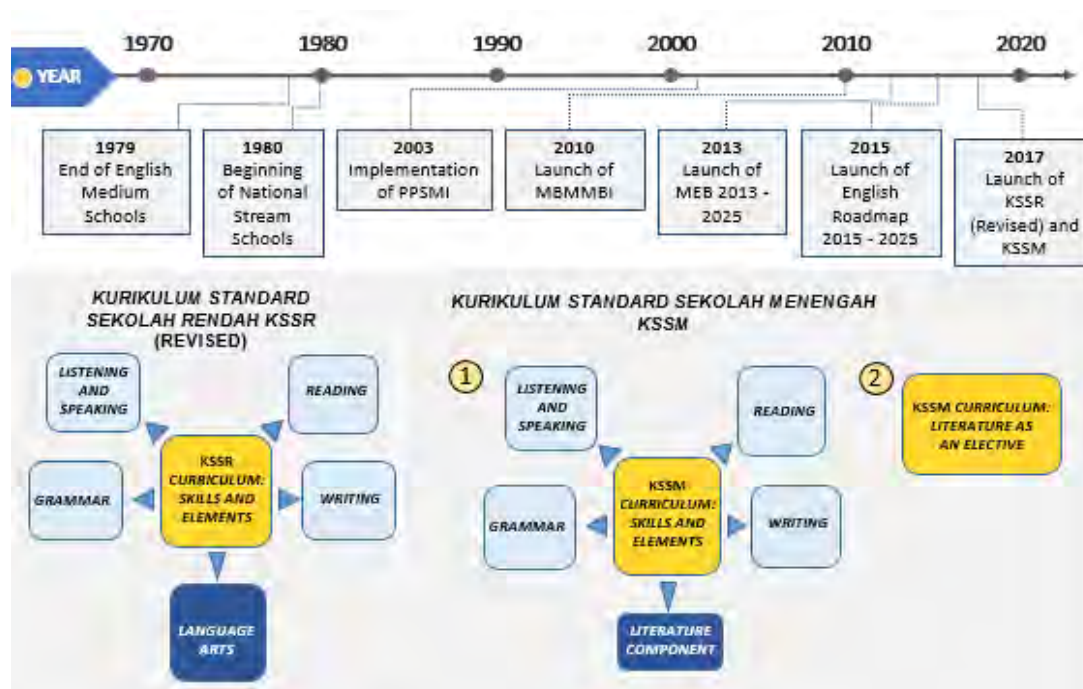


Figure 1.1. Key English Language Education Developments in Malaysia (MoE, 2017)

On 6 Sept 2013 at the launch of the Malaysia Education Blueprint, a number of policies announcements were made related to English. From 2013, the ministry ensured that the entry bar for teachers is raised to be amongst the top 30 per cent of graduates. From 2016, school hours were increased by one or two hours for one-session schools. The additional contact hours can be used for more exposure to English, Bahasa Malaysia or other languages. For weak students, remedial classes would be held outside school hours. The policy changes initiated by the government take more than just budget allocation and the amount of supporting materials and trainings for the teachers but the distribution of qualified English teachers would make a lot of difference to the effective impact of the policies (Educational Planning and Research Division [EPRD], 2013).

Students in Malaysia face tremendous challenges in attaining English language proficiency. One of the reasons is lack of qualified English teachers teaching in schools.



The distribution of English teachers to schools has been a tough challenge for the ministry especially between the rural and the urban areas as well as between locations within the city centres. Even though the supply of English Language teachers in secondary schools is statistically sufficient (EPRD, 2013) but the pool of qualified English Language teachers have not been distributed accordingly and resulted to mismatch of English teachers. The Ministry of Education (MoE) distribute a certain number of teachers to a certain location based on the Management Expenditure Estimation (EME) for all the School Based Posts. However, problems occurred when the distribution of teachers was not done based on their options. When teacher transfer exercise was not done properly, schools will not get the rightful number of optioned teachers they were supposed to get. Lack of teachers with the needful options left the school administration without other possible option than to assign the non-optionists to teach subject they were not trained to teach and this has been one of the setbacks in the teaching and learning of English (Ministry of Education Malaysia, 2003).

Teacher quality have always been associated with student's performance in academic even though teachers were often influenced by challenging demand that could affect their quality as professional educators. Researchers listed several challenges faced by teachers such as responsibilities in schools, time contrains in completing simultaneous tasks, promotion, school management, uncertainty of school climate, capacity of the workload, family problems and constrain of resources. These demands were even more stressful for the teachers when redeployment of teacher was also becoming one of the policy agenda. (Kepol, 2017; Tshinnane, Tshiovhe, & Monobe, 2017; Gobingca, Athiemoolam, & Blignaut, 2017; Yani & Rosita, 2016; Shumba, Maphosa, Rembe, Okeke, & Drake, 2016).





According to Sharil@Charil, Hamidah, Khalip and Jamal@Nordin (2014), teachers who provide quality teaching will directly affect pupils' values and interests in learning. This conclusion is also supported by other scholars that quality teachers have positive impact on students' achievement (Aaronson, Barrow, and Sander, 2007; Rivkin, Hanushek, and Kain, 2005; Rockoff, 2004 in Condie, Lefgrenz, and Sims, 2012). Therefore, the education system should be able to supply quality educational inputs and in this case, quality English language teachers, to ensure maximum output achieved which refers to students achievement or performance in the related subject (Hamidah, 2011).

According to Marzuki Sharil@Charil, Hamidah, Khalip and Jamal@Nordin, (2014) due to the policy changes, the ministry approved additional 13,933 English language optionists including 1000 foreign English teachers, 600 retired English teachers and 12,333 additional teachers from the Malaysia Teacher Education Institutions (IPGM), Public Higher Education Institutions (IPTA) and Private Higher Education Institutions (IPTS) to be deployed to schools. Other than providing additional teaching and learning hours for English lesson, the ministry has also utilized about 300 English native speakers from America to be placed in selected low performing schools in 2012. Apparently, the Ministry of Education was committed to ensure that the policies were implemented successfully despite the challenges in the distribution of qualified English Language teachers to schools.

Malaysia Education Blueprint 2013-2025 has been developed to ensure that the education system provides high quality education to all students. Students who go through the system will be provided with knowledge, critical thinking skills, leadership



skills, bilingual proficiency, ethics and spirituality and also strong sense of national identity (MEB, 2013). Ensuring the student outcomes, the strategies of the blueprint work around five aspirations for the education system which are access, quality, equity, unity and efficiency. These aspirations will be realized by the 11 shifts that transform the education system as shown in Appendix D.

Strategies to achieve the goals set in the blueprint are through the strengthening of the delivery system, providing qualified teachers and ensuring a relevant curriculum based on the current and future needs (Economic Planning Unit [EPU], 2010; MoE, 2003). This reflects the importance of qualified teachers who are competent with the content and pedagogical knowledge to be placed in schools to enhance students' performance. Education Performance and Delivery Unit (PADU, 2013) reported that the Ministry will also strengthen and empower state and district offices to improve the quality of frontline supports provided to all schools.

However, the distribution of qualified teachers to schools remains a challenge to the ministry especially for critical subjects like English language. Even though the supply of English Language teachers to secondary schools is statistically sufficient to cater for all schools (EPRD, 2013), the pool or population of qualified English Language teachers have not been distributed accordingly. There are many schools especially in the rural areas which do not get the rightful number of optioned English Language teachers assigned to their schools as allocated by the Estimated Management Expenditure (ABM) for the School Based Posts. To overcome the shortage of English Language teachers in certain schools, MoE has appointed the English language non-optionists to teach English language in schools. The mismatch between the English

Language teachers and their the non-optionists creates problems in the teaching and learning of English (MoE, 2003). Furthermore, this will impede the effectiveness of the implementation of To Uphold Bahasa Malaysia and To Strengthen the English Language (MBMMBI) policy.

Based on the report by PADU (2012), 25 percent failed English subject at UPSR, 23 percent failed at PMR and 22 percent failed the subject at SPM. Malaysian students were also reported to perform poorly in international English examination of 1119 where only 50 percent of the candidates passed the paper that year. At a higher level, students do not have the requisite proficiency for employment. This reflected in their achievement in MUET where only 62 percent achieved band 1 and 2. According to the report by PADU, 48% of employers rejected students due to poor English.

The launch of the Malaysia Education Blueprint in 2013 witnessed a number of policies announcements made related to English for instance, the entry bar for teachers was raised to be amongst the top 30 percent of graduates beginning 2013 and increased school hours by one or two hours for one-session schools. The additional contact hour can be used for more exposure to Bahasa Malaysia, English and other languages and as for weak students, remedial classes would be held outside. If we look further into the English language proficiency among students in schools, in 2012, 922 out of 1,191 schools were in Band 5 to 7 in which 2 schools achieved band 7; 80 schools achieved band 6 and 840 achieved band 5. The higher the band, the better performance that the schools had achieved.



In the study done by Marzuki Sharil@Charil, Hamidah, Khalip and Jamal@Nordin (2014) about the related policy, they noted that the ministry has approved additional 13,933 English language optionists including 1000 foreign English teachers, 600 retired English teachers and 12,333 additional teachers from the Malaysia Teacher Education Institutions (IPGM), Public Higher Education Institutions (IPTA) and Private Higher Education Institutions (IPTS). Other than providing additional teaching and learning hours for English lesson, the ministry has also utilized about 300 English native speakers from America to be placed in selected low performing government schools in 2012. Such huge investment is evident that the government is committed in achieving the goal to improve the English language proficiency among the students in the country.



complicated and vague in a sense that the root of the problems is difficult to be determined which possibly lead to more confusion to the policy makers (Behrstock, 2009; BergJacobson & Levin, 2015; Cowan, Goldhaber, Hayes & Theobald, 2015). In Malaysia, teachers are appointed by the central government namely the Education Service Commission Malaysia (ESC), some policies create more demand for new teachers and the others cause temporal discontinuation of teacher deployment. The retirement policy changed in 2001 which increased the retirement age from 55 to 56 years old and 60 years old resulted in the decrease in teacher demand. When most teachers are ready to continue their service to maximum service of 60 years of age, it interrupts the process of deployment of teachers (Marzuki Sharil@Charil et al., 2014).



Equity in education policy emphasizes on the equal opportunity of getting quality education for every child. The educational inputs which include teachers, allocation of funds, teaching facilities and support services will be equally distributed to schools. Achieving equity in education, the government needs to ensure that educational inputs and learning environment is conducive and are provided to all schools irrespective of type and location to improve quality of education. In order to become the top-performing school system by 2020, the Malaysia Education Blueprint 2013-2025 outlined the strategies to narrowing the gap of urban-rural, socio-economic and gender achievement gaps by 2020 (MoE, 2012b).

Malaysia is one of the developing countries with small figure of pupil-teacher ratio compared to developed countries around the globe. The secondary school marked pupil-teacher ratio at 14:1. (Table 1.1) which is better than Republic of Korea at 18 and at par with developed countries like UK and USA at 14 (MEB, 2013). Therefore, technically Malaysia does not have problems with the number of teachers.

As the number of pupil increases, more schools and classes are opened to accommodate the children. Any additional class will require additional teachers to teach. Based on the current established norms, some schools are still under-enrolled and fewer teachers are placed. Therefore, the government needs to address the issue of misdistribution of teachers for critical subjects like English language, Science and Mathematics because schools in the urban and developed areas benefit more than schools in the remote and isolated areas. The high turnover and lack of teachers in critical subjects especially in rural areas can impede students' performance (MoE, 2003).

Table 1.1

Pupil-Teacher Ratio (Pupils to teaching staff ratio by level of education. Calculation is based on full-time equivalents)

	Finland	Malaysia	Japan	Germany	Rep. of Korea	UK	USA
Ref. Year	2010	2009	2010	2010	2009	2009	2010
Pre-primary	11	18	27	10	17	19	16
Primary	14	13	18	13	21	18	14
Secondary	10	14	12	13	18	14	14

Source : Malaysia Educational Statistic (Quick Fact), MoE 2013

The issues of insufficient number of English teachers teaching in schools have been a major concern for decades. Enforcement on the compliance to redeployment order may have been ineffective that the scenario of lack of English teachers in schools are still very much in discussion. Redeployment of English teachers in general has always created issues among teachers especially those who are not happy to be transferred to locations which is not to their advantages. (Bahagian Perancangan dan Penyelidikan Dasar Pendidikan [BPPDP], 2012) However, little work has been done on teacher redeployment policy implementation, specifically redeployment of English Language teachers. Many studies done by education scholars focusing on issues of teacher quality pedagogical approaches, job satisfaction, motivation, salary and teacher workloads (Darmody & Smyth, 2009; Mulvaney, 2013; Stephenson, 2013; Zanders, 2011). Thus, policy implementers have no clear guidance and references on the aspects of effective implementation of the policy due to lack of studies on redeployment of teachers.

Hence, this research is important for policy makers to learn more about the issues that can be the hindrance to effective implementation of teacher redeployment policy. Experts' opinions on the implementation strategies could provide more insights to the real issues and problems. As much as the education system has tremendous support from the government in all aspects, misdistribution of English Language teachers to schools is inevitably impacted the stakeholders. The implication this research has to the stakeholders is that it reveals the real situations, accurate reasons and genuine reasons behind the issues English language teacher redeployment policy implementation for instance, the issues of non-compliance to the redeployment order. Thus, the study will help policy makers to review the redeployment policy implementation.

1.2 Statement of Problem

Language proficiency among students in Malaysia has not been consistent based on the indicators from the public examinations as well as performance in PISA and TIMSS (PADU, 2013). One of the recommended solutions was to ensure the quality of English teachers sent to school are tosssss States and districts offices are still facing challenges to ensure that the implementation of redeployment takes place accordingly to minimize mismatch of English Language teachers. In addition, the ultimate aim of this policy strategy is to ensure that each school gets enough qualified English Language teachers (based on the Estimated Management Expenditure or ABM) hence improve the teaching and learning of English so that the students will benefit from the well trained English teachers (MoE, 2010d; MoE, 2010c).

Quality English teacher is one of the major factors influences English language usage and acquisition in schools (BPPDP, 2013). Although there were enough English Language teachers being trained by MoE, the distribution of teachers for the subject in primary and secondary schools causes a lot of issues especially with regards to the misdistribution of English teachers to the rural and urban areas. Educational Planning and Research Division, Ministry of Education Malaysia reported that in October 2017, there were 33,262 English Language teachers in the primary schools and there were 28,671 English Language teachers who were teaching the subject in schools, whereas 4,591 teachers who are not English optionists, were teaching English subject in primary schools. In the case of secondary schools, there were 18,295 English Language teachers and there were 16,663 were teaching the subject whereas 1,632 were not teaching English. On the other hand, 5,124 non-optional English teachers were teaching English in the secondary schools (EPRD, 2013). Unless redeployment is effectively implemented, an estimated 4000 mismatches every year will continually affect the quality teaching and learning of English in Malaysian schools.

Previous international studies in Africa on redeployment focused on the effects of redeployment on the work life of the redeployed teachers and the quality of teaching and learning (Ndhlovu, 1996). In another study, the problems of redeployment are identified to assist school management in the implementation of the policy (Nemutandani, 2004). In Malaysia, the implementation of redeployment has created several issues and it has become the highlighted issues among the local newspapers and media for several years. It was reported that teachers were being redeployed without standard selection procedures and proper planning which has created more problems to the teachers that eventually affected their motivation to work (BPPDP, 2012).

Apparently, scholars have paid more attention to issues of quality teaching and learning, job satisfaction, motivation, salary and teacher workloads (Bishay, 1996; Darmody & Smyth, 2009; Mulvaney, 2013; Ololube, 2005; Stephenson, 2013; Zanders, 2011) which can be related to the effects of redeployed teachers. The increase of student enrolment, number of schools and classrooms, subject taught in schools and policy changes are factors influence the demand of teachers (Sharil@Charil Marzuki et al., 2014). Teacher supply is based on the projection of the current needs, however the distribution of teachers based on their options is still a huge challenge for the ministry. It is more critical for core subjects like English Language. Some schools in the urban areas received too many English language optionists and these teachers have to teach other subjects instead. Equity in education emphasizes on the equal opportunity of getting quality education for every child (MoE, 2012a). Thus, failure to ensure that each school gets enough qualified English Language teachers to teach, will contribute to the ineffectiveness of human resource management (Nadarajah, 2002).

Competency and efficiency are the pillars to effective management. All the available resources in the form of distributive allocation, human resource and equipment are limited and need to be utilized to the optimum. Supplying qualified teachers to all schools is a very challenging task for the MoE. According to Sharil@Charil et al., (2014), BPPDP (2012); BPPDP (2008) and Wang Chih Fong (2005), the challenges include:

- a) The demand for teachers is inconsistently depending on students' enrolment, number of schools and classroom, subject taught in schools and policy changes.



- b) The imbalance number of male and female teachers. It is recorded on 31 October 2018 that there were 70.51 percent of the school teachers were female whereas 29.49 percent were male teachers.
- c) The distribution of teachers is hardly based on the option due to humanitarian considerations.
- d) Mismatch of teachers hinders the process of teaching and learning in the rural area schools especially for English Language subject since too many female teachers are following their husbands to the urban areas.

The importance of English language is undeniable as globalization and internationalization has changed the career structures, influencing education, skills training and also challenged curriculum design in the multicultural cosmopolitan education (BPPDP, 2013). In addition, developing our students with Higher Order Thinking Skills (HOTS) as aspired in the Millennium Development Goals (MDG), the teaching of English language as the core subject has becoming more important (EPU, 2010). There are concerns with regards to our education system and PADU 2013 Annual Report highlights that “While some Malaysian schools performed above the OECD average for PISA 2012, Malaysia remained in the bottom third. This indicates that there are issues impacting the quality of our education system” (PADU, 2013, p. 43).

A study done by Condie et al., (2012) on heterogeneity of teacher effectiveness across subjects and settings proves that even though certain teachers are able to improve students achievement regardless of their specialization or subject option, specialized subject teachers make better impact to students’ achievement. In their study



simulations, teacher specialization according to student ability has the potential to increase reading performance of all students by approximately 0.025 standard deviations. The simulation suggests that students perform better in the subject if the school administrators assign teachers who are specialized in the subject. The same study proves that such policy would raise mathematics achievement by 0.05 standard deviations and reading achievement by 0.03 standard deviations. This finding gives more weight to the justification that redeployment of teachers is inevitable.

English Language proficiency is the indicator for competent graduates who are acceptably marketable (BPPDP, 2013). Although the government has prepared a comprehensive educational planning to improve students' English language proficiency by improving the quality of English teachers, the misdistribution of English Language teachers will elevate inefficiency and teacher management problems. It is important to ensure that the distribution of teachers is more equitable so that all students in all schools have designated number of qualified and experienced teachers that is likely to raise the overall levels of learning and narrowing the learning disparities (Samer Al-Samarrai and Imam Setiawan, 2012). Redeployment of English Language teachers is one of the strategies to address the problems of English language proficiency among Malaysian students (BPPDP, 1998; BPPDP, 2011). In addition, it is common that schools in the rural and remote areas are having shortage of English teachers whereas schools at the cities have to deal with the oversupply of English language optionists who ended up teaching other subjects (BPPDP, 2013). Thus, this gives more significance to the study to be done to explore the issues behind the lack of optioned English language teachers in certain schools and how the distribution of teachers had



been done and what could be the reasons behind the issue of misdistribution of teachers in schools especially among English language teachers.

Students' proficiency in English language is one of the educational agendas to ensure that the education system in Malaysia will be able to produce highly skilled first class talent base which requires our students to be prepared to compete in the global market (EPU, 2010). Although there are many macro and micro policies that have been implemented to ensure student outcomes, the performance of our students in the international benchmarking like PISA and TIMSS still has a long way to go (MoE, 2012b). Having strategies to gear for the international performance-based benchmarking, English language proficiency is the issue to be addressed.



problem of misdistribution of teachers between the rural schools and urban schools. (Ndhlovu, 1996; Wang Chih Fong, 2005; Wang Chih Fong, 2005; Nemutandani, 2009). The purpose of redeployment of English Language teachers is to ensure that all rural and remote schools have enough professionally trained English optionists to help improve students' learning of English. Even though redeployment seems to be the measure to ensure equitable distribution of English Language teachers, it was claimed to be unjust for the teachers who have settled down at the place where they are currently teaching (BPPDP, 2012).



Table 1.2

The distribution of English Language teachers in secondary school as of 14 December 2015

No	States	Needs	Fill	Shortage / Excess	No. of Optioned Teacher English	No. of English optionists and did not teach English.		No. of Non-optioned teacher teaching English	No. From 6 (MUET)
						Teach another subject	Teachers cum Administrator		
1	Johor	1504	1393	-111	1393	0	422	344	179
2	Kedah	955	982	27	967	15	243	112	122
3	Kelantan	809	736	-73	725	11	152	210	103
4	Melaka	404	404	0	393	11	148	54	59
5	Negeri Sembilan	483	528	45	515	13	179	67	57
6	Pahang	722	708	-14	705	3	228	194	92
7	Perak	1197	1230	33	1204	26	439	244	187
8	Perlis	130	128	-2	127	1	36	17	21
9	Pulau Pinang	672	702	30	687	15	221	86	100
10	Sabah	1090	1143	53	1119	24	346	232	201
11	Sarawak	1200	1389	189	1350	39	752	183	216
12	Selangor	1993	2129	136	2089	40	479	257	169
13	Terengganu	602	520	-82	519	1	152	195	76
14	WP Kuala Lumpur	635	680	45	670	10	158	44	58
15	WP Labuan	34	39	5	39	0	12	4	6
16	WP Putrajaya	43	54	11	52	2	13	2	3
	TOTAL	12,475	12,765	290	12,554	211	3980	2245	1648

Source: Bahagian Pengurusan Sekolah Harian, KPM (2015)

Table 1.2 shows the distribution of English Language teachers in the secondary schools by states. It was clear that there was surplus of 290 teachers who taught English in secondary schools. Whereas there were 4,191 English optioned teachers who do not

teach English either they were teaching other subjects, or they hold administrative post in the schools. There were also 2245 non-optioned teachers who teach English due to lack of English Language teachers' supply in the states. Clearly that something needs to be done to fix the misdistribution of English teachers.

Ministry of Education Malaysia has to hire contract English teachers every year due to the mismatch. In 2011, the ministry has accepted 200 retired English teachers as contract teachers in the national schools. 200 more were hired in 2012 while 172 contract English teachers from the 2011 quota continued their contract for another year. MoE continued to add the same number of contract English teachers in 2013 (BPPDP, 2012). The program is one of the initiatives to improve and strengthen students' English proficiency other than to minimize the mismatch. The students' acquisition skills are very much influenced by the teachers' English proficiency and also cultural knowledge of the native speaker in which is rarely encountered in untrained English Language teachers (Werbinska, 2009).

1.5 Purpose of the Study

The aim of the implementation of teacher redeployment is to address the problem of ineffective distribution of teachers between rural schools and urban schools. (Ndhlovu, 1996; Wang Chih Fong, 2005; Wang Chih Fong, 2005; Nemutandani, 2009). The purpose of redeployment of English Language teachers is to ensure that all rural and remote schools should also have enough professionally trained English optionists to help improve students' learning of English. Even though redeployment seems to be the

practical exercise to ensure equitable distribution of English Language teachers in the country, it is claimed to be unjust for the teachers who have settled down at the place where they are currently teaching (BPPDP, 2012).

The main purpose of this study is to investigate the issues and problems that have challenged the implementation of the policy. At the same time, this study aimed to get the consensus of policy experts on the policy implementation practices that can help to facilitate the implementation of redeployment to minimize the misdistribution of English Language teachers to schools in Malaysia.

1.6 Research Objectives

Based on the purpose of the study, the research objectives to be achieved are to;

Phase One: Needs Analysis

- (a) explore mechanisms and strategies to effectively implement the redeployment policy to minimize the misdistribution of English Language teacher.
- (b) investigate contributing factors agreed by panel of experts on the success of redeployment policy implementation.
- (c) investigate the weaknesses of the redeployment policy implementation;

Phase Two: Development Phase

- (d) identify domains which have reached consensus by the experts on the good practices of redeployment policy implementation based on the mechanisms and strategies exercised by policy implementers;



- (e) evaluate the strategies to achieve the domains which have reached the consensus by the experts on the good practices of redeployment policy implementation;
- (f) reach the consensus of experts on the list of the good practices of redeployment policy implementation.

1.7 Research Questions

This study was conducted to answer the following research questions:

Phase One: Needs Analysis

1. What are the strategies to implement redeployment policy to minimize the misdistribution of English Language teachers?
2. What are the factors contributing to the success of the redeployment policy implementation?
3. What are the weaknesses of the redeployment policy implementation for English Language teachers in the secondary schools?

Phase Two: Development Phase

4. What are the domains which have reached the consensus of experts on the good practices of redeployment policy implementation based on the mechanisms and strategies exercised by policy implementers?
5. What are the strategies to achieve the domains which have reached the consensus of the experts on the good practices of redeployment policy implementation?
6. What would be the priority of the redeployment good practices based on the experts' consensus in facilitating the implementation of the policy?



1.8 Research Framework

The theoretical framework of this study is based on two models which are Roger Kaufmann Organizational Element Model (Chyung, 2005) and Hannafin Peck Model (1987). The modified Delphi technique will be utilized in this study to collect current and real data from the panel of experts about the best practices and strategies for teacher redeployment. The brainstorming process of the issues and problems identification adapts Okamoto's Ph.P Method (2008).

1.9 Theoretical Framework

1.9.1 Roger Kaufmann Organizational Element Model

Kaufmann Model of Organizational Elements is a tool to identify the differences of organizational practices in a system. Investigating the real scenario of teacher redeployment policy implementation, the model of organizational practices as introduced by Kaufmann helped to design and implement effective approach to achieve intended policy objectives of the Ministry (Chyung, (2005). Based on the Kaufmann's model which consists of five phases which are input, process, product, output and outcome, this study adapted the three phases of this model to develop the conceptual framework of this study. As visualized in Figure 1.1, the Input phase in Roger Kaufmann's Organizational Element Model was adapted for the Phase one of this study which refers to the input of organizational resources like the staff, resources, knowledge and equipment. The Process phase on the other hand is the method to achieve the intended outcome and the Output phase is the organization goal achievement with the

production of the product. Outcome on the other hand is the overall achievement which affected the society.

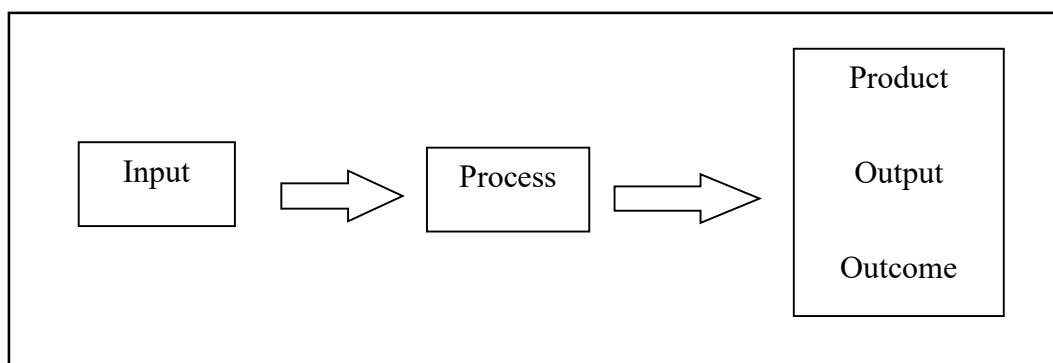


Figure 1.2. Roger Kaufmann Organizational Element Model (1987)

Before we could conclude and comprehend the real status quo of the policy being implemented, facts or input about what really happens in the process of policy implementation are essential for the study. This model is adopted in stage one of this study to investigate the status quo of the redeployment policy implementation. Input about the current status of English language teacher distributions, the implementation issues for instance the non-compliance to the redeployment order and also the best practices of redeployment policy implementation contribute to the development of the development phase of the study. Therefore, instead of adapting all the five elements, the framework of this study adapting only the three elements from this model which are the Input, Process and Output.



1.9.2 Hannafin Peck Model

Hannafin Peck Design Model (1987) is a three phase model of the Analysis, Design, Development, Implementation and Evaluation (ADDIE) model. This model complemented Kaufmann's organizational element model to be adapted for the development of the framework for this study. The first phase is needs analysis process and followed by the design phase and the development and implementation phases. All the phases involve evaluation and check.

In the development of the conceptual framework for this study, the researcher adapted the Needs Analysis Phase. Following the suggestion by Hannafin (1987) for the Needs Analysis Phase, the conceptual framework of this study adapted this model for the Phase One which is Needs Analysis phase. Needs Analysis is based on the outcome desired by the target group (in the case of this study, it is the policy implementers) which include the environment (the supply and demand of English Language teachers) and also the limitations exist within the framework of the study.

Hannafin (1987) explained that the Design Phase involved the development of a draft design and content of the design which include clear instruction, consistent representation, user friendly as well as easy to understand. In the case of this study, the phase of design Whereas, the Development and Implementation Phase materialized the design from a draft to a product model or prototype which can be utilized by the target group. Therefore, adapting Phase 2 and Phase 3 of this model which are The Design Phase and the Development and Implementation Phase as Phase Two of this model fit the objectives of this study which are to identify the domains and strategies of the good



practices of the teacher redeployment that could help to facilitate the implementation of the policy for English Language teachers.

In order to ensure reliability of the findings of this study, the evaluation and check happen at every phase for this model so that proper improvement will be made where necessary. There are two types of evaluation which are formative and also summative. Formative evaluation involves an early stage of data collection in the design process to ensure that the design is planned well and problems are anticipated for the success of the project. Summative evaluation is data collection to evaluate the applicability of the outcome.. This process is important to ensure validity and accountability of each domains and strategies remained high. Figure 1.2. describes the phases in Hannafin Peck Model. However, for the purpose of this study, only needs analysis phase, design phase and also evaluation phase are involved. Prototyped model will not be developed in this study and therefore development and implementation phase are not involved.

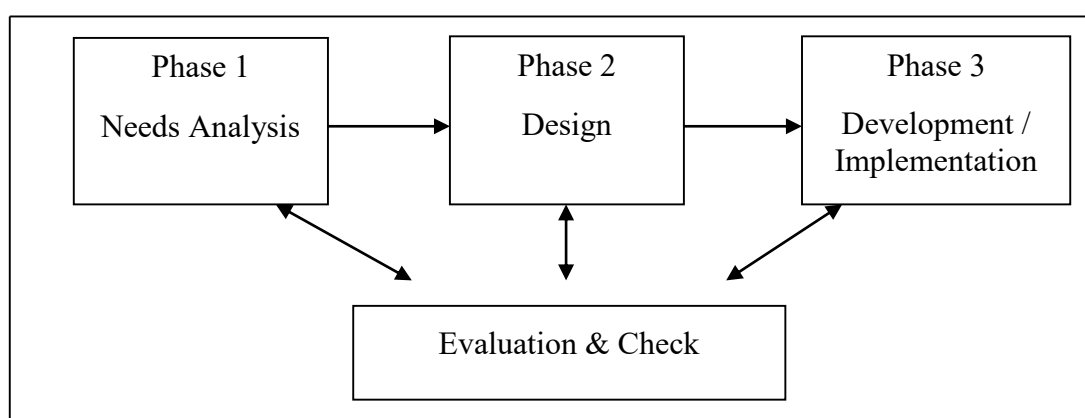


Figure 1.3. Hannafin Peck Model

1.10 Conceptual Framework

Based on the three practices of the Organizational Practices Model, the three stages design in Hannafin Peck Design Model and the structure of policy problem discussed, a conceptual framework for the study is developed as in Figure 1.3. This study applied three processes which are gathering of input, processing and analyzing the policy implementation input gathered and recommending the best practices for policy improvement. It is important in policy analysis to explore and understand the root of the policy problems (Dunn, 2008) and there are several issues pertaining the implementation of redeployment of English Language. The input about the problems of the policy implementation reflect the status quo of the issue which are essential in planning for strategies to achieve the goals of the policy implementation.

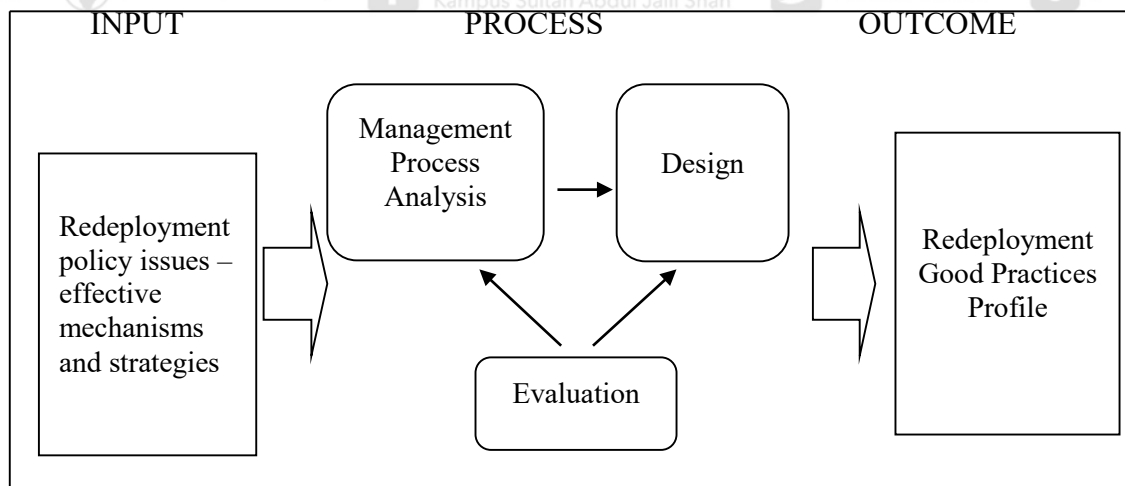


Figure 1.4. Conceptual Frameworks

According to Okamoto (2008), if a status quo has no problem, there is no necessity for any action to be taken. Details of the problems exist in the implementation of redeployment will help in selecting the best possible actions to overcome the



problems. Dunn, (2008) also recommended that investigating more comprehensive information about a policy problem opens for more alternatives to find solutions to the problems.

1.11 Significance of the Study

This study will assist the policy makers and school administrators in the implementation of teacher redeployment. The distribution of teachers should be based on their options while failure to do so will affect the quality of teaching and learning in schools. Being able to minimize the mismatch of English Language teachers will maximize the optionists to teach English the subject will enhance the teacher effectiveness. This will also support the macro and micro policy strategies related to the English Language achievement in schools namely MBMMBI (To Uphold Bahasa Malaysia and To Strengthen the English Language) policy. Issues pertaining the quality of English Language teachers and English proficiency level of Malaysian students have been discussed in many platforms and one of the strategies to help improve the weakness is to redeploy English Language teachers accordingly.

Policy makers are responsible to develop the guidelines for redeployment of teachers across the subjects taught in schools. The officers in the district and state offices are responsible to implement the policy accordingly (Letter of Release No. KP/KPPM/5(67) dated 20 October 2010). However, figures of teachers being transferred, and the deployment of newly appointed teachers make the process more challenging as the data of excess teachers is not consistent. Therefore, based on experts





who are experienced in the redeployment of teachers, a consensus of possible and effective redeployment mechanisms will help to develop a redeployment best practices profile. Thus, this study will explore and structure the real problems of redeployment implementation and will seek answers to the best practices of the policy.

Based on a study done by the MoE on the deployment of teachers, the biggest challenge in managing the exercise is when most of the time, the humanitarian factors become the major consideration of accepting the redeployment. Teachers who refuse to be redeployed most often appeal for reconsideration to stay in the same school for various personal reasons like husband working area, taking care of parents and health factor. Considering the difficulties of policy implementers as well as school administration to release the teachers to be redeployed, this study gave more insights to the root of the problem and the development of a redeployment best practices profile may help to assist in the implementation of redeployment.

1.12 Limitation of Research

This research is a policy analysis study to investigate the best practices of the implementation of English language teacher redeployment for the secondary schools in Malaysia. The focus of this study is on the process of redeployment for the English Language teachers. Therefore, this policy analysis will scrutinize possible ways and approaches to implement the policy so that the policy target will be achieved. Since this study is taking on a very specific issue, the limitation of the study is based on the following dimensions:



- i. The issue discussed is limited to the redeployment of English Language teachers in the secondary schools because one of the main issues of redeployment is among the English language optionists. Furthermore, the English Language teachers in the secondary schools have only English as their major option unlike the teachers in the primary schools who have at least two options.
- ii. The respondents for the study are very selective among those who have the experience in the implementation of redeployment. The duration of their experiences will not be determined because each experience will add to the value of the data collected.
- iii. The outcome of this study is a list of best practices for the implementation of redeployment for English Language teachers in the secondary schools recommended by panel of experts.

1.13 Operational Definition

1.13.1 Redeployment

Redeployment is the process to assign an employee to a new place (Dictionary, 2014) and Vandeveld (1998) defines redeployment as the transfer of permanently employed full-time teaching staff from one educational institution to another within a specific region. According to Ndhlovu (1996) teacher redeployment is an exercise in which teachers are moved from one school to another, usually from schools with teacher-learner ratios that exceed the norm to schools with teacher-learner ratios that are below the norm.



In the context of this research, redeployment of English teachers refers to the relocation or transfer of extra English Language teachers from a school to another school which has insufficient number of optioned English Language teachers. Redeployment of teachers may be from schools of the same district or different district or state and depends on the current mapping of teachers. The number of English Language teachers to be redeployed will depend on the Estimation of Expenditure (ABM) for school-based posts which refers to the teacher-student ratio.

1.13.2 English Language teachers

The government of Malaysia under the Ministry of Education Malaysia recognizes graduates with a degree in Teaching English as a Second Language (TESL) or degree in English as a Second Language (ESL) from local universities or abroad and also graduates from Institute of Teacher Education Malaysia as qualified English Language teachers. English Language optionists are teachers who have been professionally trained in a recognized teacher training institutions or undertaken recognized teaching training programme during the course of their under graduate studies or a short teacher training course offered by the Ministry. In addition, those who have undergone the in-service teacher training course in English language programmes or a diploma in Education majoring TESL or ESL can be appointed as English Language teachers. English language optionists have undergone comprehensive English language teaching programmes and teaching practicum for at least 3 months in schools under Ministry of Education before they can graduate.





In the context of this study, English Language teachers who are eligible to be redeployed are those who are in service – teachers who are currently teaching in government or government aided schools in Malaysia. In certain conditions, the qualified English Language teachers may not be teaching English subjects only but are directed to teach other subjects like Arts Education or Physical Education when there is shortage of teachers in the school. However, in another situation, some English Language teachers may not be teaching English subject at all but due to his education background, he or she may be directed to teach other subjects.

The education system in Malaysia acknowledged English Language teachers who may already redeployed to the District Education Office or State Education Department or even to the Ministry of Education headquarters or related agencies.

However, an English Language teacher who opted to undergone the *Program Intervensi Tambah Opsyen* (PITO) or Add Option Intervention Program will also considered as English Language teachers even though he or she is no longer teaching English subject in school.

1.13.3 Redeployment Guidelines

Redeployment guidelines refers to the standard operating procedures (SOP) of the redeployment policy which was issued by Ministry of Education in 2010 as written in the Notification Letter No. KP/KPPM/5(67) dated 20 October 2010. The guidelines explain the roles of the policy players which include school administrators, district education officers, state education department as well as officers in the ministry and the





mechanisms to implement the policy. This study also looks into other related circulars and notification letters from the Ministry of Education or Civil Service Department about deployment, redeployment and teacher transfer. The documents are relevant and to be read together with the redeployment guidelines.

1.13.4 Good Practices

Good practices refer to the approach, processes, activities, incentives or benefits which believed to be effective to achieve the desired outcome when apply to the certain situations and environment. The good practices in this study refer to the initiatives identified by the policy makers and policy implementers who are dealing with redeployment of teachers as part of their daily professional responsibility. These practices are verified through data analysis as effective practices to assist school administrators to manage redeployment of English teachers. The ultimate aim is to ensure that teachers comply to the redeployment order and mismatch of English language teacher can be minimized.

1.13.5 Profile

According to Hildebrant and Gutwirth (2008), the data which is used to identify or to represent someone or something is called profile. Profiling technology is an effective data analysis to seek or test the pattern of relationship among data. Thus, the



development of a profile for this study is an effort to identify the relationship within the data using suitable data analysis technique.

1.13.6 Policy Implementers

Policy player refer to every individual in the organization who involve in the implementation of redeployment. Desk officers for redeployment are officers in the District Education Office (DEO), State Education Department (SED) and Division of School Management, Ministry of Education. School principals are also involved directly with redeployment as they are responsible to the selection of teachers for redeployment at the school level.

1.13.7 Delphi Panelist

Delphi panelist in this study refers to officers in the DEO, SED, MoE and school principals who have experience in dealing with redeployment. Their experience in carrying out the policy has value to this study as each experience counts. Thus, the selection of Delphi experts refers to the officers has the experience in dealing with redeployment of teachers.

1.14 Summary

This chapter explained the background of redeployment policy that was being implementation to ensure that only English optioned teachers are teaching in schools. However, there are still issues raised by the stakeholders pertaining the implementation processes and practices. In addition, redeployment is an on-going exercise to support the MBMMBI policy and the country's national agenda to improve the English language proficiency of the school students. Therefore, a Delphi study to develop a redeployment best practices profile is recommended to help the policy implementers to make a standard redeployment selection and minimize the non-compliance of redeployment order.