

The Transfer of Public Secondary School Teachers in the National Capital Region (NCR): An Analysis

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Abstract

This study aimed to determine how the various stakeholders' practices and factors on the transfer process from one division to another or from one station to another in the public secondary schools of NCR, including those who came from other region were compared and analyzed. This study is a descriptive research design utilizing questionnaires and documentary analysis. Descriptive statistics using mean, standard deviation, frequency counts for date on, average and percentage distribution, and descriptive ratings based on 5 - point scale computed to arrive in a quantified responses, Total Weighted Score (TWS), Average Weighted Score (AWS) and average of TWS and AWS were utilized. Analysis of variance of mean scores and the Post Hoc Tests of multiple comparisons by Games-Howell were employed. Through the aforementioned statistical treatment this result was drawn: *"There are significant differences exist in the perceptions of the respondents on the factors that influenced the transfer of teachers except on special talent/qualification and skills of teacher transferee(s), inability of the teacher to relate effectively with the members of the educational community and petition of school PTCA."* Therefore, specific policies should be proposed in order to improve the practices for the welfare of the teacher.

Keywords: transfer process, polices, practices, public secondary school teachers

1. Introduction

Policy transfers according to Wellman (2003) are considered as powerful demand- driven instruments for promoting better practice in the public services. However, policy transfers can be sources of uncertainty and instability if the innovation brought in from abroad is inappropriate, or coercively adapted. Arguably, lessons from other country's experiences will be learned in ways that reinforce national practices more than they transform them. Examining the contextual details helps to clarify why particular institutions emerged in a particular historical setting and how they are maintained.

With regard to the field of teaching, the authority reserves the right to transfer surplus unpromoted teachers. Although all teachers have a contractual liability to transfer from one establishment to another, every effort will be made to minimize the number of compulsory transfers. Every step is made to overcome problems caused by having teachers surplus to a school's establishment transferred to real vacancies by seeking voluntary arrangements in the first instance. Only where this cannot be achieved within the relevant timescale will a teacher be transferred compulsory (East Dunbartonshire Council 2005). It is true that teachers are the guiding stars that light the youth into the path of righteousness. But teachers are also human beings, and for them to be effective and efficient in their functions, certain conditions must be observed. One of these conditions is assigning them to the division/station where they found it convenient with regard to the distance from their places of residence or to the people with whom they work that would result on their economic advantage. It is, therefore, important that the public school system should provide carefully thought-out policies, guidelines and procedures in transferring teachers to the divisions/stations of their choices. There have been set of sound criteria relative to this matter, some of them are to determine whether the teacher is a bona fide resident of the locality where the vacancies exist, consistent with the provision of RA No. 8190 (Localization Law), Magna Carta for Public School Teachers, qualified registered voters and a transferee from public to public. Consequently, the convenience and comfort of teachers in their work could easily be converted to benefits for the students whom they serve.

This section further deals with the related literature that focused on the important concepts that helped in analyzing on the transfer of teachers. The two most important points are: 1) **Stakeholders' Practices** - Impartiality: It is the absence of bias in due process, methodological rigor, consideration and presentation of achievement and challenges. Evaluability: It is concern on improving the ability to evaluate by building an evaluation plan. Quality: It employs quality - oriented design, planning and implementation processes; evaluation reports must present in complete and balanced way the evidence, findings, conclusions and recommendations. Competencies for evaluation: The required evaluation skills must be present in the organizations. Transparency and consultation: It involves major stakeholders at all stages of evaluation especially on improving credibility and quality and facilitating consensus building and ownership of findings, conclusions and recommendations. Ethics: Evaluators must have personal and professional integrity, respect the

rights of individuals and institutions to provide information in confidence. Follow –up: There should be systematic implementation of evaluation recommendations once these have been agreed to by the management and/or governing bodies; and Contribution to knowledge building: Evaluation findings and lessons should be available to target audiences in a user – friendly format (UNDP: 2005).

2) **Transferee’s Profile.** The effectiveness of any undertaking in the organization is a product of the effectiveness of its members. This means that the personnel who comprise the program undertaking work together towards common goals. The progress of an organization is the result of the sum total of the individual efforts of the personnel brought about by their critical attributes. These critical attributes are actually the profile of the transferee such as: age, gender, educational qualifications and specialization that contributes a lot in the performance of functions in the organization, and it is along this line that this study included them as factors tested for effect on policy effectiveness.

How well the criteria are followed in the public secondary schools of NCR is a major concern of this study. The results may serve as bases in adopting measures to upgrade the procedure for transferring of teachers in a particular division/station. Hopefully, this will initially confirm the premise of this study, and if so, it is a must for this study to suggest a planned improvement on the said policy to eliminate or minimize conflict among stakeholders and for the greater picture of achieving its intended outcomes.

1.1 Objectives of the Study

This study is concern on the various stakeholders’ practices on the transfer of public secondary school teachers in the National Capital Region (NCR). Specifically, it sought to determine the following: (1) the profile of the teacher transferee(s); (2) the transfer proceedings; (3) significant difference in the perceptions on the extent of influence of the various factors on the transfer process; (4) the extent of implementation of the policies and practices; and (5) specific policies to be proposed to improve its practices.

1.2 Scope and Limitations of the Study

The study is primarily concerned in determining what policies and practices were implemented. It also focuses on how the various stakeholders’ practices on the transfer of public secondary school teachers from one division to another or from one station to another in the public secondary schools of National Capital Region (NCR), including those who came from other region as long as he/she is currently accommodated in the aforementioned region were compared. The study then sought to determine whether the perceptions of the principals, head teachers and teacher transferee(s) on the various factors on transfer were significantly different or not. Evaluation of the gathered data was also considered including its triangulation. The differences/similarities of the responses made by the three (3) groups were also figured out. However, this study did not include the set of policies and practices applied for teachers who sought transfer from any division/station of public secondary schools outside of National Capital Region (NCR).

1.3 Conceptual Framework

The conceptual framework shown is divided into three frames such as: input, process and output (IPO). The concept described the sequence in which certain components and activities are the instigating causes of certain social benefits or effects usually produced. The input consisted of the various transfer components of public secondary schools, like DepEd issuances and implementing guidelines on teachers’ transfer, memorandum circulars on personnel action, Civil Service Commission (CSC) Omnibus rules and regulations and others. The process includes the analysis of the respondents’ perceptions, the evaluation of the gathered data and the triangulation of data. The output emphasizes the differences/similarities of the respondents’ perceptions on the practices on teachers’ transfer. From these findings, the study also proposed policies to improve further the practices in the transfer of teachers.

2. Methods and Techniques of the Study

This paper used descriptive research methodology which is considered to be the most appropriate in determining, what policies and practices were implemented and how the various stakeholders’ practices on the transfer of public secondary school teachers in the National Capital Region (NCR) were compared. With the use of questionnaire-checklist, the needed data were collected and the stated problems and hypothesis were answered.

The study aimed at providing the much-needed information with respect to the analysis of documents and records obtained from the respective division office which served as a secondary tool of research. In addition, the interview was also used to gather other pertinent data or to clarify some problems from the teachers who actually transferred. Data were gathered from the principals, head teachers and the teacher transferee(s) regarding the factors that influenced the transfer of teachers, and the policies and practices implemented for its transfer.

2.1 Population of the Study

The population consisted of three groups, namely: the principals, head teachers and teacher transferee(s). Only five (5) public secondary schools per Division were included in the study especially to the school where three (3) teacher transferee(s) had been accommodated. The principals and department heads are the program

implementers who were responsible in identifying the extent of influence of the factors on the transfer of teachers, and also in recognizing the extent of implementation of the policies and practices in the action done. On the other hand, teacher transferee(s) are the program beneficiaries who were also concern in examining what certain factors perceived influential as carried out on their transfer, and further discussed whether the existing policies were being practiced. One thousand five hundred twenty (1520) target respondents (seven per school or ninety-five per division) were involved in the study but only one thousand two hundred eighty three (1283) were successfully retrieved. It means two hundred thirty seven (237) teacher transferee(s) were not able to return the questionnaires and found it difficult for them to accommodate one's inquiry and interview.

2.2 Construction and Validation of the Questionnaire

In evolving the questionnaire, intensive reading was made on journals, memoranda and circulars related to the study. Professional books and magazines pertaining to the topic were also used. Questionnaires from other pertinent studies were carefully analyzed before the questionnaire for the present study was prepared.

The first draft of the questionnaire was submitted to the adviser for corrections, suggestions and comments which were used as bases in improving its content, vocabulary and style. The revised copy was later subjected to validation in the field of educational management. The members of dissertation panel of the researcher having assured of its validity, the questionnaire was put in its final form.

Since the nature of the study entails a vast research locale, the distribution of the questionnaire to the target respondents was done through the assistance of the division offices of NCR. Follow – up was made to facilitate the retrieval of the questionnaire and to make sure that all items were answered.

2.3 Data Gathering Procedure

The current study relied heavily on appropriate informants and as such, the researcher gained entry into the research context through informed consent, human subjects' approval and debriefing. This was obtained through formal communications. Also, the researcher tried hard to be neutral, collaborative and objective with all the respondents but assurance of objectivity on information gathered was quite impossible to achieve.

In accomplishing all of the above, the following procedures were observed in the conduct of the study. A formal request was made to the Department of Education, National Capital Region (NCR) Director through a written communication signifying and articulating the intention of the researcher's request for interview, distribution of questionnaire and access to documents needed for the study. Once granted, it was endorsed to the division offices of the aforementioned region and from them, the principals, head teachers and the teacher transferee(s) of the public secondary schools were informed about the study.

Subsequently, qualified persons from the said schools were identified and rapport between the researcher and informants was established on a most solid ground. This is to build trust and confidence in order for the researcher to obtain sincere, correct, complete and factual information from the respondents. A formal meeting/conference with the target respondents was set to clear the value of the researcher's way of proving and assuring how the study in general is significant to the improvement of the existing operation. Once the way was paved, interview sessions were conducted. After the interview was conducted, data were now ready to be classified and analyzed as to their conformity or non-conformity to the study. DepEd documents on policies and practices concerning the transfer of public secondary school teachers were also included. Standard operating procedures were observed before the conduct of the study. The researcher to avoid threats on the validity and reliability of the results supervised these activities personally.

2.4 Data Processing and Statistical Treatment

The data gathered were classified and presented in tables. Descriptive statistics such as: frequency counts for date on, average and percentage distribution of data gathered were utilized depending upon which best expressed the information desired for analysis and interpretation. Descriptive ratings of data were based in frequency distributed and computed to every rating scale item, Total Weighted Score (TWS), Average Weighted Score (AWS), average of TWS and AWS and tallying of quantified responses. The collected data were tallied and tabulated according to the following headings: (1) the profile of the teacher transferee(s); (2) the transfer proceedings applied; (3) significant difference in the perceptions of the respondents; (4) the policies and practices on transfer and the extent of its implementation; and (5) the proposed policies. In addition, suggested changes in the policies and practices gathered through interview were included in the recommendation.

The extent of influence of the description of transfer in terms of professional qualifications, economic considerations and political/social connections, and the extent of implementation of the policies and practices on transfer were quantified by using a 5-point scale. These were interpreted as follows: 4.50 – 5.00 to a great extent, 3.50 – 4.49 to certain extent, 2.50 – 3.49 to moderate extent, 1.50 – 2.49 to a fair extent and 1.00 – 1.49 to no extent. Descriptive statistics using the mean, standard deviation and percentage were used to present the profile of the teacher transferee(s), the factors that influence transfer, the extent of the implementation of the policies and practices on the transfer of teachers and the proposed policies to further improve the practices on transfer. Hypothesis testing was also used for the significant differences in the perceptions of the principals, head

teachers and teacher transferee(s) on the factors that influenced the transfer of teachers. Analysis of variance of mean scores of respondents and the Post Hoc Tests of multiple comparisons by Games-Howell were utilized to determine whether or not significant difference and significant influence exist in the assessment of the respondents on the abovementioned considerations. Additional relevant information obtained from interviews was integrated in the analysis and interpretation.

3. Findings

This section presents the analysis and interpretation of the data drawn from the principals, head teachers and teacher transferee(s) of the public secondary schools of National Capital Region (NCR). The data gathered through questionnaire and interview likewise formed part of the interpretation, and were also used to compare the various stakeholders' practices on transfer.

3.1 Factors that Influence Transfer

The transfer of public secondary school teachers is being described in terms of professional qualifications, economic considerations and political/social connections. Table 19 shows the variables altogether with the joined perceptions of the three (3) groups through the presentation of its average mean values, such as : professional qualifications (3.61), economic considerations (3.60) and political/social connections (3.36). Among the three, the 3rd item distinguished to be a moderate extent in interpretation but the 1st and 2nd item are being described as certain extent directing to the over-all mean value of 3.52 verbally inferred as certain extent. This only implies that teachers' professional and economic concerns are more greatly considered in the transfer process than their political/social connections. Therefore, what matters most is what you know not whom you know.

Table 19 Summary of the Factors that Influence on the Transfer Process

Variables	Principals	Head Teachers	Teacher Transferee(s)	Average Mean	Verbal Interpretation
1. Professional Qualifications	3.83	3.57	3.60	3.61	Certain Extent
2. Economic Considerations	3.76	3.30	3.67	3.60	Certain Extent
3. Political/Social Connections	3.35	3.24	3.39	3.36	Moderate Extent
Over-all Mean	3.65	3.37	3.55	3.52	Certain Extent

According to Yangot (1982), social, cultural and economic factors influenced the teachers' decision to transfer including the variables of age, marital status and a number of years teaching in the said school/institution. In so doing, the policy implementer should practice what is desired in the transfer process so that employees will be motivated to relate their full potential to their work and call forth the best efforts that they could provide even after they are being transferred.

Professional Qualifications. It is interesting to note that the perception of the principals with regards to professional qualifications is in consonance to the other respondents' views since the head teachers and teacher transferee(s) perceived them in the same manner. This means, they favored more on the utilization of professional qualifications of teachers in processing transfer, implying that the appraisal is made regularly in order to maintain or improve one's performance.

Economic Considerations. All groups' assessment confirmed that the distance of teacher's place of residence to school and proposed station are needed in the transfer process in order to uplift the economic condition of the teacher transferee(s).

Political/Social Connections. The combined perceptions of all groups suggest that certain limitations in the intervention of powerful group should be manifested in its administrative and operational activities so that the person who is authorized to make decisions can exercise his power with certainty. The data further showed that sometimes favoritism on the part of some employers might strengthen or weaken support.

3.2 Extent of Implementation of the Policies and Practices on Transfer

Table 55 illustrates the summary on the extent of implementation of the policies and practices on the transfer of public secondary school teachers in NCR as perceived by all groups. Both gained a certain extent verbal interpretation from its average mean values of 3.70 and 3.88, equally leading to the over-all mean of 3.79 resulted to certain extent analysis. Also, the respondents are very keen in analyzing whether the actual procedure is congruent to what it should be to strengthen the trust from the ranking committee.

Policies on Transfer. The findings confirm that all groups appraised positively the ten cited policies. Almost all of the policies are recognized to be significant and been applied during the ranking of applicants for transfer. Since policy transfers are considered as a powerful demand – driven instruments for promoting better practice in

the public services, its implementation should be certain and stable so that every step made can overcome problems and can influence decisions and actions in order to achieve intended goals. **Practices on Transfer.** The practices are accepted to be relevant in the transfer process and found to be congruent to the policies except for the statement that only bonafide residents are allowed to seek transfer. The actual scenarios or conditions applied on the transfer of teacher strictly follow the policies as mandated in the existing laws. This is proven through the positive responses gained from all respondents.

Table 55 Summary on the Extent of Implementation of the Policies and Practices on Transfer

Variables	Principals	Head Teachers	Teacher Transferee(s)	Average Mean	Verbal Interpretation
1. Policies	4.01	3.46	3.73	3.70	Certain Extent
2. Practices	4.15	3.92	3.85	3.88	Certain Extent
Over-all Mean	4.08	3.69	3.79	3.79	Certain Extent

3.3 Proposed Policies to Improve Further the Practices on Transfer

Frequency distribution as to the policies emphasized by the teacher transferee(s) is highlighted in Table 56. Among the items, 1, 2 and 3 garnered a frequency of 963 equal to one hundred percent (100%) approval of the said policies to be proposed or recommended. Next entry is item 5 with 423 or 43.93 percent, then item 4 with 248 or 25.75 percent, item 6 for 117 or 12.15 percent and lastly, item 7 in which answers may vary, recorded a frequency of 62 or 06.44 percent. This only suggests that the teacher transferee(s) wanted that policies be strictly observed and firmly followed with a certain degree of flexibility only if the situation calls for it, to avoid being intimidated. Furthermore, the proposal provides a hint that considering one's recommendation is appropriate if the teacher transferee(s), themselves, are qualified to receive such privilege.

Table 56 Frequency Distribution as to the Proposed Policies Given by the Teacher Transferee(s)

Items	Frequency	Percent (%)
1. Transfer of teachers should be based strictly on the ranking of teachers as submitted by the Division Selection Personnel to the Division Office.	963	100.00
2. Publish the rank list of teacher transferee(s) in the Division Office.	963	100.00
3. Follow firmly the guidelines on the transfer of teachers.	963	100.00
4. Allow a certain degree of flexibility in implementing the guidelines on the transfer of teachers.	248	25.75
5. Take into consideration the recommendation of DepEd/school personnel.	423	43.93
6. Accept the participation of community leaders/officials on the transfer of teachers.	117	12.15
7. Others, please specify.	62	06.44

In order to have responsive, relevant, sustainable and effective practices on the transfer of teacher, the following policies shall be effected:

1. Public school teachers requesting for transfer to another assignment are not considered new applicants and should therefore not be subjected to the hiring guidelines (DepEd Order No. 20, s. 2009). This policy should be observed and followed fairly in all divisions of the Department of Education so that teacher transferee(s) would feel that equality is exercised in the educational system. There were instances where public school teacher transferee(s) from other regions underwent a hiring guidelines intended for new applicants for regular permanent position (Teacher I). This resulted to a feeling of disappointment believing that their length of teaching experience and supporting documents submitted were enough to spare them from this practice.
2. Except for cause and as herein otherwise provided, no teacher shall be transferred without his/her consent. The undertaken transfer process may result to some adjustments on the part of the teachers that may impede their effective teaching performance. Therefore, it is just proper that in assigning teachers to other school, division or region should be within one's request or willingness to transfer to avoid being demoralized and daunted.
3. Attract and retain in the teaching profession more people with the proper qualification. In accommodating teachers' request to transfer, their professional qualifications should be foremostly considered. To be considered potential teachers should be surpassed and their innate skills should be further enhanced. A usual scenario why the teachers remain mediocre in their chosen field that is because they are afraid to be isolated and be considered an outcast due to stiff competition.
4. Transfer process should always be proposed, reviewed and evaluated based on the updated information and feedback received from the recipients which shall include but not limited to an assessment of the needs and problems therein to be able to keep such undertakings responsive, relevant and sustainable. These are necessary to make sure that a policy is well implemented and impartially practiced, thereby, develop the trust and confidence to the educational community leading to the realization of the goals and objectives of the proceedings.
5. All actions that may be carried out shall be prepared, reviewed and evaluated vis – a – vis the framework plan

of the over-all transfer process without prejudice to come up with some modifications when necessary and permissible. Transferring of teachers is a very delicate decision, thus, careful use of its planned actions must be needed and must be applied with impartiality. When everything is being prepared beforehand, reviewed and evaluated regularly, the authorities could determine which among the activities should be retained or be revised.

4. Conclusion

In view of the findings presented, the following conclusions are drawn:

Special Talent/Qualification and Skills of Teacher Transferee(s). The reason why no significant differences were observed among the responses of the respondents on the given factor because all of them are started as ordinary teacher, knowing that one's special talent/qualification and skills served as stepping stone for professional growth.

Number of Years in Teaching Experience. The varied declarations about the result of teaching experience in one's performance affect the respondents' perceptions of the factor's influence on transfer. Each perception suggests that teachers to be accommodated must have at least six to ten years teaching because they are still aggressive to work, submissive to follow orders, open – minded for change and others. The principals' mean score is significantly higher than those of the head teachers and teacher transferee(s) because their ranking as principal was greatly based from their teaching experiences realizing that it could best help to understand the teachers better.

Performance Level. Their differences in perceptions are expected because the ratings they obtained with regards to their level of performance is distinct to each other. In fact, it is difficult for the teachers to have self – assessment because they are being compelled by their respective heads; on the other hand, the department heads have all the freedom to evaluate themselves because very few have the courage to question them much more if they are close to their principals. Whereas, the principals' performance is rated by their respective division offices with corresponding supported documents prepared by the assigned department head. Principals' mean score is significantly higher than the other two groups because they found it relevant to have the best staff in school based from the piled performance record appraised regularly. No significant difference between the perceptions of the head teachers and teacher transferee(s) because it is a customary practice in the department where the teachers accepted the condition that they are in submission to the department heads as protocol.

Inability to Relate Effectively with the Members of the Educational Community. They are in agreement that this concern should not be given more emphasis in the transfer process for the reason that it could be best taught if the teachers are already involved in the system to avoid prejudice.

Distance of the Place of Residence to School. The significant differences achieved were derived from the respondents' experiences which are distinct to each other and from their functions attached to their positions. Principals' mean score is significantly higher than those of the head teachers and teacher transferee(s) for the simple explanation that they are most oriented on the guidelines for transfer favoring much on the distance of the place of residence to school. Likewise, the mean score of the teacher transferee(s) higher than the mean score of the head teachers because they have attained the prevailing privilege on their transfer originated from the existing variable. The head teachers' mean score is different from the result of the previously mentioned groups because they believe that the distance of teacher's place of residence to school was used as an excuse in order to be prioritized in the proceedings.

Proposed Station. The existing significant differences were taken from the expected outcome if a teacher is assigned in a station as proposed because for them this is either advantageous or disadvantageous in the attainment of peak performance. Significant difference was only observed between the mean scores of the head teachers and those of the teacher transferee(s) or significant difference exists only between the perceptions of the head teachers and the teacher transferee(s) for the reason that head teachers do not perceive it as the best way to please teachers in order to persuade them to perform better. Whereas the principals recognize the difficulties of expecting vacant items/positions anytime anywhere, thus, it is better to grab the opportunity even if the school assignment is far from one's liking.

Recommendations from Community Leaders/Officials or Influence of Powerful Persons and Groups. Findings confirmed that significant difference exists only between the mean scores of the head teachers and teacher transferee(s). This happens for the reason that only the head teachers and teacher transferee(s) had varied insights as to when and how the significance of the said factor took place. It is anticipated since stiff competition is being transpired in the public secondary schools of National Capital Region and for the teacher transferee(s) to be given much attention, they sought for the recommendation from community leaders/officials which they deemed relevant in their desire to be transferred. This is in contrast to the judgment of the head teachers because their concern is more on the expertise one can exhibit in their teaching.

Recommendation from DepEd/School Officials. As revealed by some of the teacher transferee(s), the program implementers are anticipated to refuse the influence of this factor: recommendation from DepEd/school officials

in the transfer process because they are being alarmed of the possibility that it will be abused or overused, and will soon impede the ultimate purpose of the educational community. The teacher transferee(s) are the direct recipients of the influence of this factor that's why their responses are significantly higher than the other respondents. Being acquainted of this practice, the teacher transferee(s) are hopeful that these people vouch them most of the time.

Petition of School PTCA for the Transfer of Teacher. The findings divulge the truth that in a situation like this, principals, head teachers and teacher transferee(s) consider facts rather than hearsay much more if it is happen in National Capital Region (NCR) where the intervention of the press is expected especially on dubious action.

Perceived Elite Social Standing. The scenario signifies that the respondents are incongruent to each other brought by the degree of appreciation to the said factor, and whose interpretation is very distinct due to their exceptionality and familiarity of the factor's influence. It is made to happen because one of the principals' functions is to establish linkages to the community to take in effect all of their projects and activities. In so doing, they wanted teachers who can work better with them in this aspect. Similarly, the mean score of the teacher transferee(s) is significantly higher than what is achieved by the head teachers. This is projected because the teacher transferee(s) perceived it useful in building up rapport to the principals for a greater chance to be prioritized in some undertakings.

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