THE EFFECTS OF DEVELOPMENTAL APPRAISAL POLICY ON TEACHER LEARNING

MAMOLAHLUWA AMELIA MOKOENA

Presented in fulfilment of the requirements for the degree of

PHILOSOPHIAE DOCTOR

in

EDUCATION POLICY STUDIES

Department of Education Management, Law and Policy Studies at the Faculty of Education

UNIVERSITY OF PRETORIA

PROMOTER:

Prof. Dr. Jonathan D. Jansen

OCTOBER 2004

ACKNOWLEDGEMENTS

I wish to express my sincere gratitude to several people whose assistance, support, cooperation, encouragement and critical advice were essential in the completion of this study.

My supervisor, *Professor Dr JD Jansen* who not only gave me critical input, but also motivated, supported and guided me throughout the study. I am immensely indebted to him for his caring attitude and wisdom.

My appreciation and gratitude goes to *Dr IS Molale*, Chief Director, Quality Assurance in the North West Department of Education and a fellow PhD colleague for his personal support, motivation and contribution that enabled me to persevere. A special thanks for his directorate for granting me permission to have access to schools in the North West Province and the documentation on the various policies.

A word of appreciation also goes to my colleagues Prof SA Awudetsey, Prof MW Mwenesongole, Prof M Mogekwu and Mrs E Mwenesongole for their support and advice. The library staff of the University of Pretoria for their professional support is also appreciated.

Dr T Ngwenya, Mrs M Letseka and Mr JR Moletsane who provided linguistic assistance are equally deserving of my thanks.

The Faculty of Education Research Committee, North West University for the financial assistance that made it possible for me to conduct fieldwork for the study. The active participation of teachers from the different schools whose contributions led to the completion of the study.

A special word of appreciation goes to *Mrs M Tlhabanyane* for the assistance with the bulk typing.

My personal sentiments and thankfulness goes to a fellow Phd Colleague, *Dr DD More* for the support he gave me throughout the difficult times.

I wish to thank my family and friends for the support that sustained me throughout my studies.

In particular a special word of gratitude and appreciation goes to my sons *Bongani Siphoro* and *Zwelakhe Nyiko* whose support, motivation and patience helped me to pull through even when I did not have the will to continue with the study. This Thesis is dedicated to them and to their brother *Sello Phillip Mbuiselo*, who tragically passed away in September 2002, May His Soul Rest in Peace.

Above all, I thank God who sustained me spiritually until the completion of my study.

DECLARATION OF ORIGINALITY

I, MAMOLAHLUWA AMELIA MOKOENA, declare that this doctoral thesis on The Effects of Developmental Appraisal Policy on Teacher Learning and submitted to the University of Pretoria is my work in design and execution.

All sources cited or quoted have been duly acknowledged. I have not preciously submitted this thesis for a degree at any University. And I did not and will not allow anyone to copy my work with the intention of presenting it as her or his own work.

Signature:	 • • • •	 	• • • •	 	 	
Date:	 	 		 	 	

EXECUTIVE SUMMARY

The Case Study of the Developmental Appraisal System (DAS) is the main focus of this research inquiry. DAS is an instrument for teacher professional development aimed at enhancing the competency of teachers and accordingly, the quality of education. In the context of this exploratory study, informed by concerns about teacher learning, I sought to gain insight into how the implementation of government policy on teacher appraisal influences the way teachers strive to learn and change their practices.

Therefore, the purpose of this study was to trace the implementation of government policy on teacher development in different contexts and to determine the extent to which DAS policy influenced teacher learning in these diverse contexts.

The research inquiry is guided by one main research question:

• What are the effects of developmental appraisal policy on teacher learning as seen through the eyes of teachers working in different resource contexts?

In tracing the effects of DAS Policy, I focused on policy breakdown by looking at the views of implementers, i.e., educators at the level of the school. The study also explains how teachers understand the policy, which helped to lay the empirical foundation for exploring teacher learning.

The investigation draws on recent work on what is called "teacher learning" for the conceptual focus. The framework provided a descriptive function that helped to assign content to the new concept on "teacher learning" in education research. It also presented an empirical function and exploratory purpose that assisted in exploring the effects of DAS Policy on the teacher learning.

In seeking responses to the main research question, I conducted qualitative cases of 12 teachers who have been involved in the various phases of DAS. Teachers were selected from different resource contexts and sampled on the basis of their different profiles. I used teacher testimonies composed qualitatively through multiple methods of data collection, viz. biographical data, free writing schedule, semi-structured interviews, critical incident reports and teacher diaries. From the data generated, the following are the main findings of the study:

- Teachers find the developmental promises of DAS to be unpersuasive because of its identification with the previous inspection system, and because of teachers' identification with more powerful sources of learning.
- The failure of the policy to give recognition in practice to the diverse contexts within which teachers work had a negative effect on teacher learning.

- Teacher learning is an extremely complex process, and to pin down its critical features is very difficult in a developing country context.
- Teachers found it difficult to ascribe "learning" to their DAS experiences given the largely negative experiences of the policy implementation process.
- Context contributed to the disjuncture between understanding and practice in terms of teacher development and in particular to teacher learning.

Finally, given the importance of teacher professional development in the reform process there is need for further research on how to effectively promote teacher learning. In addition, in considering the implications that diverse work contexts have for teacher learning in developing countries, policymakers can aim at effective programmes that will strengthen teacher learning. Therefore, research needs to address the link between teacher learning and diverse work contexts in different ways.

KEY WORDS

Teacher Learning

Quality Education

Appraisal

Teacher Professional Development

Policy Implementation

Policy Intentions

Teacher Competence

Classroom Practices

Resource Context

Teacher Performance.

LIST OF ACRONYMS AND ABBREVIATIONS

C2005 Curriculum 2005

CES Chief Education Specialist

COSATU Congress of South African Trade Union

DAS Developmental Appraisal System

DOE Department of Education

EEA Employment of Educator's Act, 1998

ELRC Education Labour Relations Council

HODS Heads of Departments

IQMS Integrated Quality Management System

LPTC Lower Primary Teachers' Certificate

MEC Member of the Executive Council

NAPTOSA National Association of Professional Teachers Organization of South

Africa

NEPA National Education Policy Act

NNSSF National Norms and Standard for School Funding

NPDE National Professional Diploma in Education

NWDE North West Department of Education

NWP North West Province

NQACC National Quality Assurance Coordinating Committee

OBE Outcome Based Education

PGP Professional Growth Plan

PL1E Post Level One Educator

PMDS Performance Management Development System

QA Quality Assurance

QACD Quality Assurance Chief Directorate

RNCS Revised National Curriculum Statement

RTU Research and Training Unit

SADTU South African Democratic Teachers Union

SAOU Suid Afrikaanse Onderwyser Unie

SDP School Development Plan

SDT School Development Team

SE Systemic Evaluation

SGB School Governing Body

WSE Whole School Evaluation

LIST OF FIGURES

FIGURE 1:	Stages in the Appraisal Process.	. 5
FIGURE 2:	Factors Influencing Teachers' Capacity to develop/change	. 12
FIGURE 3:	Interactive Systems influencing teacher learning and practices	. 33
FIGURE 4:	A Guide for understanding "Teachers" Professional learning	37
FIGURE 5:	A Model of the Stages of the Teacher Career Cycle and the Environmental Factors that affect it	59
FIGURE 6:	Illustration of Key Aspects in Panel Appraisal	135

LIST OF TABLES

ΓABLE 1	:	Theories of teacher learning
ΓABLE 2	:	Teacher Cases: General Background and Characteristics87
ΓABLE 3	:	Summary of Schools in the North West Province165

1	\ /	ľ	٨	1	D
	V		А	ч	Г

MAP	The Educational Regions in th	e North West Province 6	65	5

TABLE OF CONTENTS

CHAPTER ONE: OVERVIEW OF THE STUDY

1.1	The Argument	1
1.2	Policy Context for Teacher Developmental Appraisal System	3
1.3	Rationale for the Study	9
1.4	Conceptual Framework	11
1.5	Methodology	14
1.6	Limitations	15
1.7	Organization of the Dissertation	16
СНАР	TER TWO: LITERATURE CONTEXT FOR THE STUDY	
2.1	Introduction	18
2.2	Conceptualisation of Key Terms Central to the Study	20
2.3	Background and Development of Teacher Appraisal	23
2.4	Notions of Teacher Development	26
2.5	The Relationship between Teacher Learning and Appraisal	29
2.6	Work Context Factors: Their Influence on Teacher Development and Learning	32
2.7	Teacher Learning and Appraisal: Changing Teachers' Practices – Research Findings	41
2.8	Synthesis	47

CHAPTER THREE: A CONCEPTUAL FRAMEWORK FOR RESEARCHING "TEACHER LEARNING"

3.1	Introduction	49
3.2	Conceptualising "Teacher Learning"	49
3.3	Theories of Teacher Learning	54
3.4	How Teacher Learning as a Conceptual Frame Adds Value to the Study	58
3.5	Synthesis	61
СНАР	TER FOUR: RESEARCHING TEACHER LEARNING	
4.1	Introduction	63
4.2	Research Context	63
4.3	The General Approach: Building Teacher Cases	69
4.4	The Sampling Frame	72
4.5	Data Points in Assembling the Cases	75
4.6	Processing, Coding and Analysis of Data for the Cases	80
4.7	Enhancing Validity	81
4.8	Limitations of the Study	83
СНАР	TER FIVE: TEACHER LEARNING AS SEEN THROUGH THE EY OF TEACHERS WORKING IN DIFFERENT RESOURCE CONTEXTS	ES
5.1	Introduction	85
5.2	How Teachers Understand Appraisal Policy	86
5.2.1	John Edwards Primary School	88
5.2.1.1	Reflections on John Edwards Cases	95
5.2.2	Bareng Primary School	97

5.2.2.1	Reflections on Bareng Cases	101
5.2.3	Retlafihla Primary School	103
5.2.3.1	Reflections on Retlafihla Cases	106
5.3	General Overview	107
5.4	Relationship between Teachers Understanding of DAS Policy and their Experience of Inspection	109
5.5	Different Stages of the Developmental Appraisal System: Their Effects on Teacher Learning and Development	112
5.5.1	Preparation for Appraisal	114
5.5.2	Self-Appraisal	126
5.5.3	Peer Appraisal	132
5.5.4	Appraisal by Panel Members	134
5.5.4.1	Challenges and their Effects on Teacher Learning and Professional Development	147
5.6	What do the Cases Reveal about Teacher Learning	150
5.7	Chapter Synthesis	154
	TER SIX: RETHINKING THE POLICY-PRACTICE RELATIONSH DAS EXPERIENCE	IP:
6.1	Introduction	156
6.2	Putting Policy into Practice	158
6.3	Research Findings on Policy Breakdown	175
6.4	Analysis of the Effects of Developmental Appraisal System	177
6.5	Conclusion	181
BIBLI	OGRAPHY	185
APPEN	NDICES	207