



Government of Malawi

**GUIDELINES FOR THE
MANAGEMENT OF EDUCATION FUNCTIONS
DEVOLVED TO
DISTRICT ASSEMBLIES**

2008

Ministry of Education Science and Technology

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LIST OF ACRONYMS & ABBREVIATIONS

CPD:	Continued Professional Development
CDSS:	Community Day Secondary School
CPEA:	Coordinating Primary Education Advisor
DA:	District Assembly
DC:	District Commissioner
DDC:	District Development Committee
DDF/LDF:	District Development Fund/Local Development Fund
DDP:	District Development Plan
DEM:	District Education Manager
DEMIS:	District Education Management Information System
DEP:	District Education Plan
DHRMD:	Department of Human Resource Management and Development (of OPC)
DTED:	Department of Teacher Education and Training
EMAS:	Education Methods Advisory Services
EMIS:	Education Management Information System
GAAP:	Generally Accepted Accounting Practice
GRF:	General Resource Fund
HRMD:	Human Resource Management and Development
JCE:	Junior Certificate Examination
LASCOM:	Local Assembly Service Commission
LEA:	Local Education Authority
MANEB:	Malawi National Examinations Board
MCDE:	Malawi College of Distance Education
MDGs:	Millennium Development Goals
MGDS:	Malawi Growth and Development Strategy
MIE:	Malawi Institute of Education
MNLS:	Malawi National Library Service
MSCE:	Malawi School Certificate of Education
MTEF:	Medium Term Expenditure Framework
MoEST:	Ministry of Education Science and Technology
MoLGRD:	Ministry of Local Government and Rural Development
MPC:	Management Procurement Committee
NESP:	National Education Sector Plan
NGO:	Non-Governmental Organization
NLGFC:	National Local Government Finance Committee
ODL:	Open and Distance Learning
OPC:	Office of President and Cabinet
ORT:	Other Recurrent Transactions
OSS:	Open Secondary School
PEA:	Primary Education Advisor
PIF:	Policy and Investment Framework
PFMA:	Public Finance Management Act
PSLCE:	Primary School Leaving Certificate Examination
PTA:	Parent and Teacher Association
SMC:	School Management Committee
TDC:	Teacher Development Centre
TSC:	Teaching Service Commission

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PART ONE: MAIN TEXT

1. INTRODUCTION

1.1 BACKGROUND

In October 1998 the Cabinet approved the National Decentralisation Policy in view of attaining the objectives as follows¹:

- (a) To create a democratic environment and institutions in Malawi for governance and development, at the local level which facilitate the participation of the grassroots in decision making;
- (b) To eliminate dual administrations (field administration and local government) at the district level with the aim of making public service more efficient, more economical and cost effective;
- (c) To promote accountability and good governance at the local level in order to help Government reduce poverty; and
- (d) To mobilise the masses for socio-economic development at local level.

The Policy provides that elected local governments in districts and major urban centres (District Assemblies: DAs) are to be established, and part of Central Government functions is to be decentralised to them. It identifies functions and services to be assigned to DAs which includes education services of the following²:

- (a) Nursery and kindergarten;
- (b) Primary schools, and
- (c) Distance Education Centres

In December of the same year, Government proclaimed Local Government Act.

In July 2001, Decentralisation Secretariat of the Ministry of Local Government and Rural Development (MoLGRD) released the Guidelines for Sector Devolution Plans aiming at informing all those involved in the implementation process about what decentralisation involves, what effect it will have on them, and what role they are

¹ Ref. Section 3 "Policy Objectives" of the Malawi Decentralisation Policy (1998)

² Ref. Section 6 "Functions of the District Assemblies" of the Policy

required to play³. The Guidelines require each affected ministry, including Ministry of Education Science and Technology (MoEST: then Ministry of Education), to prepare a detailed list of functions to be devolved and to produce a Sector Devolution Plan, which indicates how and when it will devolve the required functions⁴.

In response to these developments, in December 2004, MoEST compiled the Devolution Guidelines⁵.

The Ministry has been further endeavouring to refine the guidelines and developing an education sector devolution plan through its Task Force and the Technical Working Group for Decentralisation. The Ministry was concerned that a comprehensive guide for the use by DAs was yet to emerge, and absence of such guidance tended to cause confusions and inefficiencies in decentralisation process in education sector.

1.2 PURPOSE OF GUIDELINES

The purpose of the current Guidelines is to provide comprehensive information and guidance to DAs and others engaged in the education sector devolution as to what functions are to be assigned to DAs and how to fulfil these functions, in the context of the overall national education administration and management.

1.3 STRUCTURE OF GUIDELINES

The current Guidelines consist of two parts; Part I "Main Text" and Part II "Appendices."

In the Main Text, after introduction in current Section, an overview of education administration of the country is provided in Section 2, followed by in Section 3 explanation about sharing of responsibilities between MoEST and DAs. Section 4 and 5 describe what specific functions are to be performed by DAs and how to

³ Ref. Introduction of the Guidelines for Sector Devolution Plans (2001)

⁴ Ref. Sub-section 4.3 "Sectoral Devolution Plans" of the Guidelines.

⁵ Ministry of Education. Devolution of Primary Education to Local Assemblies -- Devolution Guidelines. pp.76

perform them for (i) education services of primary schools and (ii) education services of Open and Distance Learning (ODL) Centres, respectively.

Part II is composed of detailed guides for different issues, encompassing standards, norms and criteria to be followed by DAs in performing their assigned functions.

2. AN OVERVIEW OF EDUCATION ADMINISTRATION

2.1 GOALS FOR EDUCATION SECTOR AND SCHOOL SYSTEM

The Malawi Growth and Development Strategy - MGDS (2006) has identified three priority goals for education sector. They are:

- To equip students, especially at the basic education level with knowledge and skills to enable them function as competent and productive citizens in a free society;
- At the secondary level, to provide the academic basis for gainful employment in the private and public sectors as well as informal sector; and
- At tertiary level, to produce high quality professionals with relevant knowledge and skills in relevant fields.

The primary cycle is 8 years and children are expected to enrol in the first grade, standard 1, at six years of age. At the end of standard 8, pupils sit for the Primary School Leaving Certificate Examination (PSLCE).

The secondary cycle is four years. After two years, students sit for the Junior Certificate Examination (JCE). After two additional years, students can obtain the Malawi School Certificate of Education (MSCE).

Primary teacher education is mainly provided in national Teacher Training Colleges, and secondary teacher education at Domasi College of Education that is under the direct supervision of the Ministry, as well as at universities.

Higher education is mainly provided at the two public universities, University of Malawi and Mzuzu University. These are autonomous and the government subsidy to these two institutions comes under a separate vote on the government recurrent budget, independent of the budget of the Ministry. Technical and vocational education is provided by public Technical Colleges and also to a large extent by private institutions.

Overall organisation of the school system in Malawi is as appearing in **Figure 1**.

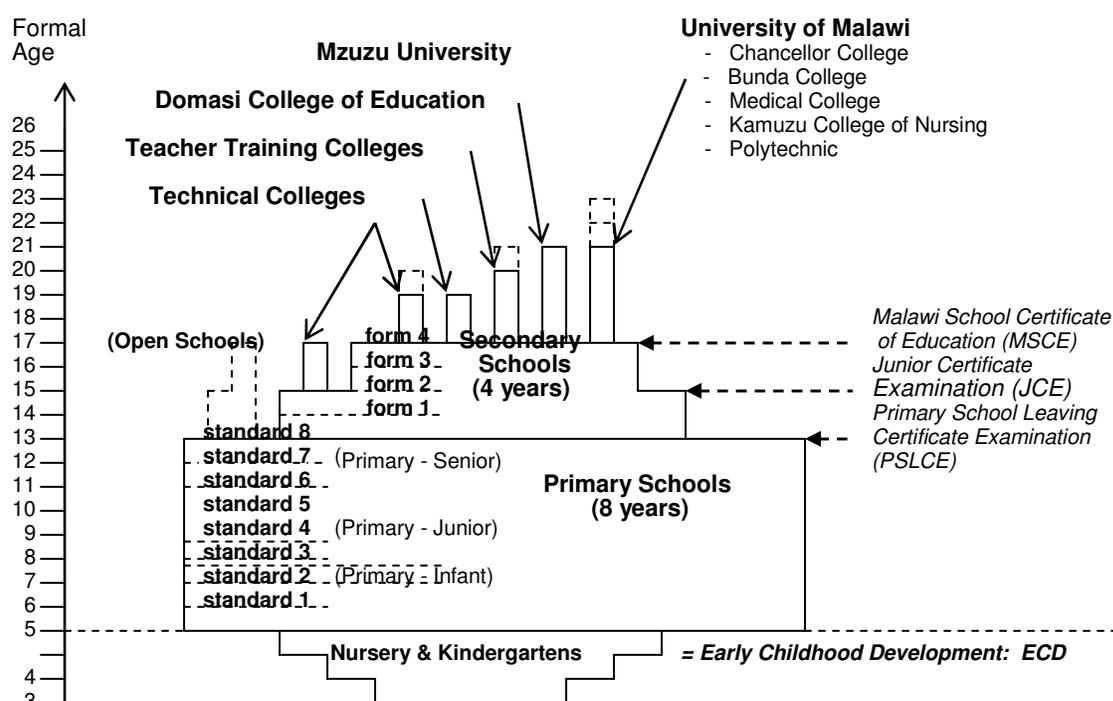


Figure 1. Organisation of School System in Malawi

2.2 MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY

The Education Act stipulates that "it shall be the duty of the Minister to promote education in Malawi, the education of the inhabitants of Malawi, the progressive development of schools and the effective execution by the local authorities of the education policy of the Government consistently with the powers of direction and control vested in him by this Act" (Part I "General Principle" of the Act).

Vocational training falls under the mandate of the Ministry since June 2006, while pre-primary education falls under Ministry of Women and Child Development.

Thus the Ministry of Education Science and Technology (MoEST) has a mandate over the education sector covering primary education, secondary education, primary and secondary teacher training and vocational training.

Under the Minister, Deputy Ministers and Secretaries of Education, the Ministry has departments at its Headquarters in order to promote the following:

- Basic education
- Secondary and higher education
- Education method and advisory services
- Education policy and planning
- Teacher development
- Finance and administration
- Human resource management and development
- Vocational training

Outside of its Headquarters, there are Education Division Offices in six education divisions (North, Central-East, Central-West, South-East, South-West and Shire Highlands) which are, acting as "extended arms" of the Ministry, responsible for the dissemination of the Ministry's policies and strategies, administration and coordination of education services and related matters.

At District level 34 District Education Managers (DEMs) coordinate educational management in the district jointly with DAs.

District is split into 8 to 12 education zones, each of which normally encompasses 13-15 primary schools. Each zone has a Primary Education Advisor (PEA) who plays a key role in advisory service and supervision of primary schools and teachers, as well as mobilisation and training of local communities for their participation in primary school management.

2.3 RELATED INSTITUTIONS

National institutions playing pivotal roles in education sector in Malawi include the following:

- i. University of Malawi
- ii. Mzuzu University
- iii. Malawi Institute of Education (MIE)
- iv. Malawi National Examinations Board (MANEB)

- v. Teaching Service Commission (TSC)
- vi. Malawi National Library Service (MNLS)

Overall organisation of the Ministry and related institutions are as appearing in Figure 2.

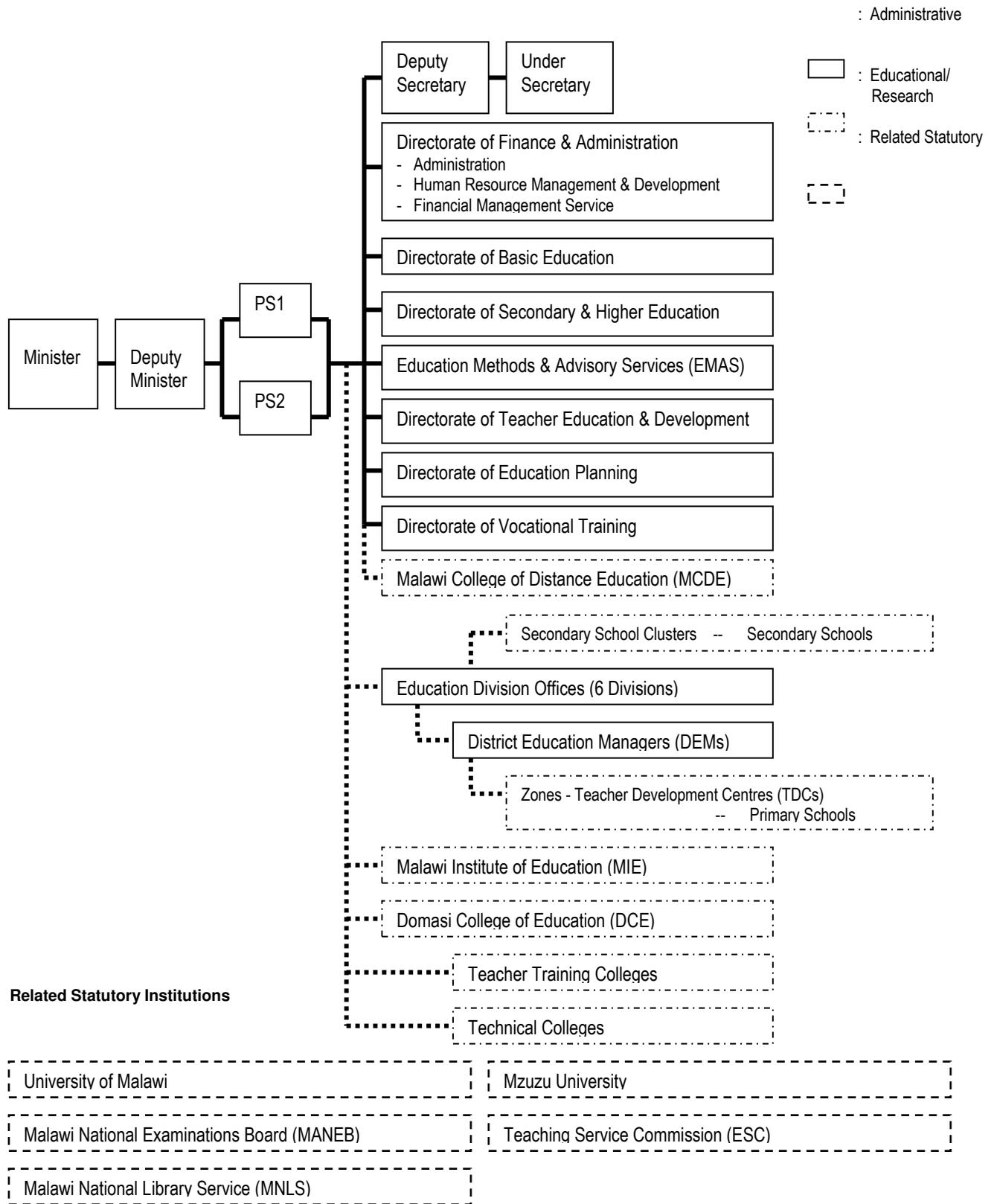


Figure 2. Organogram of Ministry of Education and Vocational Training

3. MANAGEMENT OF EDUCATION IN RELATION TO DECENTRALISATION

In accordance with the provision of Section 6 of the Malawi Decentralisation Policy (1998), the Ministry will assign:

- i. functions and services of primary schools; and
- ii. functions and services of Open and Distance Learning (ODL) Centres⁶ to District Assemblies (DAs)⁷.

3.1 ROLES AND FUNCTIONS OF THE MINISTRY (MoEST)

Section 11 of the Malawi Decentralisation Policy states that ***"the central government will support the District Assembly with policy guidance, financial and technical assistance"*** (Section 11.1).

It also states that ***"line ministries will retain responsibility over the following areas: policy formulation, policy enforcement, inspectorate, establishment of standards, training, curriculum development, international representation, etc."***

It further states that ***"in undertaking this responsibility, line ministries will have direct links with local authorities as instruments of service delivery over professional and operational issues"*** (Section 11.2).

In accordance with these provisions, the Ministry will retain such responsibilities as policy formulation, policy enforcement, inspectorate, establishment of standard, training, curriculum development and others. The Ministry will have direct links with DAs for the latter's education service delivery.

⁶ The "Distance Education Centres" as referred to in the Decentralisation Policy is now called "Open and Distance Learning (ODL) Centres".

⁷ Nursery and kindergarten, which Government had initially included as part of the Ministry's functions to be devolved to DAs, are now under the mandate of the Ministry of Women and Child Development .

In performing these functions the Ministry will maintain close collaborative relationship with such institutions as universities, Malawi National Examinations Board (MANEB), Teaching Service Commission (TSC) and Malawi National Library Service (MNLS).

3.2 ROLES AND FUNCTIONS OF DISTRICT ASSEMBLIES (DAs)

3.2.1 Responsibilities of DAs

District Assemblies (DAs) on their part will be responsible for actual delivery of education services by primary schools and ODL Centres.

In performing their assigned responsibilities, DAs will ensure that primary schools and ODL Centres in their District deliver their education services in concordance with policies, standards, regulations and criteria the Ministry has set with a view to ensuring required quality of education throughout the country.

3.2.2 Responsibilities of District Education Managers (DEMs)

Duties of District Education Managers (DEMs) will basically be:

- (1) Prepare education development plans for the district
- (2) Undertake preliminary preparation for the Local Education Committee of its work including preparations of estimates for the LEA
- (3) Monitor the day to day operations of education institutions in the District
- (4) Administer posting of teachers
- (5) Appoint Primary School Heads and their Deputy in liaison with the LEA
- (6) Implement policy guidelines issued by the Ministry from time to time
- (7) Co-ordinate education activities with Non-Governmental Organisations (NGOs) and all stakeholders
- (8) Plan and monitor the organisation and implementation of school and zone based in-service teacher education programme
- (9) Initiate changes to educational policies
- (10) Account all education expenditures being key to preparation and

approval of the educational budget for the District.

In performing their duties under DAs, the DEMs will follow the policies, standards and criteria set by the Ministry.

3.2.3 Responsibilities of Primary Education Advisors (PEAs)

Duties of Primary Education Advisors (PEAs) will basically be:

- (1) Advise primary school head teachers and teachers in the zone on curriculum issues, methodologies and management of schools
- (2) Conduct in-service training for primary school teachers in Teacher Development Centres (TDCs)
- (3) Supervise primary school teachers in their teaching
- (4) Inspect primary school teachers
- (5) Compile report and data on activities carried out in schools
- (6) Assist the DEM in accounting for expenditures incurred in their Zones
- (7) Determine the budgetary requirements for schools and TDCs within their Zones

In performing their duties under DEMs, the PEAs will follow the policies, standards and criteria set by the Ministry.

3.3 SHARED RESPONSIBILITIES OF DAs AND THE MINISTRY

DAs will be responsible for practical and actual delivery of education, while the Ministry needs to ensure that local governments fulfil their entrusted functions in such a way that contribute to equitable access of quality education throughout Malawi.

Efficient and effective delivery of services in a locality under the decentralised system requires concerted actions of the local and central governments. It is like, if metaphor is applied, the local and central governments, serving as vertical strings and horizontal strings respectively, jointly weave a strong and quality cloth that is called quality education throughout the country.

The DAs and the Ministry will share the responsibilities with regard to education service delivery as summarised in **Table 1** (for primary schools) and **Table 2** (for ODL Centres):

Table 1. Summary of Shared Responsibilities of District Assemblies and MoEST Regarding Functions and Services of Primary Schools

Level Issue		Responsibility of District Assemblies <small>(Note 1)</small>	Responsibility of MoEST <small>(Note 2)</small>
1. School Management	1.1	to apply to MoEST for establishing or closing schools	to decide upon DAs' proposal on establishing/closing schools and to register schools
	1.2	to ensure maintenance of school buildings & facilities	to provide guidelines for maintenance
	1.3	to ensure appropriate school management involving communities	to provide guidelines/strategies for community participation
2. Teaching Material Management	2.1	to ensure maintenance of textbooks obtained	to determine contents of textbooks & teachers' guides and to make them available to schools
	2.2	to endeavour to make additional materials available to schools	to determine adequacy of materials at national level
3. Teacher Management	3.1	to post teachers to schools pursuant to Establishment Warrant	to recruit, train, licence, register teachers; to cooperate with DHRM in allocating Establishment Warrant to allocate teachers to Districts
	3.2	to facilitate Continuous Professional Development (CPD) of teachers	to implement CPD programs at national level
	3.3	to propose to MoEST disciplinary measures on teachers	to decide upon DAs' proposal on disciplinary measures
4. Teaching Contents & Quality Assurance	4.1	to ensure that schools follow curricula set by MoEST	to determine study subjects and to conduct curriculum development
	4.2	to conduct supervision & advisory activities through PEAs to assure quality	to conduct <u>inspection of school education</u> & to provide guidance to PEAs for their supervision and advisory
	4.3	to cooperate in national examinations	to organise national examinations
	4.4	to propose to MoEST disciplinary measures on pupils	to decide upon DAs' proposal on disciplinary measures
5. Information Management & Planning	5.1	to update educational information and report to MoEST	to compile educational information at national level and feed back to DAs
	5.2	to develop district education plans (DEPs) assisted by MoEST	to provide planning guidelines and to assist DAs to develop DEPs
6. Financing & Accounting	6.1	to be engaged in financial management accounting	to provide regulations and guidelines
7. Related duties	7.1	to conduct monitoring and evaluation with MoEST	to conduct monitoring and evaluation with DAs

Note 1: Throughout the issues listed above, "Responsibilities of DAs" include (i) keeping records, (ii) internal evaluation and (iii) reporting to MoEST.

Note 2: "Responsibilities of MoEST" include those of Education Division Offices & MoEST-related institutions.

Table 2. Summary of Shared Responsibilities of District Assemblies and MoEST Regarding Functions and Services of ODL Centres

Level Issue		Responsibility of District Assemblies ^(Note 1)	Responsibility of MoEST ^(Note 2)
1. Management of ODL Centres	1.1	to ensure that institutions hosting Centres carry out maintenance of buildings and facilities	to determine maintenance criteria
	1.2	to apply to MoEST for establishing new ODL Centres	to provide guidelines for establishment of ODL Centres to judge DAs' proposal
2. Learner Management	2.1	to ensure that institutions hosting Centres keep record of qualified learners	to provide regulations on pre-requisites of learners and reporting forms
	2.2	to ensure formative assessment and evaluation are conducted	to provide regulations for assessment & evaluation
3. Material Management	3.1	to ensure that Centres procure materials	to provide regulations on, and provide, materials through MCDE
	3.2	to ensure that Centres use and maintain learning materials	to determine the distribution/availability at national level
4. Management of Mentors	4.1	to recruit mentors	to provide recruitment criteria
	4.2	to ensure orientation and training	to provide guidelines for orientation and training
	4.3	to ensure remuneration and welfare for mentors	to provide rules on remuneration and welfare
	4.4	to provide mentors with appropriate teaching resources	to set criteria for resource provision
	4.5	to encourage mentors to share ideas in the field among them	to identify mentors and, where applicable, to train them at national level
5. Learning Methods	5.1	to ensure that mentors follow prescribed ODL methods	to provide information on ODL methods
	5.2	to arrange supervision, inspection and evaluation of the programme	to provide criteria for supervision and evaluation
6. Information Management & Planning	6.1	to keep updating and report data and information on learners, etc. to ensure that Centres & learners are informed of changes in distance learning	to provide format and guidelines for report submission to provide information regarding changes in distance learning
	6.2	to cooperate with MCDE for innovations and developments; to communicate with MCDE regarding needs	to utilize information from DAs for continuous improvement of ODL
7. Financing & Accounting	7.1	to ensure appropriate financing and accounting	to provide regulations and guidelines for financing and accounting

Note 1 : District Assemblies (DAs) are assigned for education services of Open and Distance Learning (ODL) Centres that are hosted and managed by primary schools, community day secondary schools or TDCs. Education services of ODL Centres that are hosted or managed by conventional government secondary schools and grant-aided secondary school remain under the direct responsibility of the Ministry through MCDE and the secondary schools concerned.

: Throughout the issues listed above, "Responsibilities of DAs" include (i) keeping records, (ii) internal evaluation and (iii) reporting to MoEST.

Note 2: "Responsibilities of MoEST" include those of Education Division Offices & MoEST-related institutions.
: MoEST will also be involved in monitoring and evaluation throughout the issues.

4. FUNCTIONS ASSIGNED TO DISTRICT ASSEMBLIES: PRIMARY SCHOOLS' EDUCATION SERVICE

4.1 SCHOOL MANAGEMENT

4.1.1 Establishing Schools

When DAs wish to establish a primary school, they will apply to the Ministry for approval. DAs will establish a school only upon approval of the Ministry.

DAs will abide by the procedural Guidelines for Establishing Schools prescribed by the Ministry (see **Appendix 1**).

When designing school buildings, DAs will follow the Designing and Space Planning Norms of Primary Schools (**Appendix 2**) established by the Ministry whenever feasible. Depending upon peculiar conditions of locality where the school building is constructed, however, DAs may construct buildings and facilities that do not meet the norms, provided that they will not entail decrease in safety and quality of education and approved by the Ministry and Ministry of Public Works.

4.1.2 Maintenance

DAs will ensure maintenance of school buildings and related facilities (**Appendix 1**).

4.1.3 School Management involving Community

DAs will ensure sound school management involving head teachers, Parent and Teachers Associations (PTAs) and School Management Committees (SMCs).

In fulfilling this function, DAs will refer to the National Strategy for Community Participation in Primary School Management (MoEST, supported by DfID and DANIDA. August 2004), a summary of which is appearing in **Appendix 3**.

4.2 TEACHING AND LEARNING MATERIAL MANAGEMENT

4.2.1 Maintenance of Textbooks

DAs will ensure maintenance of the textbooks, teachers' guides and other teaching learning materials made available to primary schools in the Districts.

Determination on the contents of textbooks and their production will be under the responsibility of the Ministry. Devolution to DAs of responsibilities related to storage and distribution of teaching and learning materials may be considered when necessary human capacity and logistical conditions are in place.

4.2.2 Endeavours to Obtain Additional Materials

DAs will endeavour to make additional teaching and learning materials available to primary schools in the District whenever feasible.

4.3 TEACHER MANAGEMENT

4.3.1 Posting of Teachers

The posting of teachers in different schools is an important management function of DAs. DAs will post teachers pursuant to Establishment Warrant approved by the Ministry, DHRMD of OPC and Ministry of Finance.

In posting teachers to schools, DAs will abide strictly by establishment schedule for each school provided by MoLGRD and the Ministry. DAs will post teachers to schools where vacancies of their grades exist. This rule applies also to the teachers who want to be posted away following spouses.

4.3.2 Facilitation of Continuous Professional Development

DAs will encourage primary school teachers to be engaged in appropriate Continuous Professional Development (CPD).

DAs will ensure participation of appropriate teachers in in-service training and other capacity development opportunities the Ministry offers. DAs will endeavour to develop and conduct in-service training activities in their Districts through TDCs.

DAs will ensure that successful participation in appropriate in-service training programmes shall constitute one of the factors for consideration of promotion from one level to another.

DAs will manage and maintain the Teacher Development Centres established in their Districts for the purpose of teacher development. DAs will follow the Guidelines for Management of Teacher Development Centres (**Appendix 4**) prescribed by the Ministry.

4.3.3 Handling of Disciplinary Cases of Teachers

In the event of disciplinary cases of teachers, DAs will conduct study of the cases and recommend to the Ministry to approve a disciplinary measure to be taken. DAs will take the measure only upon approval of the Ministry.

However, DAs will take minor measures not entailing demotion, suspension or dismissal of teachers on their judgement without seeking approval of the Ministry, in which case DAs will report to the Ministry the case together with the measures taken.

DAs will follow the Guidelines for School Discipline 2005 (**Appendix 5**) in handling disciplinary cases of teachers.

4.4 TEACHING CONTENTS AND QUALITY ASSURANCE

With a view to assuring appropriate teaching-learning contents and quality of education, DAs will fulfil the assigned functions as follows:

4.4.1 Teaching Subjects and Curricula

DAs will ensure that schools deliver primary education in accordance with teaching subjects and curriculum established on national level.

DAs will abide by the National Curriculum developed by Malawi Institute of Education (MIE) and approved by the Ministry.

4.4.2 Supervision, Advisory and Inspection

DAs will conduct supervision and advisory services of schools and teachers.

Supervision and advisory services will be done through their District Education Managers (DEMs) and Primary Education Advisors (PEAs) and in accordance with the standards and criteria for supervision and advisory service set by the Ministry.

DAs will facilitate school inspection to be conducted by the Ministry through its Education Method Advisory Service (EMAS) and Divisional Education Method Advisors.

4.4.3 Cooperating in National Examinations

DAs will take part in the conduct of the Primary School Leaving Certificate Examination (PSLCE) in order to assess and accredit pupils' learning performance.

This will be done in accordance with examination processes developed by the Malawi National Examinations Board (MANEB).

4.4.4 Handling of Disciplinary Cases of Pupils

In the event of disciplinary cases of pupils, DAs will conduct study the cases and recommend to the Ministry to approve a disciplinary measure to be taken. DAs will take the measure only upon approval of the Ministry.

However, DAs will take minor measures not entailing suspension or dismissal of pupils on their judgement without seeking approval of the Ministry, in which case DAs will report to the Ministry the case together with the measures taken.

DAs will follow the Guidelines for School Discipline 2005 (**Appendix 5**) in handling disciplinary cases of pupils.

4.5 INFORMATION MANAGEMENT AND PLANNING

4.5.1 Educational Information Management

DAs will ensure delivery of attendance registers to all primary schools in accordance with format prescribed by the Ministry and also ensure their maintenance.

DAs will carry out school census and analyse its data every year for evaluating primary education performance in the District in cooperation with the Ministry.

DAs will, in collaboration with the Ministry, update and maintain educational data and information through District Education Information Management System (DEMIS).

The Ministry will prescribe criteria, format and guidance for educational information management to be performed by DAs.

4.5.2 Formation of District Education Plans (DEPs)

DAs will, in cooperation with the Ministry, annually update the District Education Plans (DEPs) that are three-year rolling plans with a close link to Medium Term Expenditure Framework (MTEF), the National Education Sector Plan (NESP) and the Education Sector Policy and Investment Framework (PIF).

For this purpose DAs will organise the District Planning Teams with participation of DEMs, CPEAs, as well as Directors of Planning & Development, Directors of Finance and Directors of other directorates of DAs.

DAs will ensure that DEPs constitute an integral part of District Development Plans (DDPs).

Key points in planning and updating District Education Plans (DEPs) are provided in **Appendix 6**.

4.6 FINANCING AND ACCOUNTING

4.6.1 Financial Management and Accounting

DAs will conduct financial management and accounting in accordance with provisions made by the Ministry and the Ministry of Finance.

DAs will follow instructions made by the Ministry in terms of:

- i. account signatories,
- ii. bank reconciliation statements & cash controls,
- iii. accounting procedures,
- iv. quarterly activity progress reporting,
- v. end of year procedures,
- vi. budgeting,
- vii. record maintenance,
- viii. internal control,
- ix. procurement,

and others stipulated in the Guidelines for Budget Management (**Appendix 7**).

4.7 RELATED FUNCTIONS

4.7.1 Monitoring and Evaluation

DAs in cooperation with the Ministry will conduct monitoring and evaluation of the performance of education functions assigned to DAs.

In conducting monitoring and evaluation, DAs will maintain a close contact with inspection undertakings to be done by the Ministry through its EMAS.

5. FUNCTIONS ASSIGNED TO DISTRICT ASSEMBLIES: ODL CENTRES' EDUCATION SERVICE

District Assemblies (DAs) are assigned education services of Open and Distance Learning (ODL) Centres that are hosted and managed by primary schools, community day secondary schools or Teacher Development Centres (TDCs).

Education services provided by ODL Centres that are hosted or managed by conventional government secondary schools and grant-aided secondary school remain under the direct responsibility of the Ministry through MCDE and the secondary schools concerned.

5.1 MANAGEMENT OF OPEN & DISTANCE LEARNING (ODL) CENTRES UNDER DISTRICT ASSEMBLIES

5.1.1 Maintenance of Centre Facilities

DAs will ensure that institutions hosting ODL Centres carry out the maintenance of buildings, classrooms, libraries and related equipment and facilities used in the ODL Centres.

5.1.2 Establishing ODL Centres

When DAs wish to establish ODL Centres, they will apply to the Ministry through MCDE for approval. DAs will establish a Centre only upon approval of the Ministry.

In applying to establish an ODL Centre, a DA will follow the Procedural Guidelines for Establishing ODL Centres prescribed by the Ministry through MCDE (**Appendix 8 - Section 2**).

5.2 LEARNER MANAGEMENT

5.2.1 Registration of Learners

DAs will ensure that institutions operating ODL Centres:

- (a) register ODL Centre learners with MCDE to keep updating the records regularly in accordance with the regulations laid down by the Ministry through MCDE (**Appendix 8 - Section 10**), and
- (b) register only qualified learners, that is, learners that meet the requirements set by MCDE.

5.2.2 Evaluation of Learner Performance

DAs will ensure that formative assessment and evaluation of learners are conducted periodically and reported to MCDE in accordance with the MCDE regulations (**Appendix 8 - Section 3**).

5.3. MATERIAL MANAGEMENT

5.3.1 Procurement of Learning Materials from MCDE

DAs will ensure that ODL Centres order and procure:

- (a) course instructional materials from MCDE (that may include booklets/modules, video and audio programmes) in accordance with MCDE regulations, and
- (b) teaching and learning materials such as chalkboard, chalk, reference books, reading materials from relevant suppliers.

5.3.2 Maintenance of Learning Materials

DAs will ensure that ODL Centres and learners shall make full use of the learning materials procured and keep them in good condition.

5.4 MANAGEMENT OF MENTORS

5.4.1 Recruitment of Mentors

DAs will recruit mentors for their ODL Centres in accordance with criteria determined by MCDE (**Appendix 8 - Section 4**).

5.4.2 Orientation and Training of Mentors

DAs will ensure that newly appointed mentors are oriented in ODL principles and practice in accordance with guidelines provided by MCDE (**Appendix 8 - Section 4 and 5**).

5.4.3 Remuneration for Mentors

DAs will ensure:

- (a) that mentors receive remuneration, and
- (b) the welfare of mentors

in accordance with rules and regulations prescribed by the Ministry through MCDE (**Appendix 8 - Section 10**).

5.4.4 Provision of Resources for Mentors

DAs will provide mentors with appropriate resources in their work in accordance with criteria set by MCDE (**Appendix 8 - Section 6**).

5.4.5 Sharing Ideas among Mentors

DAs will encourage mentors to organise internal workshops and seminars for the sharing of ideas in the field.

5.5 LEARNING METHODS

5.5.1 Learning Methods

DAs will ensure that mentors follow ODL methods (**Appendix 8 - Section 5**) prescribed by MCDE (**Appendix 8 - Section 6**).

5.5.2 Supervision, Inspection & Evaluation

DAs will arrange supervision, inspection and evaluation of the ODL programmes in accordance with a guide set by MCDE (**Appendix 8 - Section 8**).

5.6 INFORMATION MANAGEMENT AND PLANNING

5.6.1 Information Management

DAs will keep updated data and information regarding learners, mentors and resources in accordance with guidelines provided by MCDE (**Appendix 8 - Section 9**), and periodically submit them to MCDE.

DAs will ensure that ODL Centres, learners and mentors are well informed of the developments and changes of distance learning to be provided by MCDE, including any change in the curriculum, course materials and information regarding examinations.

DAs will cooperate with MCDE in publishing information regarding ODL Centres.

5.6.2 Communication with MCDE for Planning

ODL is a very dynamic field of education and training. It is growing on daily basis. For its continuous advancement in planning and implementation by MCDE, DAs will collaborate with MCDE for innovations and developments in the field of ODL.

DAs will seek further needs of learners and mentors and communicate with MCDE for consideration.

5.7 FINANCING AND ACCOUNTING

5.7.1 Financial Management and Accounting

DAs will ensure that ODL Centres receive tuition fees from learners and use them for Centres in accordance with regulations (**Appendix 8 - Section 10**) provided by MCDE.

DAs will ensure that ODL Centres receive registration fees and course material fees from learners and remit them to MCDE in accordance with regulations (**Appendix 8 - Section 10**) provided by MCDE.

DAs will ensure that ODL Centres maintain financial records in accordance with MCDE regulations (**Appendix 8 - Section 10**) and avail them to auditors.

DAs will ensure that ODL Centres respond appropriately to audit queries on the expenditure of tuition fees, grants and government subvention.

PART TWO: APPENDICES

Procedural Guidelines for Establishing Primary Schools

1. The guidelines are to provide procedural guidance for establishing primary schools, whose functions and services have been assigned to District Assemblies (hereafter referred to as "DAs").
2. Establishing a primary school must be on the basis of decision by the Ministry of Education and Vocational Training (hereafter referred to as "the Ministry".) in consultation with DAs concerned.
3. Establishing a primary school can be decided only if it is considered to contribute to efficient and effective delivery of primary education to the pupils in the envisaged catchment area.
4. DAs wishing to have a new school will follow the following procedures:

Step 1:

DAs will request in writing the Ministry (attention Education Division Manager concerned) to establish a new school, providing the following information:

- (1) Name and kind of school
- (2) Location of intended school and its catchment area
- (3) Expected number of student enrolment by each of Standards one to eight
- (4) Plan of the DAs in terms of: (i) teacher deployment for the school, (ii) land, building and other facilities and (iii) envisaged community participation
- (5) Explanatory note on the need of establishment

The request should reach the Division Manager twelve (12) months in advance of desired opening date of the school.

Step 2:

The Education Division Manager on behalf of the Ministry will examine the request from the DAs and consider whether the request be approved or rejected. The Division Manager of the Ministry conducts a site visit and hearings in locality as part of examining process.

Step 3:

Upon consent of the Ministry the Division Manager will notify DAs in writing to either approve or decline the request within six (6) months after the receipt of the request.

Step 4:

The DAs will fulfil the functions of providing education services at the newly established schools, and keep the Ministry informed of educational performance of the school together with other schools.

5. Notwithstanding the section 4 above, the Ministry may take an initiative, without a written request by DAs, in establishing a school in consultation with the DAs concerned.
6. In case of abolishing an existing school, DAs and the Ministry will take the procedures equivalent to the provisions provided in 4 and 5 above.

Guidelines for Infrastructure Development

1. Infrastructure refers to buildings and facilities that are provided to facilitate the teaching and learning process. Good infrastructure is one of the factors that create a conducive teaching and learning environment thereby improving the quality of education.

2. The guidelines contained in this paper are aimed at maintaining the standards of infrastructure as required by the Ministry vis-à-vis design, construction and maintenance. The purpose for the devolved function that were performed by the Central Government to District Assemblies as regards to infrastructure development is:

- to ensure ownership and sustainability of each and every existing infrastructure and those that are to be constructed
- to ensure equitable distribution of infrastructure in District Assembly
- to enhance timely rehabilitation and maintenance of infrastructure

3. Design/Space Planning Norms

Junior Primary School: A Junior Primary School should have a minimum of 4 classrooms with an administration block which consists of headteacher's office, staff room and a storeroom. It should have a minimum of 2 VIP toilets or class - one for boys and one for girls in different positions of the school campus. There should be a minimum of 5 teachers houses with a minimum of 3 bedrooms, a kitchen, storeroom, toilet and bathroom. The school should be provided with safe water. This could be in a form of a borehole, tap water or a shallow well. The classes should be furnished with adequate desks for the enrolment of the school.

Full Primary School: A full primary school should have a minimum of eight classrooms with administration block which consist of a headteacher's office, staff room and a storeroom. It should have a minimum of 2 VIP toilets per class. One for boys and the other for girls in different positions of the school campus. There should be a minimum of 9 teachers houses with a minimum of 3 bedrooms, a kitchen, storeroom, toilet and bathroom. The school should be provided with safe water. The classes should be furnished with adequate desks for the enrolment of the school.

3.1 Foundations

The depth of the foundation should be a minimum of 0.7m. Concrete footing should be minimum of 3 times wall thickness wide, stepped upward and made from well burned bricks. Store footing should be as brick footing.

3.2 Floor Bed

The floor should be drained through a layer of a minimum of 0.1m compacted hardcore finished with a layer of murrain or similar and 500g polythene DPM.

3.3 Walling

External Walls: - 230mm thick well burned brick wall or, - 200mm thick cement sand blocks or, - 230mm thick improved soil blocks (min 3% cement)

Internal Walls: Main participation walls for classrooms as external. Minor walls 115mm brick or 100mm concrete blocks DPC min 0.15 above terrain. Two layers of DPM heavy duty plastic.

3.4 Ring

Minimum 100mm x width of wall with 2 Nos. 100mm bars. In areas prone to earthquakes min 150mm x width of wall with 4 Nos. Y 10 (min)

3.5 Floor

Minimum 75 mm thick concrete slab with A98 mesh finished with steel float or with min 35mm thick cement.

3.6 Roof Construction

Trusses should be in accordance with the standard drawings. All timber must be well seasoned and treated against termites. Trusses must be securely fitted to the ring beam. Rafters must be fitted to the trusses with steel straps or min. 3mm wire.

3.7 Roof Furnishes

Inverted box rib (IBR) 20 gauge. Galvanised corrugated iron sheets min gauge 26. Fixing as manufacturer's instructions, in windy area double fixing at the eaves.

3.8 Door

Framed ledged and braced doors. Door frames in steel. Door frames in hardwood in areas with none or rare termite activities. Door for wheel chair access should at least 0.9m all opening.

3.9 Windows

Concrete louver blocks, min 60% opening per block, whitewashed.

3.10 Finishes

Plastering and white washing to walls internally. Wood preservative to all timber. paint or varnish to doors and furniture.

3.11 Iron Mongery

Door locks, handles and hinges to be robust. Recommended heavy duty flush bolt and lock.

3.12 Furniture and Fixtures

Guiding principle for establishing anthropometrical dimensions: table height = standing height x 0.41, seat height = standing height x 0.25. Furniture for standard 1 and 2: Height of table 50cm, height of bench 30cm. Furniture for standard 3-8: height for table 660cm, height for bench 410cm. To preserve hard furniture must be made from softwood possibly combined with steel. Blackboard and pin-board: Distance from floor 1m, height 1.2m, minimum length 3m central on wall at the entrance.

3.13 Grounds

School grounds must be properly fenced with hedges and/or trees

4. Maintenance

Any construction or expansion of existing school must be accompanied by appropriate plans for maintenance.

Key items for maintenance are: treatment against termites, repair of leaking roofs, keeping doors and locks in good working conditions, securing proper drainage around buildings, white washing of classroom lower blocks, keeping the blackboard smooth and black, keeping the furniture in good order, serving the pump and tidying the latrines.

All schools must have a plan for maintenance, which is the responsibility of the community, and which is administered by the school management committee through its maintenance sub-committee.

**The National Strategy for
Community Participation in Primary School Management
- A Summary -**

The overall framework for the National Strategy for Community Participation in Primary School Management has two distinct layers, namely:

- 1) The **Foundation Layer** or the **Enabling Environment** which represents the general context within which primary school will be managed, and
- 2) The **Implementation Layer**, or **School Management Process**, which is further divided into an ongoing cycle of four phases: planning and design, appraisal, implementation and reflection and learning.

For each of the two Layers the following table summarizes the key elements.

1. FOUNDATION LAYER (Enabling Environment): Representing a general context in which primary schools will be managed in order for community participation to proceed effectively.

Its key element is **Institutional Set-up**, the objective of which is to ensure that effective institutions are in place with clearly defined roles and responsibilities that give due consideration for the decentralization of roles and responsibilities. The components and processes are as follows:

Components of Foundation Layer	Details
a) Government Level	<p>The District Education Manager reporting directly to the District Assembly. Financial resources for primary education flowing from Treasury to the National Local Government Finance Committee, who allocate funds directly to each district. Ministry of Education retains responsibility for policy formulation and enforcement, inspectorate, establishment of standards, etc.</p> <p>Funding for school construction or other related development programmes channelled through the District Development Fund (DDF). Thus School Improvement Plans submitted through Village Development Committee (VDC) to Area Development Committee (ADC) to District Assembly (DA) to be part of the District Education Plan (DEP) and the overall District Development Plan (DDP).</p> <p>The community level has two key institutions (School Management Committee – SMC and Parent Teacher Association – PTA) which are linked and supported by the District Line Ministry Team (Area Executive Committee – AEC members) and the district planning structure (VDC, ADC, and DA).</p>

<p>b) Community Level i) School Management Committee (SMC)</p>	<p>SMC is composed of members of the community served by the primary school. Its overall role is to oversee the management of resources and those working at the primary school in close collaboration with school staff, and the community as a whole. Specifically the SMC has the following functions:</p> <ul style="list-style-type: none"> - Monitoring attendance and punctuality of both teachers and pupils at school, - Advising the proprietor of the appointment and dismissal of non-teaching staff, - Assisting in the enrolment of pupils, - Encouraging pupil's attendance, - Ensuring that recommendations made by the Ministry of Education are implemented, - Advising the proprietor whether the conduct of the school is in accordance with the wishes of the local community, - Checking, inspecting and maintaining school with the help of other community members, - Monitoring the quality of learning at the school, and - Overseeing the development of the School Action Plan. <p>Membership of SMC is composed of nine persons, namely: DEM or her/his representative, nominee by the proprietor of the school, an appointee by the Local Education Authority, four elected members whose children attend the school and two members from the community with interest in education co-opted by parents. Tenure of SMC is subject to the Education Act. Members who fail to attend three consecutive meetings are dismissed. If committee is inactive or mismanages funds, it is disbanded and subsequently re-elected.</p> <p>Meetings must be held at least once a term. A Quorum for a meeting can only be held if the chairperson and four members are present, including two parents. Specified office bearers of SMC are chairperson, secretary and treasurer. One of these three positions must be filled by a female member.</p> <p>The relationship of the SMC to other primary school level institutions are: PTA meeting attended by teachers, parents and community leaders elects the SMC.</p> <p>SMC should be regularly audited by the PTA. SMC must provide detailed report on its actions at the regular PTA meetings. There should be a Social Contract drawn as part of the School Action Plan.</p> <p>SMC can call PTA to mobilize community on school development issues as per School Action Plan.</p> <p>District Line Ministry Teams including Area Executive Committee (AEC) gives training and ongoing technical support to SMC. In return SMC is accountable to district Line Ministry Teams for its actions and reporting just as it reports to PTA.</p> <p>SMC responsible for submitting School Improvement Plan to DA through district planning structures (VDC, ADC and DA).</p>
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<p>ii) Parent Teacher Association (PTA)</p>	<p>PTA comprises of parents, teachers and community leaders who share a common interest in education as a group. It is responsible for:</p> <ul style="list-style-type: none"> - Electing and holding accountable the SMC, - Mobilizing the community around issues identified in the School Action Plan, - Making the SMC aware of issues of concern in the community regarding the primary school, and - Holding the SMC to account through the holding of regular meetings to which they must report on their actions. <p>They are key persons to community participation though not under any legal requirement. PTA has ten members composed of chairperson, treasurer and Secretary, vice chairperson and vice secretary, and five committee members. At least 30 percent of the office holders in PTA should be female. The chairperson of the PTA should be different from the SMC. Other than mobilizing the community, auditing and electing SMC, the PTA provides SMC relevant information relating to issues of concern in the community on upkeep and management of their primary school.</p> <p>The District Line Ministry Team sensitizes, trains and facilitates the election of the PTA executive committee.</p>
<p>c) District Line Ministry Support Teams</p>	<p>These are public officers who form an Area Executive Committee (AEC) in the area in which a primary school is located. The role and responsibilities of the AEC are:</p> <ul style="list-style-type: none"> - provide sensitization, training and other ongoing capacity building to the SMC and PTA, - Facilitate and monitor the election of the PTA and SMC, Ensure that the SMC is held accountable for its actions, and - Brokers any disputed between the various community level institutions.
<p>d) District Planning Structures</p>	<p>The structures comprise of Village Development Committee (VDC) at the group village level, AEC at area or Traditional Authority level, and District Executive Committee (DEC) at the DA level. The District Planning Structures have the following roles and responsibilities:</p> <ul style="list-style-type: none"> - Forward School Improvement Plans to the district for inclusion in the District Education Plan and District Development Plan, - Approving, deferring or rejecting specific applications for development funding made by the SMC, and - Where applications for funding are approved, channel the fund from the District Development Fund (DDF). The District Planning Structures hold the SMC, together with the PTA, accountable for the correct use of funds.
<p>e) Development Partners (donors, NGOs, religious organizations, etc)</p>	<p>These are organizations that support community participation in primary school management. The roles and responsibilities of development partners are:</p> <ul style="list-style-type: none"> - Provide capacity building support to the District Line Ministry Support Teams, - Provide capacity building support to the District Planning Structures, - When providing resources, Development Partners will do so through the appropriate district structures, and

	<ul style="list-style-type: none"> - Ensure that any support that is provided is done in a co-ordinated and collaborative manner so as to ensure that there is no duplication and replication of activities. <p>Of interest is the recommendation that development partners should focus on capacity building of SMC, PTA, ward councillors and local members of parliament, commission research on SMC dormancy and ineffectiveness etc, and ensure awareness of different roles and responsibilities of SMC and PTA.</p>
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2. IMPLEMENTATION LAYER (The School Management Process) has four phases: Planning and design, appraisal, implementation, and reflection and learning which contribute towards and support the implementation of community participation in the management of primary schools. Its components are as follows:

<i>Components of Implementation Layer</i>	<i>Details</i>
a) Planning and Design	<p>A key factor is the generation and agreement of the School Improvement Plan (SIP). The process involves consulting all stakeholders on felt needs and priorities of the community. Emphasis is management issues so that the community becomes involved in the day to day running of their school. Another key element is the generation and agreement of the Social Contract. The Social Contract is a public document which is agreed at a PTA meeting and outlines the roles and responsibilities of those who are involved in the primary school.</p> <p>Under planning and design there are the following key elements:</p> <ul style="list-style-type: none"> - Sensitization to empower communities to participate in the management of their primary schools through awareness of their roles and responsibilities, - Needs Assessment and Prioritization based on a thorough understanding and analysis of issues, and with a full participation of all stakeholders where the most appropriate needs concerning primary school management are prioritized, - School improvement Plan which should be detailed, developed and agreed by all stakeholders for the participation of communities in the management of their primary schools, - Social Contract in which roles and responsibilities of all stakeholders in the management of school are negotiated, defined and agreed and thereafter communicated to all, implemented and monitored, and - Participation where communities are actively involved in the management of their primary schools.
b) Appraisal	<p>There is need to develop budgets to fund activities and mobilize as many resources as possible from the communities to complement resources from government and development partners. Community participation ensures ownership and sustainability. In appraisal the</p>

	<p>following should be included:</p> <ul style="list-style-type: none"> - Budgeting as a key responsibility for communities, through their SMCs, for making sure that they are in control of funds from all sources, - Resource Mobilization and Allocation to ensure provision of adequate quality human, financial and material resources in line with priorities in the School Improvement Plan, and - Sustainability and Ownership as arising from empowering the communities to take responsibilities of their own schools.
c) Implementation	<p>There is need for a uniform approach and the importance of capacity building. Supervision and monitoring have to be in place if SMCs are to account to community and the government through the PTA meetings under the Social Audit Process. It is important that:</p> <ul style="list-style-type: none"> - Capacity Building by providing adequate and appropriate skills through uniform and consistent approaches given to SMCs, PTA and other stakeholders, and - Supervision and Monitoring of all school management activities by the community and other stakeholders through visits on regular intervals.
d) Reflection and Learning	<p>This a process which should attempt at keeping the National Strategy a living document in terms of taking into account experiences and lessons learned of all those stakeholders involved in the sector.</p> <p>The following issues are critical for reflection and learning:</p> <ul style="list-style-type: none"> - Research into specific topics to provide a deeper understanding of the issues, concerns, and future opportunities and discretions regarding community participation in primary school management, - Evaluation of all school management activities where its results are shared and used in both present and future initiatives by all interested stakeholders, and - Lesson Dissemination arising from on-going experience of implementation of the National Strategy is readily and widely available and accessible to and by all stakeholders.

Note: For a detailed presentation please refer to the “**National Strategy for Community participation in Primary School Management**” August 2004, Ministry of Education, supported by DfID and DANIDA.

Guidelines for Management of Teacher Development Centres (TDCs)**1. BACKGROUND**

Following the introduction of Free Primary Education in 1994, the Malawi Government embarked on a programme to establish Teacher Development Centres (TDCs) to support the professional development of serving teachers. Over the period of 1998-2004, 316 TDCs have been constructed. Each TDC serves a cluster of about 15 primary schools together with any Community Day Secondary Schools which are in the zone. The TDC is located within the compound of host school, centrally located in the zonal cluster.

The building itself is about the size of a double classroom block with a khonde area to the front. About 3/4 of the space is occupied by a large multi-purpose hall. A separate gated entrance gives access to an office for the advisor and her/his assistant. This room also has a library area with shelves. At the back of the office is a separate store. On completion of each TDC, it was resourced with furniture for the hall and office, with janitorial supplies (both consumable items and other equipment) and learning materials, mainly books.

The TDCs have been established by the training of the centre co-ordinators who are currently Primary Education Advisors. They have worked with the community, teachers and pupils in a management committee which supervises the operation of the Centre. The primary purpose of the TDC is to serve the needs of teachers within the zone but facilities are also available for pupils and community members.

Since teachers are required in the classroom during school day, it is then possible for a class of pupils to use the TDC as a classroom if there is a shortage of suitable rooms in the host school. Teachers can then use the Centre when they are free from teaching responsibilities. Pupils and teachers can use the Centre in the evening for study. The community can also use the Centre facilities when they are not needed by teachers or pupils. Community members can make use of the hall meeting and by arrangement can borrow the books which are appropriate for their needs. The Centre can also be used by Government departments and Non-Government Organisations, particularly where they wish to meet teachers.

2. AIMS OF TEACHER DEVELOPMENT CENTRES (TDCs)

The TDC is a local point for zonal-based professional development. It is a point from which the centre co-ordinator is able to provide outreach to the cluster of schools. It is a base from which the PEA can operate, visiting schools regularly to promote teacher development and school improvement. At the same time, it is a place where teachers can come together for in-Centre activities. We are almost tempted to call this "in reach." At least it is a place for the bringing together of teachers and the sharing of identified expertise.

One of the most important functions of the TDC is to identify good practices in the zone. One school may have a teacher who shows great skill in handling young students; another school may have a well-organised school management team which leads to real improvements in the school. The TDC is a place where these good practices can be shared so that it can spread throughout the zone. This TDC is a means whereby individual teacher

development and school improvements can be linked to improvement in the whole zone. It is one of the ways of targeting improvements in the quality of education.

2.1 Promoting Professional Development of Teachers

The idea of having a local centre is that it should provide for and meet the different range of professional development needs that teachers have. An assumption is sometimes made that once you have trained as a teacher, "That's it, I know what I am doing." But in a fast changing world, with many different expectations of teachers, it has to be recognised that teachers need help, support and supervision in addition to their own resources. A variety of opportunities for this will be found in school-based programmes and at the TDC.

Activities may be chosen by individuals to enable them to progress in their competence and education as a teacher and to pursue their career. Examples would be personal study and reading, developing their subject expertise, seeking support with particular aspects of classroom practice, or learning to work with an unfamiliar age group. Other activities will support their work as a manager, curriculum leader or member of staff group.

2.2 Promoting Development of Education Management Expertise

There will be activities that will particularly support those who have responsibilities for managing and leading others in a school. Like teaching, it is sometimes wrongly assumed that managing and leading does not need continuous learning but the world shows that the best leaders are those who know that they need to keep on learning. Head teachers who have the support of other colleagues in a regular group at the TDC know they have somewhere to take their problem. They can share difficulties with peers who can help with solutions.

Central to current practice in management development is the importance of working together as a team, of making time to meet as a group and of giving each other feedback. Again, the skill needed to operate as a management team are acquired over time and the TDC needs to build this kind of activity into its programme.

2.3 Curriculum Development

There are always on-going developments happening in any curriculum. This is certainly true in Malawi. Teachers are always in need of help with translating syllabi into practical schemes of work and activities. The experience of implementing a new curriculum has shown how much help is needed to put it in place at classroom level. This is not an isolated event; curriculum development is an on-going necessity for all teachers. Ideas, materials and examples will always be needed. The TDC has a major function to provide the backup and help required at school level.

2.4 Development of a Systematic Approach to Needs Identification and Programme Planning for Teachers

The TDC will eventually be engaged in a rich variety of activities: teacher development, resource and material development and information sharing more generally. This reflects a wide range of interest. Ensuring that everyone's needs are being identified cannot be a hit and miss process. What this handbook refers to as 'systematic approach' is needed: to need identification, planning, programme delivery and evaluation.

2.5 Providing a Focal Point for Information Exchange between All Stake Holders

The TDC will have a large number of different people coming and going through its doors, once it is properly up and running. This will mean that a lot of important information is also coming in and out of the Centre. Things need to be made use of. The TDC will need ways of gathering, displaying, communicating and disseminating information of various kinds, making sure it is relevant and up to date.

2.6 Identifying, Sharing and Exchanging Expertise

As well as information, a greater deal of expertise and experience will come into the TDC. One of the main purposes in TDC management will be to identify both professional and community interest, skills and expertise that can be utilised and celebrated. Over time, the TDC will be called upon to run a range of activities and its responsiveness to matching needs to appropriate expertise will be a measure of its success.

2.7 Being a Resource Centre

The TDC will act as a very important focal point for new materials, books and resources as well as pupils' and teachers' work. These can be displayed, loaned or used as the basis of a seminar session. To help provide a lively and stimulating environment, both teachers' and pupils' work can be displayed at different times. This can provide practical examples and also be a celebration of their achievements.

3. THREE FOCAL POINTS OF TEACHER DEVELOPMENT

3.1 Responding to Local Needs

Teacher development is part of the process of school improvement. School improvement starts with stakeholders reviewing the school's achievement in promoting students' learning. The stakeholders, students, teachers and community in turn prioritise ways of improving learning in the light of the school's vision. The outcome is a school improvement plan (an annual action plan with activities designed to achieve set learning target). Teacher development needs will emerge in the school improvement planning process. These needs can be addressed in the school's teacher development plan.

The zonal PEA should scrutinise teacher development plans of all schools in the zone in order to determine common themes. The zone teacher development plans should also reflect emergent national needs. These should be bases for forming zonal teacher development plans. The PEA will also be responsible for feeding national needs into schools so that they are incorporated into school improvement and teacher development with zonal-based teacher development. There is potential for school-based teacher development to build on and practice whatever has been learned at zonal level. In turn, zonal meetings can be enriched by practical experience of school-based implementation.

Each teacher is entitled to at least three days of zone-based professional development (INSET) per year. On average, each teacher will come to TDC at least once a term for an INSET day. The different ways of organising this will need careful consideration. It would not be helpful for all the zone's 160 or so teachers to attend a single session. Teachers could come in subject interest or in phase (Infant, Junior, Senior) groupings. They could come for a day or half-day session. Again disruption of teaching should be minimised. If teachers come for a whole day, this should not be a school day.

3.2 Responding to National Needs

While continuing professional development should respond primarily to the needs of schools and individual teachers, it is important that they reflect, relate and respond to nationally determined needs. All teachers and other educators, for example, should be able to implement the national curriculum. Where the national curriculum is under reform, there are strong implications for training. Curriculum development cannot take place without teacher development. The zonal system with its network of TDCs serving groups of primary schools is the means of communicating with all teachers so that they are aware of ongoing reform initiatives. Further, the zonal system takes the responsibility of undertaking relevant training for effective implementation of curriculum innovations.

There might also be national needs for specific groups of teachers and other educators. For example, the current national curriculum reform has recognised the importance of reading, writing and numeracy in the foundation phases of learning (standards 1 to 4). As of now, most teachers of these classes lack a firm foundation in how children become literate and numerate. The clustering of schools in zones is a means of implementing an initial literacy learning programme which can reach all those specific groups of teachers.

3.3 Responding to Individual Needs

Primary teachers in Malawi have been keen to upgrade themselves. They have often used the resources of the local TDC to help themselves. Sometimes this has been simply a matter of borrowing books. But teachers have also used the TDCs for their study groups. Upgrading has occurred, though in a quite limited way. Teachers have not gone beyond this to attempt higher courses or professional qualifications, yet there are a number of opportunities available regionally. A range of individual needs could be addressed through distance education. Already a number of regional education institutions have courses available through their websites. The capacity of Malawi's teachers to innovate would be enhanced by being able to explore some of these regional options. To do this would require bringing TDCs and TTCs on-line with information technology (IT) connectivity.

4. ACTIVITIES AT THE TEACHER DEVELOPMENT CENTRES (TDCs)

The main teacher-centred activities of TDCs are:

- i. Workshops and seminars
- ii. Learning areas and phase panels
- iii. Other teachers' meetings
- iv. Production of teaching and learning materials
- v. Demonstration/model lessons
- vi. Dissemination of information and feedback
- vii. Distribution of school materials
- viii. Borrowing books and other resources

Examples of community-initiated activities are:

- i. Sports
- ii. Drama and other cultural activities like traditional dances
- iii. Adult literacy classes for the school communities
- iv. Activities from other departments like the Ministries of Agriculture, Community Service and Health
- v. Initiatives by NGOs and community organisations, including those which are

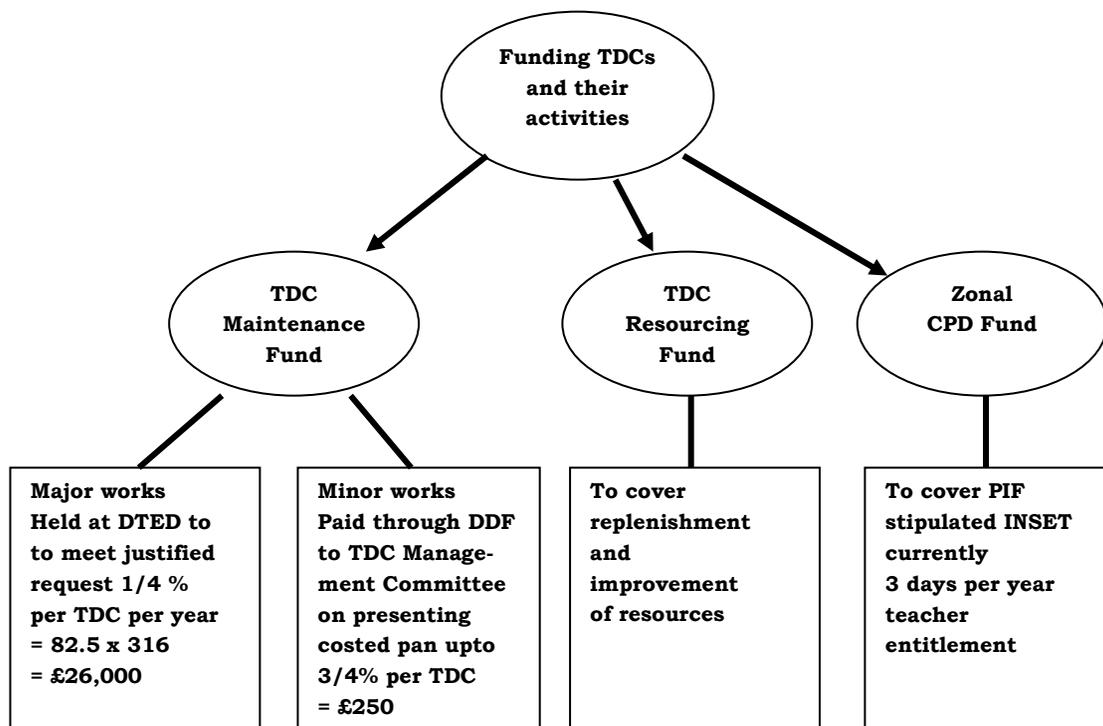


Figure 2: Fund allocation at TDC

The following table summarises responsibilities at each level. It contains sample guidelines in respect to how these funds might be used to support the on-going maintenance and development of TDCs.

Table 1: Sample Guidelines for Resource Usage

	Funding source	Responsibility
TDC Management Committee	Own funds	<ul style="list-style-type: none"> - Security - Utilities - Improvements according to local needs and wishes
District	Annual TDC Maintenance Annual TDC resource fund Termly zonal SPD funds	Minor works to maintain the TDC Regular replenishments of censurable resources and improvements to, for example book supply Three zonal days of INSET for each teacher per year
DTED/ MoEVT	TDC major works fund	Major structural damage to TDC

6. GUIDELINES FOR TDC RESOURCES AND UTILISATION

A. Who is the INSET/CPD for?

6.1 The current PIF stipulates an entitlement to the days of zonal-based INSET/CPD per year for teachers.

6.2 All employed teachers -- qualified or untrained -- are entitled to attend. Volunteer teachers may attend if they wish but they cannot receive the stipend which is intended to cover the costs of the volunteer. TDC management committees may cover the costs of the volunteer teachers if they wish but this should be from their own funding sources. For any other INSET/CPD days beyond the PIF-stipulated amounts and organised through the TDC Management Committee, lunch and refreshments should be provided and could include volunteer teachers.

6.3 There should be professional development committee comprising representatives from each school (school professional development coordinator) together with the PEA.

6.4 The professional development committee should report to the TDC Management Committee. The roles of TDC Management Committee are to ensure the performance of the professional development committee and to monitor and receive reports.

B. What should the INSET/CPD be about?

6.5 Three possible kinds of INSET/CPD are those based on: Local/zonal need; National needs; Individual needs. The INSET/CPD should be based on zonal or national needs. Individual needs are personal and can be met either alone or with others as in the TUM-supported study circle.

6.6 The professional development committee should consult with subject-based subject teachers' groups and with teachers to identify the zonal needs. The PEA should be aware of national needs, for example those arising from curriculum reform or from management issues.

6.7 The professional development committee should decide on the balance of national and local needs to be covered in the three INSET/CPD days. For example, two days might be spent on local needs and one on national. Alternatively, sometimes a day might focus partly on local needs and partly on national needs.

6.8 The overall focus of the INSET/CPD days should be on teaching and learning although some time may be spent on critical issues such as teacher ethics.

C. How can the teachers in the zone be organised for attendance at INSET/CPD days.

6.9 In an average zone there are 160 teachers. It is not effective for all 160 teachers to attend on the same day. Professional groups should contain a maximum of 30 teachers. This means that teachers would have to be divided into 6 groups for the zonal INSET/CPD, with each group attending on a different day.

6.10 There are many different ways of organising the groups and these could vary from one term to the next. The groups could be subject-based or class/section-based. In the former case, the subject could be those on the curriculum or could even be extra-curricular (e.g. sports). In the latter case this could include a grouping of heads, one of infant teachers, one of junior teachers and one of senior teachers. As this might not give enough groups, the last three might be further split, either on a class by class basis or by grouping some schools together. If, for example, there are 12 schools with total of 48 teachers of infants, either this could come as separate groups or standard 1 and 2, then the teachers of standard 1 and standard 2 from 6 of the schools could come for one INSET day while those for the other schools could come on another day.

D. When should the INSET/CPD take place and for how long?

6.11 The PIF-mandate INSET/CPD days should be planned to last for a full-day of six hours while other locally organised INSET does not necessarily need to take so long. The locally organised INSET could last half-day or less unless resources from TDC funds are available to provide some refreshments/lunch for all full-day meeting.

6.12 The INSET/CPD day should not take place in school time. Use should be made of the weekend or school holidays (including casual days).

6.13 The plan for the whole day should be drawn by the Professional Development Committee.

6.14 The plan should be ratified by the TDC Management Committee and forwarded to the CPEA. It should be approved by the DEM on the advise of the desk office and/or CPEA.

E. What resources are needed and how are they obtained?

6.15 There are some packages written to support school or zonal-based INSET/CPD sessions and they could be used, e.g. PCAR journeys and health promotion INSET materials.

6.16 The consumable and other physical resources needed for INSET/CPD should be purchased through the TDC resourcing fund. This is provided on an annual basis. It should be ensured that the budget submitted for the resourcing fund contains what is needed for the three INSET sessions per year.

6.17 The resourcing funds will be provided on a sliding scale from rural to urban TDCs. The rural TDC will receive slightly more because of their higher costs in obtaining resources.

6.18 As much use should be made as possible of locally available resources.

6.19 Resource persons should be drawn, where possible, from the expertise within the zone. The existing teachers should be used or sometimes retired teachers. External resource people may be used but both they and retired teachers might need some funding which shall be from the TDCs' own funds.

6.20 Reconciliation of funds is to be made before release of any further funding. The DEM will approve reconciliation and request for further funds.

6.21 A professional report on each INSET/CPD day will be attached to the expenditure accounts which will be based on stipend receipt slips also attached. The set of reports and accounts for each zone will be sent to the DEM on completion.

6.22 TDC Management Committee will be accountable to the DEM and the District Education Committee. The Management Committee will keep copies of the accounts, receipt slips and reports sent to the DEM.

6.23 Release of funding will be publicised at different levels. The release of funding from DTED will be appropriately publicised. The TDC Management Committee will know when funding has been received at district level through the DDF. The Management Committee will be obliged to publicise funding amounts to each school in the zone.

6.24 TDC maintenance and resourcing funds will be managed by the TDC Management Committee while the Continuing Professional Development (CPD) funds will be managed by the PEA (Primary Education Advisor).

6.25 The DEC is to keep funds for minor works and resourcing while DTED keeps the funds for major works. Further funds to the DEC through the DDF will be made after annual reconciliation to DTED.

6.26 TDC Management Committee must produce budgets and plans for expenditure on maintenance and resourcing for submission and approval by the DEC. They must render accounts to the DEC.

6.27 DTED will commission an annual government audit of these accounts.

F. Annual Evaluation of TDCs/zones

6.28 District's report on zonal/TDC evaluation should be distributed to divisional managers, district managers, SEMAs and the inspectorate and advisory section. Special Professional Development evaluation teams will check whether recommendations in previous reports have been attended to.

6.29 CPD teams will include accounts personnel to check the financial records and professional reports kept at the districts.

6.30 CPD evaluation teams will check that the minor works indicated in the previous year's maintenance programmes have been carried out.

6.31 Special visits will be organised to verify completion of major maintenance works.

6.32 CPD evaluation teams will check that items from the previous year's resourcing plan have been entered in the stock book and accession registers as appropriate and that items are physically present or have been written off.

7. TEACHER DEVELOPMENT

The Teacher Development Centres (TDCs) and their resources including the motorcycles will be handed over to the District Assemblies (DAs). The Department of Teacher Education and Development (DTED) will work hand in hand with DAs.

7.1 TDCs' Maintenance Grant

Each DA will submit to DTED its annual budget to cover minor maintenance works such as repairs, repainting, etc. The money will be released to DAs annually. Proper and satisfactory accounting and reconciliation will be observed as this will be the determining factor for the next grant. DTED will only retain money for major works such as structural defects or damage caused by natural disasters. This money will be released on the event of such incidences and proper accountability will be of paramount importance.

7.2 Continuing Professional Development (CPD) Grant

Depending on correct information on the total number of teachers per district, DTED will support three Continuing Professional Development (CPD) activities per year. It will release on termly basis a grant which will cater for lunch allowances for teachers during CPD activities. The release of the next grant will depend on the correct and satisfactory accountability and reconciliation of the previous grant.

This should not bar the TDC from having more than three CPD activities per year. TDCs can have more than one CPD activities using their local funds.

7.3 Motorcycles

DTED will be responsible for the replacement of motorcycles, the initial rider training and management and the district education transport management system whilst DAs will be responsible for the plan preventive maintenance (PPM) and the day to day running maintenance of the motorcycles.

7.4 TDC Management Committee

The TDC Management Committee whose duties are prescribed in the TDC handbook should continue managing the TDCs at local level and raise funds for security and utilities such as water and electricity. District Education Committee (DEC) should make the TDC Management Committee accountable to them.

Guidelines for School Discipline

1. DISCIPLINE

Nowadays school put much emphasis on learning and imparting knowledge. Social training, so much a part of the traditional way of life, seems to be neglected. Yet it is particularly needed in these times of rapid change in our country. By some means, guidance in sound behaviour and conduct, which can make pupils honest, happy and useful citizens, must be given in schools. The most important task of parents is to teach their children good behaviour and to encourage them in their studies. Social training aims at developing good discipline, both in the school and in the home, is to train young people so that they develop into responsible adults: adults who can make their own decisions given a wide choice and in the end accept the consequences of these decisions.

In order to support and enhance the aims of the home, every school should train pupils to be good friends, good future husbands or wives, good parents, good neighbours and above all good citizens. Discipline involves keeping a delicate balance between control and freedom. It limits a child's freedom to protect him from the severe consequences of his inexperience and yet gives him opportunities for his development. Children learn by imitation. The head teacher who is interested in good discipline should:

- a. set a good example in courtesy, kindness, enthusiasm, orderliness, promptness, hard work, and respect for everybody at school (teachers as well as pupils);
- b. expect and demand high standard of behaviour from the pupils;
- c. create many opportunities for pupils in school activities so as to develop the desired elements of good sportsmanship and good citizenship;
- d. formulate early in the school year the minimum number of school rules necessary for the smooth running of the school, and ensure that their purpose is clear to everyone;
- e. ensure that class-work is organised in such a way that the pupils will be kept busy with profitable, varied and satisfying activities throughout the day;
- f. when necessary give clear and concise instructions and explanations to both staff and pupils;
- g. be fair and consistent in all dealings with pupils and members of staff.

In schools where the staff works closely as a team, where children are used to working and playing together and are given some real responsibilities, good discipline result and thrives. In this community, teachers are charged with the responsibility of teaching and of developing good behaviour in the pupils. They impart knowledge to the pupils directly and also impart knowledge to the parents indirectly. They also have the responsibility of teaching good morals. The head acts as a bridge between the school and the parents.

Discipline generally means doing something at the right time, in the right place and in a proper manner. Good discipline in a school means proper behaviour from both pupils and teachers. It implies knowledge of how to act without causing friction and disturbance to the normal running of the school.

2. CASES AND CAUSES OF INDISCIPLINE

2.1 Cases of Indiscipline

Some examples of indiscipline on the part of teachers are:

- Drunkenness
- Late reporting for duties/unpunctuality
- Unprepared ness
- Insubordination, either in deed or word
- Immorality, e.g. having sexual relations with pupils
- Use of foul language
- Unacceptable dress
- Absenteeism

Some common examples of indiscipline on the part of pupils are:

- Smoking Indian hemp and other types of tobacco
- Bullying
- Beer drinking
- Stealing
- Immorality, e.g. having sexual relations with pupils and teachers
- Insubordination
- Improper dress
- Use of foul language
- Late reporting for school/class
- Lack of courtesy to fellow pupils, teachers, visitors, parents, etc.

2.2 Causes of Indiscipline

Some of the causes of indiscipline are as follows.

2.2.1 Poor Relationship between Pupils and Head Teacher

This could come about through:

- i. Unreasonable punishments, e.g. punishing a child heavily for a minor offence
- ii. Inconsistency, e.g. punishing a child today and excusing him/her for a similar offence the next time
- iii. Lack of firmness: that is the inability to enforce rules and regulations that should be followed at a school
- iv. Failure to make school rules and regulations known to the pupils, parents and teachers
- v. Irresponsibility, e.g. the Head Teacher talking ill of a member of staff in front of other members of staff instead of discussing any problems with those concerned
- vi. Authoritarianism: that is inability to see other people's point of view. The authoritarian Head thinks he is always right and his tendency is to rule without consultation on important matters. The Head does indeed have the last word, but should not also claim the second last word.

2.2.2 Teachers

- i. The inadequately prepared teacher does not have enough materials to give to

the children and to keep them usefully occupied. Eventually the pupils become bored and start causing disturbances.

- ii. The teacher may prepare well but he may not know the subject matter well and this causes indiscipline if discovered by the pupils.
- iii. Poor staff relationships and pupil/teacher relationships
- iv. Poor staff relationships with the local community
- v. Lack of interest on the part of the teachers and pupils
- vi. Unequal treatment (teacher to pupils, head teacher to teachers)
- vii. Absenteeism from school for no proper reasons and leaving no work to other teachers to give to ones class

On the part of the pupils one cause of lack of interest could be repeating a class many times, particularly in Standard 8.

Poor staffing and lack of equipment can cause lack of interest on the part of the teacher. It can also cause frustration on the part of pupils.

2.2.3 Parents

- i. **Bad Behaviour:** Parents sometimes behave badly in the presence of their children. Speaking ill of teachers in the presence of children is just one example.
- ii. **Poor Diet:** Giving a child insufficient food or an unbalanced diet. Giving a child money instead of food when going to school.
- iii. **Non provision of basic school requirements** such as appropriate clothing for school wear.

3. SOME GUIDELINES ON DISCIPLINE

Since discipline means guided growth towards self-control, self-direction and self-discipline, the Head Teacher should try to promote conditions which lead pupils to grow towards these objectives. Listed below are some of the good points to follow when enforcing discipline:

- i. Relevance
Any disciplinary action must be related to specific misbehaviour. The child must know why he/she is being punished. Punishment without giving a reason is bad. Equally bad would be to discipline a child through reason alone. There is time to reason with a child and time to punish him.
- ii. Immediate Action
As soon as bad behaviour is detected, it must be corrected immediately. Delay destroys the training effect of the corrective action.
- iii. Consistency
There should be no favouritism in the way discipline is enforced. Similar offences should be corrected with appropriate corrective measures.

3.1 School Rules and Regulations

Rules and regulations are made to prevent undesirable behaviour in a community. the school as a community is composed of many different individuals with different interests. Rules and regulations are made to ensure that the goals of a school are achieved. These rules should be meaningful and clearly defined.

Two sets of rules and regulations exist; those from the Ministry of Education which must be obeyed without question; and the school-made rules.

For a school to run well, rules should be made on:

- a. Punctuality at the beginning of term and for all school activities;
- b. The care of school property including buildings, furniture, equipment and stationery;
- c. Encouraging pupils to observe personal and environmental hygiene;
- d. Encouraging pupils to dress properly and wear recommended school clothing which may include uniform;
- e. Establishing and maintaining school discipline;
- f. Pupils showing courtesy and respect to teachers, elderly people, visitors and to each other in speech and action.

Some measures which should be taken in dealing with discipline cases include:

- a. Counselling;
- b. Internal punishment,
- c. Suspension,
- d. Verbal warning in the presence of the pupil's parents/guardians

Serious offences which lead to suspension of pupils from school include:

- a. Open defiance of authority in deed or through words
- b. Drunkenness
- c. Pregnancy or responsibility for pregnancy
- d. Use of narcotics, such as hemp smoking
- e. Persistent truancy
- f. Absence overnight without permission if a pupil is a boarder

3.2 Types of Punishment to be Given

In the first place it should be stressed that the aim of punishing a child is to correct him/her. Any punishment should be relevant to the offence and kept in proportion.

The following are some of the suggested types of punishments:

- a. Sending a child out of the class for a short time
- b. Making a child stand on one leg for some time
- c. Making a child run round the school if he/she is late for school
- d. Giving a child a piece of work to do after normal school hours
- e. For coming late, a child may be asked to do the part of the lesson which he/she missed. This should be done after school hours.
- f. Paying for the damage done
- g. Public repentance: A child who commits an offence is asked to repent in front of the class or school.
- h. Reprimand: The Head invites the offending child to the office and talks to him/her strongly to make the child realise his/her mistake.

3.3 Reward and Punishment

Punishment as a disciplinary measure should not be aimed at revenge. It should be the infliction of an unpleasant experience in order to modify future behaviour. To be effective, punishment should help a child to take stock of himself/herself. If this condition is absent, it may produce fear, resentment and hostility.

Punishment as a corrective measure should attempt to change the pupil from a wrong doer into a well-behaved child and deter other pupils from committing the same or similar offence.

Under any circumstance, punishment should be the last resort after all other disciplinary measures have failed.

As bad conduct is punishable, so good conduct must be rewarded. Rewards put to good use improve the child's behaviour. Rewards in the form of praise, encouragement and issue of prizes and gifts induce pupils to behave well in anticipation of a reward. In other words, the child behaves in a certain way in order to get a reward but not because he/she understands that such behaviour is good in itself. Material rewards should therefore be used cautiously.

3.4 Supervision of Punishment

Generally speaking, the class teacher must supervise punishments. However, if the punishment is in form of work and is done after school hours, the teacher on duty should verify that the punishment is done.

In any school the Head Teacher should appoint a Discipline Committee. The Discipline Committee should:

- a. Be convened to discuss major discipline problems under the directives of the Head Teacher and recommend a possible solutions;
- b. Be directed to investigate discipline cases and report the findings to the Head Teacher;
- c. Review discipline in the school at the end of the school year

3.5 Suspension and Exclusion Procedure

The power and authority to exclude a pupil from school are invested in the Ministry of Education. Therefore no Head Teacher should exclude a child unless so directed by the Minister. Therefore the Head Teacher should write to the Ministry of Education stating clearly all details of the discipline case and recommending the type of punishment, i.e. whether suspension or exclusion.

4. RELATIONSHIP

The Head Teacher must cooperate with his staff and respect them as fellow members of the profession. The teachers must also reciprocate. In the same way, there must be mutual respect among the teachers themselves.

The best attitude is one of friendliness, cooperation and mutual helpfulness.

The teacher should avoid adverse criticism of each other, whether to one another, to people in the community or to the children.

The teachers should avoid jealousy and gossiping, which bring unfortunate misunderstanding among themselves.

The teachers should share their ideas and experiences through visits to each other's classes and discussions.

A social distance must be maintained between male teachers and schoolgirls, and female teachers and schoolboys.

4.1 The Teacher-Pupil Relationship

It is most important to have a friendly atmosphere in the classroom, and indeed in the whole school. In order to achieve this the following points should be observed:

- i. The children should feel they can trust their teachers and they should know by their attitude that the teachers are ready to help and guide them.
- ii. The children should be able to speak to their teachers if they are in any difficulties, knowing that they will help if they can.
- iii. The teachers must be friendly and kind to the pupils without being over-familiar.
- iv. The pupils must be disciplined and trained to behave in a reasonable way.
- v. When punishments are administered they should suit the offence and the age of the child to be punished.
- vi. The Head Teacher must advise and warn a male teacher when social distance between him and female pupil is narrowing. The same applies to a female teacher and a schoolboy.
- vii. When an undesirable relationship between a boy and a girl pupil has developed the following steps are recommended:
 - The Head Teacher should interview the pupils. It may be desirable to have a member of staff present as a witness.
 - If the Head Teacher finds that the situation is serious, the parents should be invited to the school to help on the issue.
 - The Head Teacher is not limited to the above procedure: He may employ other methods of remedying the situation so as to maintain discipline at the school.

The education standards and the overall discipline of a school are the responsibility of its Head Teacher.

As a representative of the Ministry of Education or the Local Assembly, the Head Teacher should ensure that all members of staff under him adhere to regulations governing civil servants.

5. THE SCHOOL ASSEMBLY

The School Assembly is a regular feature in a school as a means of seeing that everybody is informed without having to repeat announcements to separate groups in classrooms. At an assembly pupils appear together as a unit. The Assembly, then, is used as forum for information giving and character-training. It is a unifying factor where pupils from all the classes come together and feel they are members of the same school community. School assemblies should be held at least once a week. Both pupils and teachers should attend at all times.

6. THE PUNISHMENT BOOK

In preparing Punishment Book, the Head Teacher should show the name, age and class of the offender, the specific offence, the place of the offence, corrective measures taken and any improvement in the behaviour noted in the child. A column for the Head Teacher's remarks and signature should be provided. This book assists the Head Teacher to assess the discipline of the school and to give comments on the character of individual pupils when issuing transfer letters.

Key Points in Planning and Updating District Education Plans (DEPs)**1. ACTION BY DISTRICT**

1.1 DEM Office will annually organize and hold a three to five day workshop for DEP updating.

1.2 At the annual DEP updating workshop, the District Planning Team will:

- conduct a survey of previous recent district educational achievements,
- review the previous version of its DEP and,
- update it based on progress made in implementing the previous plan, review and analysis of the latest education-related data developments.

The revision process will be done on DEP chapter by chapter as follows:

Chapter I: Introduction (on DEP)

Chapter II: District Education Profile (including gap analysis and prioritization of problems)

Chapter III: Strategy, Activities, Budget, etc.

Chapter IV: Implementation Schedule (including resource mobilization plan

For the details of revision process, refer to the DEP Updating Manual.

1.3 DEM office and DA will support this workshop financially and with appropriate staffing.

2. SUPPORT BY MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY

2.1 Education Division Offices monitor the districts' holding of updating workshops.

2.2 Division Planners provide the technical assistance in the workshop for the districts for which they have responsibility and assist in the DEP draft review and revision for the updated DEPs.

2.3 Division Offices vet the DEP drafts to verify completeness.

3. KEY PERSONS

3.1 District Level: District Planning Team (DEM, CPEA, DPD, DoF, DPW etc

3.2 National and Division Level: Division Planners, Planning Department, Basic Education Department, Secondary Education Department, EMAS, DTED of MoE

4. TOOLS AND MATERIALS

4.1 Previous year version of DEP

4.2 Survey of extent to which previous strategies and projects have been implemented as planned and resources were mobilized

- 4.3 Latest district education data, socio-economic data, recent educational improvement achievements in the district, available resources for development and district stakeholders educational needs identification by the DEM office
- 4.4 DEPs updating manual available at DEM's office
- 4.5 EMIS, PIF, National Education Sector Plan (NESP) and other related national plans, strategies and policies.

5 IMPLEMENTATION SCHEDULE

An annual updating workshop should be held in November. The updated DEP should be ready for review by MoEVT and DA by the end of November each year.

Note: For a detailed presentation please refer to the “**The National District Education Development Plans (NDEPs) – Guideline and Action Plan for DEPs Management 2005/06 – 2007/08**” Ministry of Education.

Guidelines for Budget Management

1. FINANCIAL MANAGEMENT AND ACCOUNTING

The 2005/2006 National Budget for example, has allocated a sum of over MK5 billion to the Local Government Authorities by way of sectoral funds transfers. Local Authorities have opened sector specific Other Recurrent Transactions (ORT) bank accounts through the Accountant Generals' Department in respect of Agriculture, Health and Education sectors. Local Authorities have also opened other accounts for General Resource Fund (GRF). The following procedure shall be followed:

1.1 Account Signatories

In respect of the three sectors as mentioned above, the account signatories shall be as categorised below:

Category A

The DC/CE

The Sector Head

The second in command to the Sector Head

Category B

The Director of Finance

Deputy Director of Finance

Sector Finance Officer (above the rank of Senior Clerical Officer)

For the pool account to be opened in respect of the other sectors represented at the District, the Assembly shall resolve on one Sector Head and Deputy to be included in category A as well as the Finance Officer from the sectors to be included in Category B.

In line with Government's standing financial regulations, cheque payments below MK100, 000 shall be signed by two signatories from categories A and B who shall be from both the DC's/CE's Secretariat and the sector. Cheque payments above and equal to MK100, 000 shall include the signature of the DC/CE. The other signatories shall be the Sector Head or in his/her absence, the second in command from category A and the Director of Finance or in his/her absence the Deputy Director of Finance from Category B.

For the GRF account, the signatories shall be categorised as follows:

Category A

District Commissioner/Chief Executive

Director of Administration

Director of Planning and Development

Category B

Director of Finance

Deputy Director of Finance

Accountant (above the rank of Senior Clerical Officer)

Custody of all chequebooks shall be the responsibility of the Director of Finance.

2. BANK RECONCILIATION STATEMENTS AND CASH CONTROL

Local Authorities shall prepare bank reconciliation statements on monthly basis.

The Director of Finance shall oversee the bank reconciliation process. The Director of Finance shall assign finance personnel from the sectors to prepare the bank reconciliation statements and cash controls. However, the responsibility to prepare these statements shall remain that of the Director of Finance.

The bank reconciliation statements shall be sent through the DC/CE to the NLGFC by 20th of the following month, with a copy to the line Ministry. These shall be forwarded to the Accountant General's Department by the 30th of the same month. For a specimen format of the bank reconciliation Statement, see a separate document.

Cash controls shall be prepared and submitted to the NLGFC by the 5th of the following month. The cash controls shall be forwarded to the Accountant General's Department by the 10th of the same month. A specimen format of the cash control is presented in a separate document.

3. ACCOUNTING PROCEDURES

Accounting procedures in Government follow prescribed specifications. It is important that books of accounts such as ledgers and cashbooks are properly maintained. The Ministry expects the Assemblies to be accountable, responsible and transparent in all transactions they shall carry out using public funds. In this regard the Assemblies shall:

- Maintain sector specific ledgers and cashbooks in respect of funds for the devolved functions
- Follow payment procedures
- Prepare payment vouchers
- Ensure certification of payment voucher by the Sector Head and that the expenditure item conforms to the provisions of the approved Government budget and that the line item is not overdrawn
- Operate within the Government approved budget
- Ensure that the expenditure item is appropriately coded (Central Government's coding system to apply for sector funds pending harmonisation of Local Authority and Central Government's chart of accounts)
- Produce Output/Activity Based Budget progress reports
- Ensure that the DC/CE or an appointed senior officer (in the absence of the DC/CE) countersigns each payment voucher
- Record funds receipt in the cashbook on the date of the transaction
- Record expenditures in the ledger and posted to the cashbook on the date of the transaction
- Prepare and send monthly cash controls and bank reconciliation statements in respect of each sector bank account through the DC/CE.

Where a sector does not have representation at the Assembly, the payment vouchers in relation to that sector shall be processed through the main Secretariat of the DC/CE office.

Local Authorities shall ensure that a detailed cheque register is maintained for purposes of recording incoming and paid out cheques.

Financial reports shall be done and submitted at the following intervals: monthly, quarterly and end of year reports. These shall be submitted to Treasury, Accountant General, NLGFC and the line Ministries by the 10th of following month for monthly reports.

Monthly cash controls and bank reconciliation statements in respect of each sector bank account shall be prepared and sent through the DC/CE to the Accountant General's Department and NLGFC as already outlined.

4. QUARTERLY ACTIVITY PROGRESS REPORTING

On a quarterly basis sectors shall prepare progress reports in line with their work plans on devolved activities. These shall be submitted to the NLGFC and the Sector line Ministry. The DC/CE and the Sector Head shall countersign all reports.

The sector progress reports shall be incorporated in the quarterly Output/Activity Based Budget progress report of the Assembly and presented to the Full Assembly and NLGFC.

5. END OF YEAR PROCEDURES

At the end of each year, all accounts shall be closed and balanced in line with guidelines provided by the Accountant General towards the end of each financial year.

All financial reports prepared and submitted by local Authorities shall be in both soft and hard copies.

6. BUDGETING

Sectors are supposed to budget for activities in line with the Fiscal Decentralisation process. For sectors in the first year of devolution, detailed budgets for devolved functions appeared in the parent Ministry's votes and were isolated for direct funding to the Assemblies.

For sectors in the second year of devolution, Assemblies assisted by the line Ministries did budgeting for devolved functions.

For sectors in the third year of devolution and in subsequent years, Assemblies shall budget for devolved functions.

Allocation of resources shall be based on the sectoral allocation formulae and each assembly shall appear as a cost centre in the national budget.

7. RECORD MAINTENANCE

In the mean time, the accounting records and books for devolved functions shall be maintained on the basis of Public Sector Accounting System, pending alignment to the Local Government accounting and financial management system and shall comply with Generally Accepted Accounting Practice (GAAP) and standards in line with the provisions of Section 13 of the Public Finance Management Act (PFMA), 2003.

8. INTERNAL CONTROLS

Each Assembly shall have an Internal audit unit. The Internal Auditor shall work independently of management's influence and shall have unrestricted access to all books of accounts maintained by the Assembly.

The Internal Auditor shall:

- Draw an audit work plan for each financial year in respect of all activities of the Assembly by 31ST March. The work plan shall be submitted to the NLGFC and Auditor General.

- Submit quarterly audit reports to the Finance Committee of the Assembly through the DC/CE with copies sent to NLGFC and the Auditor General.

The accounts of the Local Authorities shall be subject to annual audits by the Auditor General or an auditor appointed by him or her in line with the provisions of Section 54(1) of the Local Government Act.

9. PROCUREMENT

Each Local Authority shall have a Management Procurement Committee (MPC) that shall:

- Be responsible for the procurement of goods and services for the Assembly.
- Be composed of the Director of Planning and Development, the Director of Finance and four Sector Heads as determined by the Assembly.
- Co-opt a Sector Head from the sector whose request for procurement is under consideration to gain from technical input of the sector.

Procurement procedures shall comply with provisions of Public Procurement Act, 2003 and shall be in line with Local Authority procurement guidelines.

10. REVIEW OF THE GUIDELINES FOR BUDGET MANAGEMENT

These guidelines are subject to periodic review in line with trends in the fiscal decentralisation process. The review system shall be done through close liaison of the Accountant General's Department, Treasury, the NLGFC, the Ministry of Local Government and Rural Development, the Auditor General and the sectoral authorities

11. TRANSPARENCY AND ACCOUNTABILITY

Transparency and accountability at all levels is essential to ensuring the most equitable, effective and efficient allocation of resources towards primary school management. The following is how this can be achieved:

- At a national level, the Ministry of Education should make available information on plans related to primary school management, together with output-based budgets. As plans are implemented, timely information should be made available to enable monitoring and ensure accountability
- Information on national plans and their progress should be disseminated through district structures, preferably in vernacular language. A short progress report by the Ministry of Education on a quarterly basis would be one possibility
- Civil Society Networks at a National level have a responsibility to monitor the Ministry of Education and ensure that it meets its standards of transparency, and is held accountable for its actions
- Development Partners must also meet minimum levels of transparency and accountability by providing information on their plans and budgets to both the Planning Department in the Ministry of Education, as well as District Assemblies where they are implementing project activities.

At a community level, SMCs should be transparent in all their dealings. This should be done through holding regular PTA meetings that require the SMC to account for their actions in a public forum. Such meetings should be held at regular intervals during the year (quarterly) with additional meetings should any major issue arise. These meetings or **'social audits'** can be included as part of the Social Contract.

Accountability should be both horizontal and vertical (bottom-up and top- bottom) for all players. This should be comprehensive and objective.

Communities should be sensitised on the importance of transparency and accountability from the SMC they have elected. This can be achieved through innovative approaches, such as participatory theatre. Communities through their PTA must be empowered to dissolve those institutions that have failed to perform, and elect new ones. Director of Education (now the District Education Manager) should have a budget specifically for community participation in primary school management, which will fund such things as; PTA meeting, training of School Management Committees, and all other related community school management activities.

Guidelines and Regulations for Managing and Administering Open and Distance Learning (ODL) Centres

1. INTRODUCTION

Open and Distance Learning (ODL) Centre is a generic term referring to an institution set up within existing Government education institutions to provide education through open and distance education methods.

ODL Centres include:

- (1) Open Secondary Schools (OSS) operating in government conventional secondary schools, community secondary schools, community day secondary schools
- (2) Distance Learning Centres operating in approved government primary schools, Teacher Development Centres, Teacher Training Colleges or any other college or institution having appropriate facilities and atmosphere for the provision of educational services

All such Centres shall fall under the jurisdiction of the manager of the accommodating institution. The manager shall appoint a coordinator to run the day-to-day transactions of the Centre. The role of the manager shall be to liaise with the distance teaching institutions on academic, management and administrative issues of the Centre. In principle, the institutions running ODL Centres shall be considered as operating on a dual mode basis, that is, one institution having two systems of course delivery.

2. PROCEDURE FOR ESTABLISHING ODL CENTRES

2.1 Application Procedure

To establish any ODL Centre, stakeholders including the community, District Assemblies (DAs), Education Division Managers (EDM), the manager of the institution where the Centre is to be set up shall express interest of the local community in the establishment of such a Centre.

The applicant shall be the community through the manager of the institution, who would seek the endorsement of either the EDM or DA, depending on the category of Centre to be established, before the application is submitted to Malawi College of Distance Education (MCDE):

- (1) Open Secondary Schools (OSSs), as well as such Centres that operate in TTCs and other institutions that are under the direct jurisdiction of MoEVT, EDM shall endorse the application.
- (2) For such Centres that operate in TDCs, primary schools and other institutions whose management function is devolved to DAs, the DA concerned shall endorse the application.

Prospective applicant shall obtain an application form from MCDE. Managers and local authorities shall be obliged to provide recommendation on the magnitude of need and suitability of the premises for the requested centre. The manager of the institution shall send the application form and any other relevant documents supporting the application to MCDE for processing.

MCDE shall give an approval within a period of 60 days, in the event that all requirements have been fulfilled and are satisfactory.

Detailed procedures and regulations are available in a handbook which stakeholders shall access on request on how to establish such Centres.

2.2 Conditions Required for Establishing ODL Centres

2.2.1 Open Secondary Schools (OSSs)

The Open Secondary Schools (OSSs) shall be established on the following conditions:

- (1) The head of the secondary school should accept to manage the OSS through a coordinator.
- (2) The head of the secondary school should allow teachers of the secondary school to participate in the supervision of ODL learners and should control them on the operation of the OSS based on the ethics of the profession and the regulations of the Ministry of Education and MPSR.
- (3) The head of the institution through the coordinator should accept to participate in the management of the OSS resources including revenue.
- (4) The head of the institution should monitor the administration of the OSS.
- (5) The head of the institution should ensure that all OSS learners are enrolled with MCDE and tuition fees are paid to the OSS.
- (6) The head shall ensure that OSS learners are adequately supported following the principles and practice of ODL.
- (7) The head shall ensure that learners in the OSS follow the by-rules set for the management and administration of OSS and those learners in the OSS shall be free to participate in the educational activities of the school.
- (8) The head of the school shall cause the books of the accounts to be audited by internal and external auditors.

2.2.2 ODL Centres in TDCs, TTCs and Primary Schools and Other Institutions

The ODL Centres other than OSSs shall be established on the following conditions:

- (1) The introduction of the ODL does not disrupt the main activities of institution.

- (2) The management of the institution agrees to promote the centre's educational activities and encourage the use of learner support systems for open and distance learning.
- (3) The management agrees to ensure that all the learners are enrolled with MCDE and pay stipulated fees to the college and to the institution.
- (4) The management agrees to control the management and administration of the Centres such that its introduction is not open to abuse of any kind (personal gains, immoral acts, etc).
- (5) The Centre has adequate facilities resources to support the learners.
- (6) The Centre facilitates the procurement of study materials from MCDE.
- (7) The Centre shall ensure safe custody of appropriate and quality scholastic records.
- (8) The Centre shall use ODL principles in course delivery.
- (9) The Centre shall be responsible for the formative assessment and evaluation of the learners.

3. REGULATION ON EVALUATION OF ODL CENTRE LEARNERS

3.1 For Learners at OSS

The teacher-supervisors shall be responsible for formative evaluation and all learners will sit MANEB examination for summative evaluation.

3.2 For Learners at Centres in TDCs, TTCs, Primary Schools and Others

- (1) The centre shall be responsible for formative evaluation.
- (2) Learners shall be required to submit three tutor-marked assignment per year to MCDE.
- (3) Learners sit MANEB examination for summative evaluation and certification

4. RECRUITMENT OF MENTOR

Recruitment of mentors shall follow the following procedures:

- (1) The Centre shall advertise the existence of such posts in the Centre in the local community and qualified persons shall be recruited following Government procedures.
- (2) Successful applicants shall be offered the post on merit.
- (3) The Centre shall arrange to have the recruited persons inducted by MDCE in the principles and practice of ODL.

- (4) The terms of reference shall be drawn by the Centre, which shall be responsible for the remuneration of the mentors.

5. MCDE GUIDELINES ON ODL PRINCIPLES AND PRACTICE

All course materials developed by MCDE follow the principles of open and distance learning. Stakeholders shall liaise with MCDE on the standards and quality required in course delivery using such instructional materials. MCDE shall regularly run orientation programmes and certificate courses for ODL practitioners. However, stakeholders shall contribute towards the running costs of such programmes except where it shall be explicitly stated otherwise.

MCDE shall from time to time publish revised handbooks, audio and video materials for teachers on the Principles and Practice of ODL.

6. REGULATIONS ON RESOURCES FOR ODL CENTRE MENTORS

The Centre shall hire the mentors. The Centre shall provide the resources the mentor requires to carry out the supervisory work. The Centre shall ensure that part of the tuition fees shall be used for such resources.

In the event that MCDE has resources for free distribution, the resources shall directly be given to the Centre and not the mentor. It will be the discretion of the Centre to decide how best it shall use the resources. All resources obtained for ODL shall remain the property of the Centre. If the Centre becomes defunct, the property shall remain the property of the institution operated. Consequently the property will remain accessible to the local stakeholders.

7. MCDE GUIDE ON ODL METHODS

ODL course delivery methods are dynamic. They depend on the technology selected and used. Initially MCDE will be responsible for inducting and training practitioners. Where adequate personnel have been trained, this will be decentralised and MCDE shall take a supervisory role and ensure quality of teaching through open and distance learning methods.

8. SUPERVISION, INSPECTION AND EVALUATION OF ODL PROGRAMMES

To ensure quality course delivery in open and distance learning programmes, MCDE shall have two systems of supervision, inspection and evaluation: Internal System and External system:

8.1 Internal System

The District Assembly education supervisors and inspectors shall be oriented in the principles of course delivery in ODL Centres. As these go out to conventional teaching institutions, they shall include in their programme the ODL Centres. The education supervisors and inspectors shall make a copy of their report to MCDE for study and observations.

8.2 External System

MCDE shall visit ODL Centres to supervise, inspect and advise. MCDE shall make a general report on the status and quality of open and distance learning programmes and shall remedy the errors during orientation programmes and other meetings that shall be convened for purposes of improving the system.

Where possible and necessary MCDE may request the services of a consultant every five years to evaluate its ODL Centre programme.

9. ODL CENTRE INFORMATION MANAGEMENT

MCDE shall advise the Centres on the type and nature of information to be kept and the expected efficiency in the retrieval system. The centre shall be expected to keep quality records on the following:

- (1) Learner bio data
- (2) Learner scholastic record
- (3) Centre enrolment by age, sex, year (form), etc.
- (4) Candidates for each examination
- (5) Examination results
- (6) Number of modules learners received
- (7) Courses offered and their subjects
- (8) Records of the teacher supervisors
- (9) Discipline issues
- (10) Other relevant information

10 MCDE REGULATION ON PAYMENT AND USE OF FEES

A learner in an ODL Centre shall be a learner of MCDE on condition that, that learner pays all the following three types of fees as stipulated by MCDE:

- (1) Learners registration fees
- (2) Course materials fees
- (3) Tuition fees

Learners registration and course materials fees shall be remitted to MCDE.

The Centres shall keep tuition fees for management and administration of the Centre. Tuition fees shall therefore cover the Centre expenses such as teacher-supervisor or mentors' remuneration, replenishing used up resources, maintenance of infrastructures, teaching and learning facilities, utilities and staff allowances, transport claims and any other expenses related to school management and administration.

The following conditions do not qualify a learner to be a learner of MCDE or the Centre:

- (1) Paying tuition fees only
- (2) Paying tuition fees and registration fees only
- (3) Paying tuition fees and course fees only

A learner at the Centres shall pay all fees in full. They shall be recognised as MCDE learners only when all fees are paid and issued with appropriate receipts.

Registration shall be paid by the learners in requesting MCDE to consider that learner as a legal learner of the College. Learners who have not paid registration fees shall not be considered as learners of the College.

Course fees shall entitle the learner to receive study materials from the College. Unless stated otherwise, learners shall be obliged to use MCDE's modules in the courses that the College offers. Where the College substitutes its course materials it will advise the Centre in writing.

Tuition fees shall entitle the learner to attend face-to-face instructions and other education services carried out by the Centre.

All fees shall be paid to the Centre. The manager of the Centre shall remit registration and course fees to MCDE on enrolling the learners. MCDE shall enrol learners with the backing of details on the enrolment form that specifies the information needed to enrol someone.