Challenges in CEFR adoption: Teachers' understanding and classroom practice

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Abstract

CEFR has been extensively adopted in many countries including Malaysia. Currently at the third phase of the implementation, the concept of CEFR and the applicability is not new to most teachers. Over the years, numerous local studies have been conducted to discover the real situation faced by both teachers and students who are directly affected by the government's decision to replace the previous syllabus with the new CEFR aligned English syllabus. This study was conducted with the objectives of investigating the challenges encountered by English teachers on understanding CEFR and the potential challenges faced by the teachers in CEFR classroom practice in the adoption process. A panel member of the English Language Standard and Quality Council (ELSQC) and 331 school teachers participated in this study. Survey and in-depth interview were employed for data gathering. Computer software such as NVivo and SPSS were used for data analysis. Results show that most teachers lack understanding especially on the adoption of the framework. Moreover, classroom practice is a real challenge to the teachers because the imported CEFR-aligned textbooks are causing additional workload due to adapt them to the local context. Preparing and designing their own CEFR aligned teaching materials based on the new syllabus is another challenge of classroom practice for the teachers.

Keywords: CEFR, challenges, teachers, understanding, classroom practice

CEFR as Educational Policy Borrowing

Policy borrowing has been a practice in many countries for years especially in seeking, borrowing, and adopting the best models that fit one country education system. The policy borrowing and lending continuum, with coercive lending on one side and voluntary transfer on the other, provides a useful way for considering the influences and purposes involved in policy borrowing (Portnoi, 2016). The borrowing of global educational policies includes the act of borrowing western teaching methods and approaches too. The Ministry of Education Malaysia has borrowed and adopted several western teaching methods and approaches with the objective of improving the teaching and learning of English in the classroom. This includes the policy of re-adopting English as a medium of instruction in the teaching of science and mathematics subjects in 2003 with the aim of helping to improve English proficiency level of Malaysians and keep abreast with the latest scientific technology (Sanmugam & Raja Harun, 2013; Zahara et al., 2011).

According to a report in the mainstream newspaper by Rozana Sani (2016), the recent educational policy which is borrowed globally inside and outside Europe including Malaysia is the Common European Framework of Reference for Languages (CEFR) with the implementation effectively started since 2015 as postulated in the Roadmap for English Language Education 2015 – 2025 blueprint. CEFR is neither a language nor a teaching theory but it is a framework with six levels of scales. The main function of CEFR is a

guideline that classifies language learners' ability to use a target language. Language users are clustered into three main groups - 1) Proficient users- levels C1 & C2, 2) Independent users- levels B1 & B2 and 3) Basic users -levels A1 & A2. The previous version of CEFR only focused on reading, writing, listening, and speaking skills, however the revised version is now more comprehensive and extensive covering new areas which were excluded in the first edition. Not only the six levels descriptors of CEFR focus on the main four language skills such as reading, writing, listening, and speaking which are grouped under communicative language competence, activities, and strategies scales. In addition, language learners' ability to communicate effectively in the target language could also be measured in terms of plurilingual and pluricultural competence as well as signing competences.

On that note, CEFR users must be aware of CEFR universal recognition is not dissimilar to Test of English as a Foreign Language (TOEFL) which had been used as the standard all over the world to demonstrate students' English language proficiency. However, the main difference between CEFR and TOEFL is obvious as CEFR is not a test but a universal framework which functions more as a guide. It can be used in constructing, administering, and measuring of a language test which is aligned to the framework. Although it was originally intended specifically for Europe, it has expanded over the years to many non-European countries including countries in the Asia continent because of its dynamic nature and adaptability to suit in different contexts of language learning for various languages. Despite the shift from non – CEFR to CEFR based curriculum, the implementation of CEFR in many various countries around the world come with various types of issues and challenges. Among the universal issues related to CEFR implementation are teachers' acceptance and readiness, teachers understanding and level of awareness, teachers' ability to utilise the framework in teaching and the CEFR- aligned imported textbooks. The present study focuses more on issues related to teachers' understanding of the framework and exploring their classroom practice.

The implementation of CEFR and Teachers' Understanding of the Framework

The integration of CEFR in teaching and learning process requires suitable teaching and learning materials which are aligned to the framework. As a matter of fact, the Council of Europe highly recommends users to use European Language Portfolio (ELP) along with CEFR descriptors. ELP serves as additional learning materials for learners to use inside class with teachers' guide and at their own time outside class (Council of Europe, 2018).

In addition, extensive studies of teachers' views on CEFR implementation have been investigated in many different contexts. Teachers believe or claim to know, are aware and familiar with CEFR and the scales, nonetheless still the number of teachers who have read and truly understood CEFR related documents is low as argued by Kir & Sulu (2014); Vallax (2011). In contrast, two contributing factors which ensure

CEFR is implemented effectively are users' deep understanding and level of familiarity with the framework (Beresova, 2017). Hence, it is crucial to find out teachers' level of understanding of the framework. Obviously, their understanding of the framework and their ability to use it determines the success of their class-room practice.

Nonetheless, Lo (2018) disagreed because teachers with positive views over CEFR implementation and confident that they are familiar with CEFR did not really portray their inner feelings. The facts are teachers were found to be very anxious, nervous, and clueless of CEFR implementation and their roles in the current change. In Netherland, secondary school teachers indicated significantly better understanding and familiarity of CEFR compared to those who teach lower secondary education (Moonen et al., 2013). Teachers in Turkey were also found to be unfamiliar with CEFR and the concept, they also didn't feel standardize English language curriculum supports this approach (Celik, 2013).

In contrast, Simon and Colpaert (2015) argued that teachers in Belgium had positive attributes towards applying CEFR in their daily teaching practice. CEFR has been used for several purposes and they acknowledge the usefulness and applicability as the positive aspect of CEFR global scale. Teachers in Canada recognize the potential use and feasibility of integrating CEFR into their teaching, but they were frustrated with the implementation of CEFR in general because their voice as teachers and direct users of CEFR in classrooms were ignored and given little consideration by Canadian academic and governmental organizations (Mison & Jang, 2011).

The Challenges in CEFR Adoption

The adoption of CEFR into the system of education started in 2013, it has been nine challenging years of implementation. Findings from previous studies conducted on CEFR implementation have highlighted many issues related to teachers and classroom implementation (Lo 2018; Majdah 2018; Nguyen & Hamid 2015; Ramiaida et al. 2017; Sezgin 2007; Tiep 2017; Vallax 2011). Problems associated with teachers' readiness in accepting the framework are comparatively the same in countries that have adopted and implemented CEFR. Teachers' readiness and willingness to accept CEFR is a crucial factor in the adoption process, a factor that cannot be taken lightly because teachers are the first level of gatekeeper who determine the success or failure of CEFR adoption. If teachers are not ready and refuse to accept CEFR, directly it will lead to other CEFR related problems such as poor understanding as well as classroom practice.

Teachers' limited understanding is due the lack of knowledge about CEFR, unaware of the detailed implementation plan and teachers' uncertainty of their roles in CEFR implementation. Obviously, teachers' understanding of CEFR adoption is a serious problem. Majima (2010) argued that academics in Osaka University who lacked understanding of the CEFR concept has misled them to think that the adoption of CEFR take away their autonomy and, as a result they refused to accept CEFR in their teaching. Previous study by Universiti Teknologi MARA, Vol. 7, No. 1, 2023

Lo (2018) suggested that teachers' lack of understanding is commonly associated with psychological factors such as anxiety and nervousness towards the new changes especially when it involves education policies which directly affect their teaching and learning.

The issue with teachers' understanding of CEFR concept must be solved for the classroom practice to take place. Teachers could be facing other issues in implementing CEFR if they do not fully understand and grasp the concept. Teachers would be facing the difficulties in preparing lesson plan based on the new CEFR aligned English syllabus, struggling in constructing CEFR aligned assessments and designing as well as planning for class activities that meet the requirement of the CEFR "can do" statements. As a result, this study was conducted to address these issues according to the following objectives:

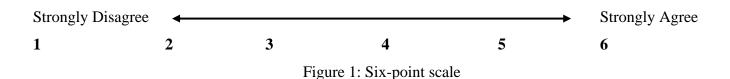
- 1. to investigate the challenges encountered by English teachers in regard to their understanding of CEFR framework.
- 2. to find out potential challenges in CEFR classroom practice faced by the teachers in the adoption process.

Methodology

This study adopted a mixed – method research design, combining survey and interview. Mixed – method is the most suitable research design as the data gathered could provide a better understanding of the problem investigated (Creswell, 2021). A total of 331 English teachers who are teaching lower and upper secondary levels in Selangor, Kuala Lumpur and Putrajaya participated in this study. Majority of them have more than 10 years of teaching experience. In addition, they have attended CEFR related workshops and trainings. They also had taken the APTIS test for teachers as instructed by the Ministry of Education with the results between C1 and C2. Besides the English teachers, one panel member of the English Language Standard and Quality Council (ELSQC) also participated in a semi - structured interview. The ELSQC panel member is also an English professor at the National University of Malaysia with more than 30 years of teaching experience. She was chosen as the interviewee because she is an expert informant who could provide vital information and insights to the potential challenges teachers could be facing from the point of view of a policymaker.

Questionnaire and interview protocol were used in data collection. The questionnaire items were adapted to suit the research objectives. The questionnaire consisted of three parts: Part A, B and C with the total of 30 questions items. Part A focused on participants' demographic, Part B was on the challenges in understanding CEFR and Part C was on challenges of CEFR classroom practice. Six -point scale was used as opposed to Likert scale because high continuum responses would provide more accurate and higher results (Taherdoost, 2019). The six-point scales ranged from 6 (strongly agree) to 1(strongly disagree) were

used to provide more options for the participants to express their level of agreement or disagreement. In addition, pilot study was conducted to test the reliability of the questionnaire before the actual distribution process started. The questionnaire items were deemed to be excellent and reliable with a high Cronbach Alpha reading of .922. According to Bond and Fox (2007), Cronbach Alpha reliability analysis with 0.8 and above is acceptable and good.



An interview protocol consisting of 13 questions were used during the semi – structured interview session. The interview protocol was constructed by the researcher based on problem statement and research objectives since there was no existing questions which were similar to be adopted. Therefore, there was a need for the self – construct interview protocol to be checked and validated before data collection took place. The interview protocol was validated by content experts from public universities, the experts were provided with the problem statement and research objectives of this study to ensure the questions constructed matched the objectives. Comments from the content experts served as guidelines in revising the interview questions.

Physical survey was conducted involving random sampling as questionnaires were distributed from one school to another over the course of three weeks. Semi – structured interview with the expert informant was conducted online which took around almost two hours. SPSS was used to analyse data gathered from the survey and Nvivo was used to analyse and find related themes from the semi - structured interview. Survey results were tabulated and findings from interview session were discussed thoroughly.

Findings

The findings discuss in this section are based on the data collected from 331 secondary school English teachers using a survey and analysis of in- depth interview with an expert from ELSQ. In addition, findings highlight teachers' challenges in understanding CEFR and the challenges face by them in relation to class-room practice from the point of view of the teachers and the expert. Results from the survey are tabulated in Table 1 and Table 2. Meanwhile, findings from the in- depth interview session highlight the most important points taken from the semi- structured interview in the form of direct quotation. The results and findings of this study are elaborated based on the objectives of this study which are: to investigate the challenges encountered by English teachers regarding their understanding of CEFR and the framework and to find out potential challenges in CEFR classroom practice faced by the teachers in the adoption process.

Table 1. Challenges for teachers in understanding CEFR

Percentage										
Statements	1	2	3	4	5	6				
I am still not clear about the detail process	9	20.5	12.1	41.4	19.6	5.4				
of CEFR implementation in Malaysia.										
I doubt the applicability of CEFR descriptors to cater to the limited, intermediate and advanced users of English using the same syllabus and assessments for students.	9.4	26.9	19.6	35.6	5.7	2.7				
Lack of understanding on the concept of CEFR and its applicability in classroom will hinder teachers from using it in their classroom.	9	10.6	12.1	30.2	31.4	14.8				
It will be a challenge to integrate CEFR in teaching if one does not fully understand CEFR descriptors levels and its many dimensions.	0	10.3	6.6	21.1	46.5	15.4				

Table 1 shows the results for the challenges faced by teachers in understanding CEFR framework and the concept. The teachers were asked if they are still not clear about the detail process of CEFR implementation in Malaysia, nearly half or 41.4% of the respondents slightly agreed and 19.6 % agreed with the statement. The results indicate that the number of teachers who are still not clear with the entire implementation process is worrying; considering the fact that the implementation of CEFR in Malaysia has reached the third and final stage. However, there were 20.5% of the respondents who disagreed and 12.1% who slightly disagreed, this group of respondents represents teachers who are clear and aware of the process. Interestingly, the difference in terms of percentages between respondents who disagreed and slightly agreed that they have doubt on the applicability of CEFR descriptors to cater to the limited, intermediate, and advanced users of English using the same syllabus and assessments for students is relatively small by 8.7%. Only 35.6% of the respondents slightly agreed to this statement, whereas the other 26.9% disagreed. Based on the results, it can be interpreted that many of the respondents are still uncertain and not convinced as to how they could use CEFR descriptors in the classroom to cater to the different needs of their students.

The respondents were also asked if their lack of understanding on the concept of CEFR and its applicability in classroom will hinder teachers from using it in their classroom. Surprisingly, 31.4% of them admitted agreeing with the statement and the other 30.2% also slightly agreed that they chose not to use it in class unless they have total understanding of CEFR and how to incorporate it their teaching. Although the percentages for respondents who slightly agreed and agreed are less than 50% each, but the combination of both makes up the total of 61.6%. This represents majority of respondents who agreed compared to those who disagreed. Similar to the previous statement, 46.5% of the respondents agreed that it would be a chal-

lenge for them to incorporate CEFR into their teaching if the teachers themselves do not fully understand the descriptors of CEFR. Unfortunately, the figures should concern the ministry of education as it represents teachers' preference and decision not to implement CEFR at classroom level due to lack of understanding as stakeholders.

Table 2. Challenges of CEFR classroom practices

	Pe	rcentage				
Statements	1	2	3	4	5	6
Designing CEFR based classroom	3.9	6.9	8.2	33.2	36.9	10.9
activities is time consuming.						
The integration of CEFR into our ed-						
ucation system will add more burden	4.5	14.2	19.3	38.7	18.4	4.8
and extra workload to teachers.						
I am comfortable with teacher – cen-						
tered approach; therefore, CEFR	8.8	34.7	26.9	19.6	8.8	1.2
does not suit my teaching approach.						
I am not motivated enough to engage						
effectively with the CEFR "can do"	9.7	21.1	36.6	26.3	6	0.3
statements in my classroom activi-						
ties.						
The length of time required for stu-						
dents and teachers to become famil-						
iar with and understand CEFR and its	0.3	9.7	11.2	39.3	29	10.6
descriptors will be a challenge to in-						
tegrate and complete CEFR – based						
classroom activities in class.						

Apart from finding out the challenges faced by teachers in understanding CEFR and its concept, determining the challenges in terms of classroom practices from teachers' point of view is crucial too. Results from the survey on teachers' classroom practices are illustrated in Table 2. In CEFR implementation, teachers are required to design their own CEFR based classroom activities as well as exercises whenever need arises. As such, results in Table 2 clearly indicate respondents' dissatisfaction when 36.9% agreed and 33.2% slightly agreed that it would be time consuming for individual teachers to prepare and design their own CEFR based teaching materials for classroom use. Only a very small number of respondents viewed it positively and strongly disagreed, disagreed, and slightly disagreed that it takes teachers' personal time to design activities to match the CEFR descriptors with 3.9%, 6.9% and 8.2% each.

Besides time consuming, 38.7% of the respondents slightly agreed, 18.4% agreed and 4.8% strongly agreed that the integration of CEFR into our education system will add more burden and extra workload to teachers. On the other hand, they were also respondents who opposed the idea of adding more burden and extra workload to teachers due to the implementation of CEFR with 19.3%, 14.2% and 4.5% of them who slightly disagreed, disagreed, and strongly disagreed each. Obviously, the results show that these

teachers have their personal views on how the implementation of CEFR would lead to extra workload, more burden and time consuming vice versa.

Teachers' preferred teaching approach will also change once the implementation of CEFR takes place since CEFR emphasizes on learners – centered approach. Hence, teachers who are custom to traditional, teacher- centered approach would definitely be affected. Surprisingly, 34.7% of the participants disagreed that they are comfortable with teacher – centered approach and are against CEFR. Adding to this, another 26.9% slightly disagreed with this statement. With the results of less than 10%, it is found that only 1.2% strongly agreed and 8.8% out of 331 respondents agreed that CEFR do not suit their teaching approach. This directly implies the idea that Malaysian teachers have evolved and shifted from traditional teaching method such as teacher- centered approach to student- centered approach long before the implementation of CEFR.

The teachers were also given a statement related to their motivation in teaching as well as engaging effectively in classroom activities which are designed based on CEFR descriptors. 36.6% of them slightly disagreed that they are not motivated to utilise the "can do" descriptors of CEFR in classroom activities. The remaining 21.1% disagreed and 9.7% strongly disagreed with the statement. Nevertheless, there were also teachers who admitted that they are not motivated and 26.3% of them slightly agreed with this statement. Roughly, the difference between those who slightly disagreed and slightly agreed with this statement is 10%. Hence, the number of teachers who believe and admit that they lose their motivation to engage themselves in classroom activities which are related to CEFR descriptors cannot be ignored as it directly affects learning process as well as the students.

Level of teachers' and students' familiarity to the CEFR is another important role when it comes to classroom implementation. The length of time it takes for teachers and students to be familiar and be able to use CEFR in the learning process reflects their readiness and involvement. Therefore, almost the majority of the respondents or 39.3% slightly agreed and another 29% agreed that the length of time required for students and teachers to become familiar with and understand CEFR and its descriptors will be a challenge to integrate and complete CEFR – based classroom activities in class. Only a small number of them who were against the statement with 11.2%, 9.7% and 0.3% slightly disagreed, disagreed, and strongly disagreed each. The results show that most of the teachers believe the process for both teachers and students to achieve familiarization stage to the CEFR will take some time. Thus, extra time should be allocated by the ministry of education.

Findings from Interview with Panel of Experts

Distribution of questionnaire to more than three hundred teachers was not the only tool used for data collection. A semi - structured interview was also conducted with a panel member of ELSQ, representing the min-

istry of education. Findings from the interview related to the challenges faced by teachers in understanding CEFR and the descriptors reveal two salient points which are teachers' familiarity and their refusal towards it. According to the expert, the ministry of education anticipated a few challenges teachers would probably face specifically their understanding to the concept of CEFR and how they could use the descriptors in teaching process.

It was highlighted during the interview that it is utmost important for Malaysian teachers across levels to completely understand and familiarise themselves to CEFR descriptors. On top of that, teachers are highly encouraged to be aware of the CEFR target level set by the ministry for each educational level as explained by the expert during the interview "the challenges would be in the teachers' complete understanding of the learning standards targeted". Apart from utilizing CEFR in the teaching process as well as classroom activities, teachers who are also the SPM examiners would find it very useful if they are familiar with the six levels of CEFR descriptors because they will directly be familiar with the new assessment scale or rubric which is now CEFR aligned. However, the familirisation stage is expected to be a daunting process according to the input provided by the expert who said "Getting examiners to be familiarised with the new assessment scale could also be a challenge as it needs proper planning and execution to ensure validity. In general cost for continuous training may be a challenge."

Another challenge that is predicted by the ministry would be teachers' refusal. Commonly, teachers who are reluctant to adapt as well as to utilise CEFR and its descriptors are due to lack of understanding of the CEFR concept. It is found that, teachers who have not attended or at least have attended only one CEFR related trainings or workshops would find it difficult to incorporate CEFR as well as the descriptors into their lessons. As a result of lack of training and exposure, these teachers rejected CEFR and the changes it brings to classroom activities. The expert was quoted saying "teachers who have not attended the training may be skeptical and wary of the changes (typical of all teachers) as they are afraid of relearning and worry about teaching load." The finding proves that lack of understanding of CEFR and the framework among teachers leads to refusal.

Besides teachers' lack of understanding, the ministry of education also expected that teachers would face other challenges involving classroom practices. Findings from the interview with expert highlighted that majority of Malaysian teachers would face the difficulty in using the imported CEFR aligned textbooks. The expert was quoted "We probably will. the chosen books are mainly British. If let say if you have a text in the textbook, the CEFR aligned textbook which is very foreign, for example, they are talking about a festival that we don't have here. They might have to show something similar that we have here and then go to the text." The challenge lies on the content of the imported textbook which are designed to meet the need of British learners, not Malaysian students. Hence, the ministry informed and encourage teachers to adapt the topics of the textbooks wherever necessary.

Material adaptation is one of the main challenges in classroom practice that is inevitable. For the imported CEFR aligned textbooks to be fully utilised by teachers in classrooms, first they must master the skill of material adaptation. The expert emphasized that teachers' concern over this issue was not ignored, in fact it was properly addressed when teachers all over the states are sent for trainings. She shared that "The crucial factor in this, the success of this is teacher, is the teacher right. A lot of the lesson is going on with the teacher actually. You know, capacity building of the teacher. So, they are going to be trained with material adaptation next two weeks. Another group will be working on learning how to write items, assessment items right, based on the can - do statements and align it to the appropriate level. Because currently, they were looking at the assessments."

The ministry of education has taken the effort to ensure that the teachers are given sufficient and proper training and guidance by organizing and sending them to various CEFR related workshops and trainings including material adaption workshop. Nonetheless, the amount of time, effort and extra work teachers must spend outside classroom to adapt and prepare materials due to the absence of local CEFR- aligned textbooks would cause extra workload, stress, and dissatisfaction among teachers.

Discussions and Conclusion

The first objective of this study is to investigate the challenges encountered by English teachers regarding their understanding of CEFR and the framework. Survey results indicate that nearly all the teachers admitted they are still not clear and uncertain about the detail process of CEFR implementation. They have been informed but they still have doubt. Moreover, the teachers also revealed they have not fully understood the framework and how to incorporate it in their teaching. They are struggling in comprehending the six levels descriptors of CEFR, particularly classroom applicability.

Ensuring teachers would be able to understand and familiarise themselves with CEFR is a real challenge considering it is a long continuous process and time consuming. The findings of the present study on teachers' understanding are in line with previous studies by Alih et. al (2020), Celik (2013), Kir & Sulu (2014), Lo (2018) and Vallax (2011). These studies also highlight that teachers lack understanding and awareness on the implementation of CEFR in their respective countries. Lo (2018) who involved a group of primary teachers in a semi – urban area in Negeri Sembilan found that teachers are too anxious and nervous with the new adopted policy. As a results, the feelings negatively affect their understanding of CEFR.

Besides teachers' understanding, this study is also interested in finding out the potential challenges in CEFR classroom practice face by the teachers. Both survey and interview results found that the main challenge in terms of classroom practice would be preparing as well as designing their own CEFR aligned teaching materials and activities. The new CEFR aligned syllabus encourages teachers to design their own teach-

ing materials in accordance to the needs of students since classroom activities are no longer restricted to a standardize activities suggested in the syllabus. On paper, it is seen as a good move because teachers could cater to students' individual needs, but the teachers considered it as a burdensome and time – consuming. According to Alih et.al (2020) the main factor that leads to a poor relationship between CEFR and teachers' practice in schools is due to limited knowledge on CEFR. The result of limited knowledge on CEFR will cause the teachers to struggle and spend too much time preparing for teaching materials.

Another possible challenges in classroom practice which could directly affect the teachers are the use of imported CEFR- aligned textbooks. The textbooks are developed by and for the native speakers, hence the content and context of the topics are too British. A study found similar findings and agreed that the CEFR- aligned content is difficult and rather challenging especially for students with low level of English proficiency in both the urban and rural areas (Sabbir, 2019). Therefore, teachers are left with no choice but to apply their material adaptation skills to enable them to fully utilise the imported CEFR aligned textbooks. Material adaption commonly involve the process of adding, deleting, modifying, simplifying, or reordering small or big parts of textbooks content (McDonough, Shaw and Masuhara, 2013).

In conclusion, the challenges teachers could be facing regarding their own understanding of CEFR and the classroom practice are inevitable. These challenges have also been predicted based on the results of previous studies conducted outside Malaysia. The challenges face by Malaysian teachers are similar to the teachers of other countries including those in the Europe. Nonetheless, these challenges are not permanent issues. Over years, especially when teachers are more familiar, comfortable and have deep understanding of CEFR and its concept, CEFR adoption in our education system will be seen as a good move by the ministry of education in elevating the standard and quality of English proficiency of Malaysians. At the moment, it is very important for all parties including the ministry of education, policymakers, teachers, students, test-developers and parents to work well together to ensure the success of CEFR adoption in Malaysia.

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