



MINISTRY OF EDUCATION SCIENCE & TECHNOLOGY



NATIONAL STRATEGY FOR TEACHER EDUCATION AND DEVELOPMENT (NSTED)



**(PRIMARY AND SECONDARY EDUCATION)
2007 - 2017**

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FOREWORD

The initiative taken by the Government of Malawi, through the MoEST and other partners in the education sector such as Universities of Malawi and Mzuzu, Domasi College of Education, African Bible College, Centre for Education Research and Training (CERT), Teacher Education Colleges (TTCs), Malawi Institute of Education (MIE) and development partners to jointly formulate a National Strategy for Teacher Education and Development (NSTED) in Malawi synchronised well with the development agenda of the Malawi Poverty Reduction Strategy Paper (PRSP) and the Policy and Investment Framework for education in Malawi (PIF).

Over the past decade also, the Malawi Government in collaboration with development partners has adopted conventional and non-conventional methods of teacher education and has further initiated innovations in the preparation of teachers to address the teacher shortfall that emerged with the implementation of the Free Primary Education (FPE) in 1994 and creation of Community Day Secondary Schools (CDSSs) in 1998. It is recognised, however, that many of these initiatives have been carried out without a detailed and definitive plan. At best, they have been responses to emerging challenges as opposed to being an implementation of a well designed and thought out national strategy for teacher education and development aimed at addressing the demand and supply situations. Secondly, despite the high proportion of Government budget going to education, the funding to meet the demand for quality teacher education continues to be inadequate. This is one of the reasons why, the initiatives referred to above have failed to deliver enough adequately qualified primary and secondary school teachers while in-service education and training (INSET), now more commonly referred to as continuing professional development (CPD), for practising teachers has remained ad hoc and spasmodic in Malawi, to say the least.

The need to formulate a National Strategy for Teacher Education and Development in Malawi (NSTED) arises from the unprecedented demand for adequately qualified primary and secondary school teachers in Malawi following the sudden expansion of both primary and secondary school systems. The National Strategy for Teacher Education and Development in Malawi provides guidelines for the establishment of a coherent and responsive teacher education and development programmes that strives to claim back teachers' professional integrity and contribute to the development of quality education in Malawi. In other words, the NSTED is nothing more than a basic working tool that guides the kind of work that needs to be done within the teacher education sub-sector in order to improve and maintain quality primary and secondary education and to form the basis for a longer term education sector planning.

The National Strategy for Teacher Education and Development (NSTED) represents a holistic approach to the provision of quality teacher education and continuing professional development in line with the priorities set in the Malawi Poverty Reduction Strategy Paper (PRSP) and the PIF. The original document benefited from expertise of a number of people that were gathered by Ministry of Education, Science and Technology (MOEST) to produce it. The initial preparation of this strategy involved a rigorous process covering a period of two years. Most significant was the extensive involvement of the Teacher Education Task Force III which was charged with the responsibility to finalise the strategy. Membership of this task force was drawn from African Bible College, CERT, CIDA, DANIDA, DFID, DTED, Domasi College of Education, GTZ, JICA, MOEST, Malawi Institute of Education, Teacher Education Colleges (TTCs), USAID, and Universities of Malawi and Mzuzu. The team worked in working groups, drafted sub-

committees and organised workshops. This process of continuous consultation and exchange of ideas was very enriching and stimulating for the purpose. The Ministry of Education, Science and Technology is confident that from this joint undertaking has emerged perspectives and practical steps through which the Government, bilateral and multilateral donor agencies, Universities, Teacher Education Colleges, NGOs, civil society, private sector as well as local communities will work together in close collaboration to improve and support teacher education and development in Malawi, leading to substantial reduction of poverty in Malawi.

The strategy has been revisited in 2007 in order to update it so that it can be used to give direction to the teacher education section of the National Education Sector Plan and the associated three year plan and detailed and costed annual implementation plans. It should be pointed out that this document is not conclusive in meeting the challenges in teacher education but sets a positive direction for the sector. MoEST regards this as a living document. We are bound to experience shortfalls in the document. It is the intention of the Ministry to proceed with implementation.

It is the hope of MoEST that concerned teacher education and related institutions will be committed to turning the strategies into concrete action that will bring about lasting positive changes in terms of improving quality of education through improved and coherent structures for teacher education in Malawi over the next ten years.



Anthony Livuza
Secretary for Education, Science and Technology,

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The Government of Malawi is greatly indebted to all development partners who financed and facilitated the production of this NSTED.

List of Abbreviations

AIDS	Acquired Immune-Deficiency Syndrome
ABC	African Bible College
ADC	Appointments and Disciplinary Committee
CCE	Cabinet Committee on the Economy
CDSS	Community Day Secondary School
CERT	Centre for Educational Research and Training
CIDA	Canadian International Development Agency
CPD	Continuing Professional Development
CSS	Conventional Secondary School
DCE	Domasi College of Education
DANIDA	Danish International Development Agency
DAPP	Development Aid from People to People
DFID	Department for International Development
DTED	Department of Teacher Education and Development
EFA	Education for All
EMAS	Education Methods Advisory Service
EMIS	Education Management Information System
FPE	Free Primary Education
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GoM	Government of Malawi
GTZ	German Technical Cooperation
HHI	Henry Henderson Institute
HIV	Human Immune-Deficiency Virus
HRMD	Human Resource Management and Development
ICT	Information and Communication Technology
INSET	In-Service Education and Training
IT	Information Technology
ITE	Initial Teacher Education
JCE	Junior Certificate of Education
JICA	Japan International Cooperation Agency
MAMSTIP	Malawi Mathematics and Science Teacher Improvement Programme
MASTEP	Malawi Special Teacher Education Programme
MCDE	Malawi College of Distance Education
MCDEC	Malawi College of Distance Education Centre
MGDS	Malawi Growth and Development Strategy
MGTSC	Malawi Government Teaching Service Commission
MIE	Malawi Institute of Education
MIITEP	Malawi Integrated In-service Teacher Education Programme
MOEST	Ministry of Education, Science and Technology
MOFEP	Ministry of Finance and Economic Planning
MP	Member of Parliament
MSCE	Malawi School Certificate of Education
MTEF	Medium Term Expenditure Framework
NER	Net Enrolment Rate
NGO	Non -Government Organisation
NSO	National Statistical Office
NSTED	National Strategy for Teacher Education and Development
OPC	Office of the President and Cabinet

PAP	Poverty Alleviation Programme
PCAR	Primary Curriculum and Assessment Reform
PEA	Primary Education Advisor
PEMA	Principal Education Methods Advisor
PER	Public Expenditure Review
PIF	Policy Investment Framework
PPPIIS	Payroll, Personnel and Pensions Integrated System
PRISAM	Private Schools Association of Malawi
PRSP	Poverty Reduction Strategy Paper
PSLCE	Primary School Leaving Certificate of Education
SADC	Southern Africa Development Cooperation
SEP	Secondary Education Project
SIPs	Sector Investment Programmes
SSTEP	Secondary School Teacher Education Programme
SWAP	Sector Wide Approach
TDC	Teacher Development Centre
TI	Teacher Institution
TPR	Teacher-Pupil Ratio
TSC	Teaching Service Commission
TT	Temporary Teacher
TTC	Teacher Training College
TUM	Teachers Union of Malawi
UCE	University Certificate of Education
UMCA	Universities Mission to Central Africa
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VCT	Voluntary Counselling and Testing

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EXECUTIVE SUMMARY

The overall goal of the National Strategy for Teacher Education and Development in Malawi (NSTED) is to educate and continually develop the professionalism of teachers so that they are able to effectively and efficiently deliver quality and relevant education at both primary and secondary school levels. The National Strategy for Teacher Education and Development in Malawi (NSTED) seeks to meet the increased demand for qualified teachers both at primary and secondary school levels who will be able to improve the quality of education in Malawi's schools

The strategy describes the principles and directions to be taken by teacher education in subsequent detailed development of teacher education policy and plans. This strategy defines the roles, responsibilities and specific place of professional development opportunities for teacher to be defined in the National Education Sector Plan (NESP) and other related strategies such as HIV/AIDS Education Strategy and EFA Action Plan.

Overall it is expected that this strategy will be of great assistance in shaping the Operational Plans which make up the NESP. (Long-term - (10 years), medium term such a MTEF- (3 years) and Annual Implementation plans) of the education sector in general and MoEST in particular.

Specifically, the National Strategy for Teacher Education and Development in Malawi (NSTED) sets out strategies for achieving the following specific objectives:

- (i) Establishing the Department of Teacher Education and Development so that it can coordinate all training and development activities for the primary and secondary teaching sectors
- (ii) Providing initial teacher education for both primary and secondary school teachers in a variety of modes in conjunction with teacher education institutions.
- (iii) Providing professional life-long learning through continuing education in order to improve academic and professional qualifications of teachers in conjunction with the teacher education institutions;
- (iv) Providing training to support the introduction of national priorities and to have a responsive professional development programme that addresses the needs of the teaching environment including HIV/AIDS, human rights, Gender and environmental management;
- (v) Providing a local infrastructure of well equipped TDCs and cluster schools to provide opportunities for supporting professional development at a local level
- (vi) Providing professional development opportunities at local levels to meet the needs of individual teachers and groups of teachers, individual schools and groups of schools
- (vii) Recruiting and training more female and special education needs teachers;
- (viii) Facilitating the training of untrained teachers through such interventions as access or bridging courses.

The National Strategy for Teacher Education and Development is in five sections

1. The background to teacher education and development in Malawi
2. Primary Teacher Education and Development
3. Secondary Teacher Education and Development
4. Wider issues relating to Teacher Management
5. Financing teacher Education and Development

Each section describes the issues and makes recommendations for action. The section on teacher management also discusses a range of wider issues which impinge on the effectiveness of teacher education. It is anticipated that up to date budgets will be prepared as part of the NESP process.

These strategies in turn are summarised in the framework document for professional development prepared for the Technical Working Group 2007 and in the strategy and policy document for professional development of teachers (Appendix G).

The NESP (2007-2016) and its sub-structure of shorter term annual implementation plans will then progressively turn these strategies and policy into concrete costed plans with clear success indicators. These plans take this strategy and attached policy document as their road map.

SECTION ONE

TEACHER EDUCATION AND DEVELOPMENT IN MALAWI

1.0 BACKGROUND

Article 28(1) of the UN Convention on the Rights of the Child, provides that every child has a right to free and compulsory accessible primary education, and different forms of secondary education and accessible higher education on the basis of capacity. It also calls for school discipline that is consistent with child's rights and dignity. Similarly, other international declarations such as Jomtien (1990), Dakar (1991), Ouagadougou (1993), Copenhagen and Beijing (1995), and Education for All (EFA) (2000) endorse the need and necessity for education to be available to all children. Malawi is a signatory to all these international declarations and has ratified them. At the regional level, Malawi signed the Southern Africa Development Community (SADC) Protocol on education and training in 2001. The protocol recognises that primary and secondary education is critical foundation upon which tertiary education is build. It is therefore important to improve and sustain education standards at primary and secondary school levels. At national level, the Malawi Government has adopted the Bill of Rights into its Constitution and puts premium on the right of the child to education. For example, Section 25(1) entitles all persons to education. Likewise Section 13(f) of the Constitution calls upon the State to provide adequate resources for free and compulsory education, and greater access to higher learning and continuing education. Section 30(2) calls upon the State to take all necessary measures for the realisation of the right to development. Such measures shall include, amongst others, equality of opportunity for all in their access to basic resources, education, health services, food, shelter, employment, and infrastructure. Similarly, the Education Act recognises the need to promote education and the progressive development of schools in Malawi where there shall be provision of efficient instruction and training. Section 55 of the Education Act stipulates that “no person shall teach in any school unless he/she holds an authority to teach or a licence to teach issued and signed by the Registrar of Teachers”. In an effort to implement international conventions and in an endeavour to actualise the Constitution of the Republic of Malawi, Malawi Government has come up with policies to ensure attainment of mass education as articulated in Vision 2020, Policy Investment Framework (PIF), Malawi Growth and Development Strategy (2006) and Poverty Reduction Strategy Paper (PRSP), among other policy documents. Teacher education, among others, has a critical facilitating role in achievement of objectives of all of these policies.

1.01. Historical Perspective

1.01.1. Primary Teacher Education

Malawi's present formal educational system evolved from the work of early European missionaries, starting in 1875 when Dr. Laws of the Free Church of Scotland opened the country's first school at Cape Maclear. The schools needed teachers, hence, missionaries had to embark on teacher education as a complementary service. Consequently, the Overton Institute, founded in 1894, started training teachers under the normal school (a school established for the training of teachers). The method adopted in the normal schools was that trainee teachers took lessons for one year, and then went out to teach for two years. They went back to the normal school for another one year; went to teach for another two years; and returned to the normal school for a third year and then graduated. In addition to training Livingstonia Mission teachers, the Institute also received teacher trainees from the Dutch Reformed Church and Free Church of Scotland. Two grades of teachers graduated from the Overton Institute: (i) Vernacular grade teachers; and (ii) English grade teachers. In 1895, the Livingstonia Mission opened a Teacher Training College (TTC) at Khondowe which offered a two year teacher education course.

In 1899 the Universities Mission to Central Africa (UMCA) established a Teacher Training College at Malindi, in Mangochi, known as St. Michael's Teacher Training College offering T4 qualification until 1968 when Malawi Government discontinued T4 and replace it with T3 qualification. Following the inspiration of the 1900 Conference, the Dutch Reformed Church in Malawi opened a Teacher Training School for teachers and evangelists in 1902 at Mvera, in Salima. The school was later transferred to Nkhoma, in Lilongwe, where it was called William Murray's Teacher Training College. The White Fathers trained teachers at all their stations from 1903.

In 1908 Blantyre Mission established the Henry Henderson Institute (HHI). Before 1908, student teachers were sent to Livingstonia for training while others became qualified through a programme of supervised apprenticeship called "mentorship". The HHI produced three grades of teachers: (i) vernacular grade teachers for elementary village schools; (ii) teachers with a school master's certificate which was equivalent to the English grade teachers of Livingstonia Mission; and (iii) teachers with an acting teacher probationer's certificate (Anglo-vernacular) for those who failed to pass the teachers' examination to obtain the master's certificate. One striking feature of Blantyre Mission was the organisation and supervision of its teachers. The HHI organised In-service training courses for all teachers every year. The courses were either for upgrading or professional development and lasted for two months. The Phelps-Stokes Commission recommended this system on grounds that it enhanced professional growth of teachers.

There were some weaknesses which affected teacher education. It became clear to government that many missionaries were not concerned about quality of the teachers they engaged. There was lack of provision for grading teachers. There were unclear teacher roles as both evangelists and teachers taught in the same schools. Finally, government noted variations in standards of missionary teacher education. It is against this background that the government opened the Jeannes Training Centre at Domasi in 1929. By 1937 the Centre had made commendable advances in teacher education including: (i) production of 75 trained teacher supervisors, drawn from various missions, who became advisers for local teachers; (ii) 60 teachers' wives were trained to assist their husbands to extend the influence of schools into homes and villages; and (iii) 19 Native Authorities were trained to promote rural development. Government provided grants to mission teacher education colleges. In 1955 government discontinued vernacular grade and introduced a post-school certificate. Government also set completion of eight years of primary school as minimum entry qualification for teacher training. In 1959 principals of Teacher Training Colleges met at Jeannes College at Domasi to discuss the teacher education curriculum. Between 1960 and 1964 a policy was formulated to emphasise the need for improved teacher quality. In 1962 Soche Hill College was opened and offered teacher education courses for T2 and T3 grades. These courses were discontinued in 1964 when government decided to upgrade Soche Hill College into an institution for secondary school teacher education.

Since 1964, there have been various teacher education programmes in operation for primary school teachers. One of them was a two-year residential programme leading to T2 and T3 primary school teacher certificates. This was followed by the Malawi Special Teacher Education Programme (MASTEP), an initiative which offered a three-year course integrating residential and distance modes of delivery, aimed at upgrading the large number of untrained teachers serving in the system. The third programme was a one-year residential, leading to the award of the same certificates as in the two-year face-to-face training mode. Candidates with Junior Certificate of Education (JCE = two years

of secondary education) and those with Malawi School Certificate of Education (MSCE = four years of secondary education) were both admitted to the one-year course. They undertook the same course and received the same certificate, but were graded differently as teachers. Those with JCE were graded T3 and those with MSCE were graded T2 on successful completion of the course.

The declaration of Free Primary Education (FPE) in 1994 brought in the largest number of untrained and under-qualified teachers. Government then adopted a new model of teacher education called the Malawi Integrated In-service Teacher Education Programme (MIITEP) in an effort to train the untrained teachers in the shortest period possible. Under this design, the previous ways of preparing teachers were suspended in all Teacher Training Colleges to give way to this new training model. This model comprised a combination of distance and residential delivery modes. During the residential period teacher learners were given basic introductory lectures in teaching, reading material and assignments to do when they went back to their schools which constituted the distance learning component.

After the phase out of MIITEP in 2005, Government adopted the current model of training primary school teachers called the Initial Primary Teacher Education (IPTE). This model comprises two phases that cover two years. The first phase is one year college based and the other year is school based. During the college based phase trainee teachers are taught pedagogical skills in teaching all the subjects offered at primary school level. In the school based year, trainee teachers, supported by mentors, practice the skills they learnt in the college based phase. There are still insufficient teachers being trained and MOEST intends to introduce a distance learning version of IPTE.

1.01.2 Secondary Teacher Education

Secondary education started in Malawi with the opening of Blantyre Secondary School in 1940. In 1961, the Ministry of Education announced a policy change that gave priority to the expansion of facilities for secondary education. This was followed by the appointment of the Phillips Commission and the Education Survey Team to look at the implications of the 1961 education policy. In 1962, the Phillips Commission and Education Survey Team agreed and recommended that there was a need to embark on expansion of the secondary school sector and improvement of teacher education. The Education Survey Team further recommended improvement of the quality of both primary and secondary education.

Consistent with recommendations of the Phillips Commission in 1962, the Government of Malawi began training secondary school teachers at Soche Hill College. Soche Hill College not only addressed teacher demand in the wake of expansion of secondary education, but also attempted to replace expatriate teachers with locally trained ones. In 1965, when the University of Malawi was established, Soche Hill College became a constituent college of the University of Malawi offering Diploma in Education courses until 1973. Following the restructuring of the University of Malawi, both Mpemba and Soche Hill College were merged with Chancellor College at Chirunga Campus in Zomba where Soche Hill College became Faculty of Education.

In the 1990s, Malawi experienced a sudden increase in number of Distance Education Centres (DECs) which were later converted to Community Day Secondary Schools (CDSSs), and conventional secondary schools. The increase created a huge demand for qualified secondary school teachers. In an attempt to address the need for adequate

secondary school teachers, Domasi College of Education was converted from a primary teacher education to a secondary teacher education college offering diploma courses. University of Malawi was requested to increase enrolment into education programmes of the Faculties of Education. In 1998 Mzuzu University was opened, prioritising education programmes. These efforts have been complemented by private secondary teacher education institutions like African Bible College, the Catholic University and Livingstonia University, to mention but three notable cases. All the same, all these efforts are still not meeting the demand for qualified secondary school teachers which is estimated at 2000 additional teachers per year.

1.1 Structures for Teacher Education and Development

The various institutions concerned with teacher education and development can be summarised as follows:

1.1.1 Initial Primary Teacher Education

There are five public Primary Teacher Education Colleges, namely Karonga, Kasungu, Lilongwe, St. Joseph and Blantyre. Of these four are co-educational and one is for females only. There are also three private TTCs namely DAPP, Emmanuel and Mayum. The private participation is still very low in teacher education. This strategy guides the direction for teacher education and development in Malawi.

1.1.2 Primary Continuing Professional Development

There are 315 approved Teacher Development Centres (TDCs) nation-wide, with one TDC for each education zone. A zone is a cluster of about 10 - 15 primary schools. However, the number of TDC is currently estimated at about 400. DSTD at MIE was provide training and support to those that will be providing CPD in the TDCs and Schools.

1.1.3 Special Needs Teacher Education

There are only three departments which are now operating at the Catholic University. One department specialises in learning difficulties, another in hearing impairment and a third one, in visual impairment. There is no formal Special Needs Teacher Education at secondary school level except for the course in Special Needs Education at Chancellor College in the Faculty of Education which started in the 2003/04 academic year.

1.1.4 Initial Secondary Teacher Education

There is one college of secondary teacher education (Domasi College of Education) and four Faculties of Education between University of Malawi (three faculties: one at Chancellor College, another one at the Polytechnic and one at Bunda College and Mzuzu University (one faculty).

1.1.5 Secondary Continuing Professional Development

There are no physical structures for this at the moment, but secondary schools are divided into clusters with one school selected at the centre.

1.2 Achievements in Teacher Education and Development

Some of the notable achievements in teacher education in recent years include:

- i. About 23,419 unqualified primary school teachers have been trained and certified in the period 1997-2003 through MIITEP.
- ii. All Primary Teacher Education Colleges have a co-ordinated curriculum, making use of high quality instructional handbooks.
- iii. Three high quality Special Needs Education courses are available and are equipping teachers with knowledge and skills for more inclusive process of teaching and learning.
- iv. Departments of Primary Teacher Education are being established in tertiary institutions of secondary teacher education.
- v. Primary Teacher Education College tutors are themselves engaged in staff development programmes, some of which lead to higher degree qualifications.
- vi. A national network of 315 Teacher Development Centres has been established, resourced and is conducting continuing professional development courses.
- vii. Initially all the appointed Primary Education Advisers (PEAs) undertook a course leading to a National Professional Certificate in Primary Advisory Services. Only 148 of the original group remain in post.
- viii. About 15,000 senior staff from primary schools (representing about one quarter of primary school teachers) undertook a course leading to a National Professional Certificate in Headship.
- ix. A system for continuing professional development of primary schoolteachers has been established using the TDCs and the PEAs
- x. A clustering system for secondary schools has enabled some secondary teachers to access continuing professional development courses.
- xi. Those with secondary school management responsibilities have had their skills upgraded through a Secondary Education Project (SEP) and the School Management Improvement Programme (SMIP)

1.3 Major Challenges Affecting Teacher Education in Malawi

Since independence, teacher education system in Malawi has faced major challenges including:

1.3.1 Teacher Education Policy and Strategic Plan

Malawi's teacher education system has been characterized by a lack of coherent policies and clear strategies to address overwhelming demand due to rapid expansion of primary and secondary school sub-sectors. For instance, Government's bold decision to introduce Free Primary Education in 1994 led to increased enrolments which in turn created a high demand for primary school teachers. Consequently, the policy can be assumed to have contributed to poor quality of education in so far as Government authorised recruitment and use of untrained and unqualified primary school teachers in an effort to address the high teacher demand.

The declaration of Free Primary Education also put pressure on demand for secondary education. Government responded by converting all Malawi College of Distance Education Centres (MCDECs) into Community Day Secondary Schools (CDSSs) alongside construction of additional new secondary schools. As an interim measure, best primary school teachers have been moved to occupy positions of secondary school teaching without appropriate training. The practice of taking best teachers from primary schools and putting them in secondary schools has weakened both primary and secondary sub-sectors. Thus the quality of both primary and secondary education has been compromised.

1.3.2. Institutional Output of Teachers

Despite the increased number of institutions of teacher education, the total output has remained about 3,000 for primary school teachers and about 400 for secondary school teachers annually. Possible explanations for this scenario include limited bed space in teacher education institutions, inadequate financial support, less attractive career in teaching, less responsive teacher education development programmes, inadequate skilled teacher educators, etc.

1.3.3 Public Expenditure Allocation to Pro-poor Expenditures

Even though education sector gets the biggest share of the national budget, about 90% of this is spent on personal emoluments. The remaining 10% is spent on teaching and learning materials. As a result, the infrastructure, especially at primary school level, has remained seriously deficient. In addition, many schools do not have adequate desks, teaching and learning materials.

1.3.4 Qualified Primary and Secondary School Teachers

One explanation for poor quality of primary and secondary education is use of increased number of unqualified teachers. At present, qualified teacher-pupil ratio at primary school level is 1:118. This ratio indicates that there is still a large number of unqualified teachers in the system. On the other hand, qualified teachers face other challenges in the process of improving quality of primary education. There is no core programme of professional development which enables them to improve their skills throughout their teaching careers.

National initiatives such as the current PCAR curriculum reform is being supported by orientation and awareness raising for teachers and some on-going professional development sessions at local level to support implementation.

With conversion of DEC's into Community Day Secondary Schools (CDSSs), the secondary school sub-sector is experiencing acute shortage of qualified teachers. It is a fact that all CDSSs are mostly staffed by T2 primary school teachers, most of whom have not been retrained to teach secondary school curriculum. While the Secondary School Teacher Education Programme (SSTEP) at Domasi College of Education represents an effort to reorient these teachers, the majority of them remain untrained for a variety of reasons. The situation is compounded by limited teacher development programmes to support and enrich both trained and untrained teachers at secondary school level. The other point is that current teacher orientation in the new curriculum is not only limited in subject coverage but also inadequate in depth. For example, while the new curriculum has new subjects such as physical education, and science and technology, secondary teacher education institutions throughout the country do not have capacity to train teachers in these and other newly introduced subjects.

1.3.5. Working Environment

The working environment in both primary and secondary schools, especially Community Day Secondary Schools, is generally not conducive to effective teaching and learning. For instance, many primary schools do not have adequate classroom blocks to accommodate all pupils, or basic furniture such as desks, or adequate teaching and learning materials, etc. Many teachers live in substandard houses that are not commensurate with their grade and demands of the job. Some teachers rent houses far away from the school and often such houses do not compare favourably with institutional houses. Most Community Day Secondary Schools do not have

laboratories for natural science subjects, adequate classroom blocks, electricity and other amenities such as pit latrines. These and other related conditions contribute to demoralisation of teachers in their day-to-day work. Some Primary Teacher Education Colleges are in urgent need of repair and refurbishment. The poor quality of the learning environment in colleges impacts negatively on effective preparation of teachers apart from discouraging potential teacher learners from enrolling.

1.3.6 Teacher Morale

A combination of factors such as scarce teaching and learning materials, large classes, unclear career paths, limited incentives, and the public's negative attitude towards teachers, has contributed to the majority of teachers becoming less committed to their work.

1.3.7 Teacher Education Coordination

Government acknowledges that one of the factors contributing to poor quality of education is the lack of Teacher Education Co-ordinating Bodies mandated to link the Ministry of Education, Science and Technology, universities and colleges in order to produce a qualified, dedicated and flexible teaching force. This problem is particularly severe in secondary teacher education institutions where a number of autonomous and semi-autonomous institutions are involved in preparing secondary school teachers. In this respect, it is important that the MOEST department responsible (the Department of Teacher Education and Development) be formalised as a department, staffed appropriately and should be given a strong co-ordinating role. Some thought should be given to establishing a joint council of all the relevant teacher education institutions and organisations.

The problem of co-ordination extends to teacher management. Teachers are prepared by one organisation, posted by another, managed by two others, and potentially disciplined by at least two others. There is a need to ensure clear roles and responsibilities for each organisation and a mechanism for co-ordinating them.

1.3.8 Attrition Rates

A significant contributor to the current shortage of trained teachers is attrition. HIV AND AIDS-related illnesses and death have contributed to increased attrition in recent years. MoEST estimates that approximately 7,500 teachers died of AIDS in 2001. These deaths occur mainly among teachers below the age of 50, who are most likely to be infected with HIV. This has serious implications for productive years of the teaching force. The impact of HIV AND AIDS on education staff requires serious attention so that investments in teacher education and recruitment are not wasted.

Another reason for attrition particularly of graduate secondary school teachers is that they can find more attractive and better paid jobs outside teaching and sometimes see teaching as a stopgap until they have been successful in finding another post

SECTION TWO

PRIMARY TEACHER EDUCATION AND DEVELOPMENT

2.0 Teacher Demand and Supply

2.01 Introduction

One major factor that has a bearing on teacher need is the enrolment projections. These largely depend on the age cohort, population growth and the adjustments made in the education system which are driven by policy provisions. give indications on the target rates and target dates that guide projections. According to PIF, PRSP and MGDS, the following are targets in relation to issues of access, equity, quality, relevance, management planning and financing of the primary school and primary teacher education sectors:

- i. Qualified Teacher-pupil ratio is targeted at 1: 80 by 2007 and 1: 60 by 2012.
- ii. Repetition rates to drop from 15% in 1997 to 5% in standards 1 to 7 and to 10% in Standard 8 by 2012.
- iii. Dropout rates to reduce to 5% by 2012.
- iv. Annual attrition of teachers to be 9% in 1999 and stabilise at 10% in 2004.

Based on these targets, projections of primary teacher requirement are described below.

2.02 Teacher Requirement Projections

In March 2007 a study was carried out by the World Bank on Teacher Issues in Malawi based on EMIS 2006 data > their projections have been substituted here for the original 2003 projections.¹

Primary teacher projections

The primary school age population is expected to rise by over a million children between 2007 and 2015, creating an increasing demand for places in primary schools. Over the period, the annual output of newly trained primary teachers is expected to grow from 2,449 in 2007 to 4,000 in 2015. Based on current attrition rates, this will result in a gradual increase in the stock of primary teachers, from 43,197 in 2006 to 56,000 in 2015.

Projected teaching force, based on current output and attrition²

Teacher requirements	2006 actual	2007	2008	2009	2010	2015
<i>Primary school age population</i>	2,693,009	2,849,498	3,013,948	3,187,064	3,368,420	4,046,572
Primary Supply (Public)						
<i>New teachers from TTCs</i>	2,411	2,449	2,500	3,000	3,000	4,000
<i>New teachers from private TTCs</i>	165	165	165	165	165	165

¹ World Bank (draft March 2007) *Teacher Issues in Malawi* , Aidan Mulkeen, Mr Demis Kunje, Mr Padraig Carmody, Mrs Thokozile Banda, Mr M Kalanda, Mr A Kamoto, Mr R Kayesa, Mr S. K. Mbewe, Mr J Khozi

² For full figures see appendix ???

<i>Distance learning course</i>	0	0	0	0	0	0
<i>Total new teachers trained</i>	2,576	2,614	2,665	3,165	3,165	4,165
<i>Teacher attrition (4.79%)</i>	2,069	2,093	2,118	2,145	2,193	2,720
<i>Teaching force</i>	43,197	43,704	44,224	44,771	45,792	56,791

This projected teaching force is compared with the requirements for teachers, using two policy scenarios. In Scenario A, the Gross Enrolment Rate and the Pupil Teacher Ratio remain the same as 2006 figures. In this scenario, the number of teachers required rises purely as a result of the growth in school age population, to reach almost 65,000 by 2015, leaving a shortage of 8,168 primary teachers.

Scenario B is based on the projections developed by the MoEST for the education sector. In this scenario, the GER falls gradually to 107, and the PTR is improved gradually to 60:1. The additional impact of the improved PTR increases the number of teachers required to 72,000 by 2015, leaving a shortfall of over 15,000 in teacher numbers.

Both show that the output of trained teachers is totally inadequate to meet the requirements.

Scenario A	2006 actual	2007	2008	2009	2010		2015
<i>Primary GER</i>	122	122	122	122	122		122
<i>Primary enrolment</i>	3,280,714	3,476,388	3,677,017	3,888,218	4,109,472		4,936,818
<i>Primary PTR</i>	76	76	76	76	76		76
<i>Teachers required</i>	43,197	45,742	48,382	51,161	54,072		64,958
<i>Balance (shortfall)</i>	0	(2,038)	(4,157)	(6,390)	(8,280)		(8,168)
Scenario B							
<i>Primary GER</i>	122	120	118	116	114		107
<i>Primary enrolment</i>	3,280,714	3,419,398	3,556,459	3,696,994	3,839,999		4,329,832
<i>Primary PTR</i>	76	76	76	74	72		60
<i>Teachers required</i>	43,197	44,992	46,796	49,959	53,333		72,164
<i>Balance (shortfall)</i>	0	(1,288)	(2,571)	(5,188)	(7,542)		(15,373)

2.1 Primary Teacher Education Strategies

In order to achieve the goals and targets set in PIF, PRSP and MGDS the following strategies should be adopted:

Category	Immediate Strategies	Medium and Long Term Strategies
Initial Primary Teacher Education	<ul style="list-style-type: none"> i. The first priority is to make the Department of Teacher Education and Development fully operational and capable of organising and co-ordinating teacher education and development programmes. ii. Agree the national strategic plan on teacher education and development, and deployment in Malawi iii. Recruit and deploy teachers in a systematic manner by using district-based requirements and gender balance. iv. Introduce a Distance learning mode of IPTE targeted particularly at areas where teacher recruitment and deployment is problematic. v. Train adequate numbers of and improve incentives for TTC lecturers. vi. Encourage JCE holder teachers to upgrade their academic and professional qualifications through distance learning access courses to enable them to join the IPTE programmes vii. Raise the minimum entry qualification of primary school teacher learners to Malawi School Certificate of Education (MSCE) with passes in mathematics and science subjects. viii. Ensure that Teacher Education Colleges (TTCs) are provided with adequate instructional materials, access to ICT and have qualified teacher educators. ix. Ensure that physical infrastructure of all Teacher Education Colleges conform to the minimum required standards and that they are maintained and rehabilitated 	<ul style="list-style-type: none"> i. Diversify modes of training with an extended residential course to ensure adequate introduction to principles and practice of education quality. ii. Introduce distance teacher education programmes to complement the face-to-face residential programmes in order to produce adequate number of required teachers. iii. Focus distance education courses in districts with greatest recruitment problems iv. Introduce specialised courses for infant and junior stages v. Increase bed space at TTCs to cater for more female and special needs education teacher learners. vi. Reform teacher education curricula in line with primary education reforms. vii. Establish at least one primary teacher education college in each educational division. viii. Train adequate number of special needs college tutors. ix. Introduce incentives to attract female and special needs education teachers. x. Reduce the percentage of unqualified teachers in primary schools. xi. Raise the minimum

Category	Immediate Strategies	Medium and Long Term Strategies
	<p>regularly.</p> <p>x. Ensure that all teacher education institutions develop their own strategic plans.</p> <p>xi. Introduce life skills in HIV AND AIDS education in TTCs.</p>	<p>qualification of teacher educators to a university degree.</p> <p>xii. Use TDCs as adult learning centres for the distance education course.</p>
Primary Teacher Continuing Professional Development	<p>i. Establish teacher career path, promotion and related reward systems (such as increased salaries, access to a core programme of professional qualifications) that recognise teacher's performance, skills and training.</p> <p>ii. Work with Institutes of higher education to develop a modular system of accreditation leading to higher academic qualifications for primary school teachers using materials already developed as a basis e.g. materials developed during MSSSP.</p> <p>iii. Establish networks of Teacher Development Centers (TDCs) for primary school teachers in every zone as a mechanism for proper and effective management of TDCs.</p> <p>iv. Equip TDCs with electricity and internet connectivity as adult learning centres</p> <p>v. Train Primary Education Advisors (PEAs), senior school staff and "core" INSET educators to support professional development of primary school teachers</p> <p>vi. Ensure that all primary school teachers have at least 3 days of local In-service education in a year.</p> <p>vii. Establish funding mechanisms through districts to enable TDCs to source materials for teacher professional development and maintenance of centres at zone and school levels.</p> <p>viii. Establish and maintain an annual evaluation of TDCs and teacher development within the zone.</p> <p>ix. Ensure that annual school improvement planning is a mandatory activity that includes teacher development plans.</p>	<p>i. Train primary school teachers in special needs education.</p> <p>ii. Integrate special needs education support system within the Teacher Development Centre network.</p> <p>iii. Ensure upgrading of current Junior Certificate of Education teachers to Malawi School Certificate of Education (MSCE).</p>

2.2 Towards a system of continuing professional development for primary teachers

2.2.1 Introduction

This chapter amplifies the policies and strategies given in chapter 2. Major components of a lifelong learning system for teachers are covered and these are initial primary teacher education and continuing professional development for primary teachers. For each component, further analysis of the current situation and needs are given leading to recommendations, strategies and options.

Teaching requires professionals who are committed to life-long learning. As curricula change, teachers need to keep pace with the changes and new demands placed upon them. Teachers not only have to continue to learn about new developments in their speciality areas, but also continue to learn about how to teach effectively. For this, teachers need to be life-long learners in order to remain relevant and effective. The point is that initial teacher preparation will never be sufficient insofar as it simply launches one into an ever changing and developing profession. It is continuing professional development (CPD) which enables a teacher to go on teaching effectively. Malawi needs to have both effective and sustainable systems of between initial teacher education (ITE) and programmes of CPD which meet national, school and individual needs in her quest to improve and maintain quality education.

2.2.2 Initial Primary Teacher Education

Initial Primary Teacher Education (IPTE) in Malawi is mostly carried out by a system of five Teacher Education Colleges (TTCs) which fall under the as yet unestablished Department of Teacher Education and Development (DTED) in MOEST. These colleges see themselves as primarily concerned with ITE courses. Primary school teachers need in-depth knowledge and understanding of their curriculum area, including relevant facts, understanding of relevant concepts and principles. Teachers also need to know how to teach their subject. Teaching methods which work well in mathematics in standard 8 may not work well in teaching infant children reading and writing in standard 1.

At the same time, teacher education must be relevant to the conditions likely to be found in the classroom. Challenges met in the real classroom for which teachers were not prepared during training may render them ineffective. For this reason, a strong link between Teacher Training Colleges and real schools and classrooms need to be maintained in initial teacher education. As far as is practicable, teacher education should utilise existing schools so that teacher learners observe, feel, assist and practice teaching in the environment they will work after qualifying³.

The principles stated above are in sharp contrast with the reality of teacher education in Malawi as far as the following challenges are concerned:

- i. Thousands of untrained teachers that are engaged by the communities have been waiting for initial training for years without sufficient professional support or recognition. These teachers have been developing their professional pattern by trial and error. The result has been developing classroom survival strategies

³ See: Lifelong Learning in the Global Knowledge Economy: Challenges for Developing Countries. World Bank, 2002

based on instructivism (the learner as an object of knowledge transfer) rather than constructivism (the learner as a subject constructing knowledge). Teacher Education Colleges are faced with the difficult (if not unsolvable) task to change ineffective teaching behaviour which was acquired and reinforced over years when the untrained teachers go for training.

- ii. The current initial teacher education programme tries to prepare teachers to teach all primary school subjects (7-10) in each standard/grade (1 to 8). Currently, there is no specialisation in the phases. This poses a serious challenge to teacher learners to master and teach effectively all subjects and in different standards/grades.
- iii. There is no clear link between TTCs tutors and TDCs (PEAs) in supporting teacher learners in year two of the IPTE training or in field- based training centres.

The long term demand for primary teachers depends on a number of factors

- i. population Growth and under five mortality rate,
- ii. attrition rate of teachers,
- iii. policy targets like teacher-pupil ratio (PIF: 1:60 or EFA: 1:40),
- iv. improving internal efficiency indicators (net-enrolment, dropout, repetition) as demanded by MGDS, and;
- v. education reforms like the Primary Curriculum and Assessment Reform (PCAR).

A study related to the attrition rate of qualified primary school teachers⁴ establishes that the major causes of attrition are death and retirement accounting for 45% and 52%, respectively. Another study estimates the annual death rate of primary school teachers at about 3%. This translates to 1500 out of 50 000 primary school teachers dying annually. There is a significant potential to reduce the annual training demand of primary school teachers by reducing death and retirement rates.

The current average teacher-pupil ratio of 1: 76 for Malawi seems to indicate that the PIF target has almost been achieved. This is misleading since there is considerable inter-district variation (e.g. in Lilongwe Urban the teacher-pupil ratio is 1:42, in Mangochi 1:102), intra-district variation (from school to school) as well as intra-school variation (teacher-pupil ratio is highest in standard 1). The teacher-pupil ratio has a significant impact on both the dropout and the repetition rates.

Moving towards a teacher-pupil ratio of 1: 40 as proposed in the Indicative Framework⁵ for achieving EFA has far reaching implications on the demand for teacher education, development and management.

The Primary Curriculum and Assessment Reform (PCAR) has developed a conceptual framework of the new primary school curriculum. The framework recommends, among others, that:

- i. The primary cycle should consist of: i) an infant phase (standards 1 & 2), ii) the junior phase (standards 3 & 4), and iii) the senior phase (standards 5 - 8).
- ii. The pre-service teacher education curriculum should be matched with the new school curriculum and assessment framework.
- iii. Special training should be introduced for each phase.

⁴ See: GoM/UNDP: The impact of HIV AND AIDS on human resources in the Malawi Public Sector, Report, February 2002, p. 34.

⁵ Worldbank: "Achieving Education for All by 2015", April 2002.

Initial Primary Teacher Education cannot produce the large number and various categories of teachers needed using the existing primary school teacher education infrastructure (IPTE).

The projections provided clearly suggest the need to consider and explore additional modes of initial teacher education particularly using distance learning approaches and subsequently introducing a formal system of continuing professional development.

Option 1: Build Additional and Staff Teacher Education Colleges

This alternative seems very attractive in terms of improving the quality of initial teacher education. However, it is not sustainable because of high initial investments, running costs, qualified human resources and equipment needed. The current situation is that existing Teacher Education Colleges have not been maintained properly mainly because of inadequate financial resources, among other explanations. Staffing colleges with qualified tutors has been an ongoing and increasing difficulty. Experienced tutors leave the colleges and take posts such as head teachers in private secondary schools possibly because of better salaries.

Option 2: Reconstruct and Expand Infrastructure of the Existing Teacher Training Colleges.

This option ensures that the existing colleges are utilised to their maximum capacity, which is not the case at present. Some colleges like Lilongwe and Blantyre TTCs are under-utilised for various explanations. For example, In order to achieve a gender-balance of primary school teachers, teacher education opportunities for females need to be increased. At the moment, only 38% of the primary school teachers are female (2006 EMIS data). In this case, an initial step could be construction of new and additional student hostels at each and every primary school teacher education college as follows:

College	Current Capacity	Capacity After Expansion
St. Joseph	300	500
Lilongwe	540	750
Karonga	300	500
Blantyre	540	750
Kasungu	540	750
Total	2220	3250

Applying the IPTE (1+1) model of teacher education to the expanded capacity increases teacher output from 2220 to 3250 teachers annually, representing 45% increase. If Karonga and St. Joseph TTCs were also expanded to the 750 capacity, the figure would rise to 3,750 (representing an increase of 69%) per annum. This per se would not meet the annual demand for new teachers in the long-term and would not contribute significantly to reducing the number of unqualified teachers already in the system.

Option 3: Option 2 and Constructing One New Teacher Training College

This option assumes construction of a new Teacher Training College with an initial capacity of 540 students and an eventual capacity of 1080 students to complement the existing capacity. In Combination with the increased capacity of the existing colleges and employing the 1+1 model of teacher education, this option produces 4000 teachers annually, representing 71% increase on the present capacity. Of course, this means substantial additional running costs such as staffing, student feeding, repair and

maintenance, etc. All the same, it is worthwhile to consider this option because it offers opportunity for redesigning delivery modes to maximise economies of scale.

Option 4: Adopting Option 2 but Using Distance Mode of Education and Continuing Professional Development of Teachers Already in the System Utilising the Existing Infrastructure of both TTCs and TDCs

This option has the potential of satisfying both the high annual demand for new teachers and systematic reduction of the number of unqualified teachers in the system (e.g. volunteer teachers). The newly recruited candidates for the primary teaching profession would go straight for initial induction in TTCs, the untrained teachers already in the system would receive education and professional development through the distance mode. The additional investment in a distance teacher education mode does not imply that basic education becomes more expensive as the following illustration confirms. Assuming a school population of 3 million children and a repetition rate of 10% across all standards, 300,000 children are repeating each year. Spending MK1,000 on a primary school child per annum means 300 Million MK are wasted annually through repetition. The current costs for all training activities of a cohort (3000) primary school teachers is about 35Million MK. Reducing the repetition rate by automatic promotion⁶ would have significant benefits.

Option 5: Introduction of a Two-year Initial Programme for Teacher Education (1+1) in All Teacher Training Colleges

The implication of this option is that even with the expanded infrastructure of option 3 in place, the annual output of initial teacher education will be 3790 at most. This figure is not big enough even to compensate for the estimated annual attrition rate of about 6%. The estimate attrition rate in absolute terms is 3000 teachers, assuming a total primary teaching force of 50, 000 teachers. Another challenge of option 5 is that the costs of initial teacher education per student will nearly double compared to that of the improved IPTE.

Recommendations on Primary Teacher Education

From the discussion above, the following recommendations are offered:

- **Reduce attrition of primary school teachers by addressing the main reasons for attrition (death, retirement) in order to make more effective use of the existing qualified teachers.** This alone will reduce the annual demand for initial teacher education. Appropriate actions may include improved medical care (such as making available retroviral drugs to teachers suffering from HIV AND AIDS), concentrate on HIV AND AIDS education (including behavioural change) and increasing the retirement age and the minimum years of service for retirement in public interest.
- **Reduce the teacher pupil ratio to 1:60 as demanded by PIF and introduce a system of established posts at the school level based on enrolment. Prioritise schools according to shortfall of teachers. Fill the vacancies by:**
 - a) stop posting and/or transferring teachers to schools without vacancies,
 - b) move teachers from schools that are over-staffed, and

⁶ It is however important to consider the fact that the main aim of education is not to save money but to ensure that learners have learnt what is prepared for them to learn. Care should be taken not to loose sight of the main objective of education.

- c) recruit qualified candidates for initial teacher education locally and provide ITE by distance learning mode is that initial teacher education is available at district level).
- After achieving the 1: 60 teacher-pupil ratio across districts (PIF target), schools and standards/grades (PIF target) as soon as possible, should progressively reduce the ratio to 1:50 and later to 1:40 (EFA targets). The implications (including projections, costing and financing) of gradually moving teacher-pupil ratio to 1: 40 should be studied carefully.
- The successful implementation of the proposed new primary school curriculum is predicated on initial primary teacher education offering specialization along the categories recommended by the Primary Curriculum and Assessment Reform. Two different programmes should be developed:
 - a) a programme for teaching the infant and the junior phases, and
 - b) a programme for teaching the senior phase.

This implies a corresponding specialization of tutors in TTCs in the different programmes.

- The discussion of various options of the different modes of training has highlighted pros and cons of those options.
- In order to achieve the PIF and EFA targets option 4 is recommended as the most promising.

2.2.3 Continuing Professional Development (CPD) for Primary Teachers

2.2.3.1 Introduction

The Primary CPD system is served by a national network of 315 Teacher Development Centres (TDCs). These are staffed by Primary Education Advisers (PEAs). PEAs are part of the district advisory and support system. PEAs currently fall under the jurisdiction of the Education Methods Advisory Services section (EMAS) of MoEST although District Education Managers are responsible for their day-to-day management. Under the decentralisation plans, PEAs will be employed and managed directly by districts. TDCs however are the responsibility of DTED.

There is a functional relationship between ITE and CPD in the IPTE programs in that the residential part of ITE is conducted at the TTCs but school experience could be supported through the TDC system. However this opportunity was not taken in the design and IPTE mentors are being selected from school staff.

The challenge is that IPTE and CPD operate as separate systems which weaken their functional relationship, a situation which is likely to intensify under decentralisation. In other countries there is a much stronger relationship between the two in that college tutors run CPD (in-service) courses when ITE students are not present. In other instances, some college tutors are assigned in-service roles and take the place of advisers in TDCs.

The foregoing leads to the following recommendations:

- The roles of college tutors and PEAs need to be redefined to bring about greater integration of the ITE and CPD systems. This should include consideration of a

TTC tutor's role in CPD. Among the possibilities are: support to the work of the TDCs closest to the college, mapping colleges to clearly defined district allocations and the running of CPD courses when ITE is not taking place in colleges.

- DTED should be established as soon as possible within the MOEST in order to coordinate IPTE and CPD.

2.2.3.2 Continuing Professional Development:

Responding to Local Needs

Teacher development is part of the process of school improvement. School improvement starts with stakeholders reviewing the school's achievements 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 targets).

Teacher development needs will emerge in the school improvement planning process. Some of these needs can be addressed in the school's teacher development plan.

Teacher development can take many forms which should be defined in the plan. A common form of teacher development is meeting, seminar or workshop at a school which draws on the available expertise or invites someone from the neighbouring school or community to help with planning and strategizing. There are also less formal ways in which teachers can work together through various forms of teamwork like planning lessons together, observing and supporting each other's teaching, acting as a mentor to a less experienced teacher, etc. The school also needs to decide on how and when to implement its teacher development plans. Teamwork arrangements need support. For example, if a teacher is to observe and help another teacher, her/his class needs support from another teacher. In-service meetings need to be held at times that do not disrupt teaching, for example after school hours or at weekends. Teacher development plans need regular review, perhaps as part of an in-service, a day before the start of school term and another after the end of school term.

The zonal PEA should scrutinise teacher development plans of all schools in the zone in order to determine common themes. The zonal teacher development plans should also take account of national needs (see sections 3.3.3 and 3.3.4 below). 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 plans. This way, it will be possible to link school-based professional 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.

According to PIF, each teacher is entitled to at least three days of zone-based professional development (INSET) per year. On average, each teacher will come to the TDC at least once a term for an INSET day. The different ways of organizing 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.

Direct costs associated with zonal teacher development are transport to travel to and from the TDC and subsistence allowance while at the centre. Although TDCs are designed to be within cycling distance of schools, this is not always possible. There is also a fixed sum of money given to all who attend. Other costs of zonal teacher development consist of money for the resources to be used and for the maintenance of the TDC itself. On the other hand, it is often assumed that school-based teacher development has no costs as it takes place at the place of work. For example, PIF does not anticipate and provide for cost for teacher development at the school. In reality, however, school-based teacher development consumes resources such as pen, paper, photocopying, refreshments, etc. which cost money.

TDC management teams are currently also involved in raising funds to maintain their centres. They do this by putting a levy on charges for the use of facilities for fund-raising events. The levied funds are used for utilities and security expenses. The remaining funds are used for development of the centre (for example, additional equipment) or covering costs of professional development activities (for example, some TDCs arrange for the provision of meals for those attending meetings all-day). While involvement of management teams in income generating and financial management of the TDC promotes ownership, in most cases there is lack of clarity on what Government, through its Districts, should be and will provide.

The following strategies are recommended for improving the situation:

- i. **School improvement planning should be made mandatory for all schools.** The plans should be developed in line with the National Strategy for Community Participation in Primary School Management.
- ii. **Each school should formulate teacher development plans** during an in-service day before the start of the term, implement during the term and review it at the end of school term. Broad plans should be produced for the whole year to correlate with the school improvement plan with more details in term plans.
- iii. **Zonal teacher development plans should articulate national needs but should build on common areas of focus in school teacher development plans.** Zonal INSET at the TDC should be organized in ways that bring together teachers in common interest areas (subjects or phases) without disrupting teaching time.
- iv. **A careful costing should be made for school-based and zone-based professional development on a per capita basis.** For school-based work, this should reflect resources required. For zone-based work, an element of travel and subsistence expenses should be included while there could be separate funding for resources and maintenance of the infrastructure with possibly a subsidiary fund for the development of resources (improved book stock etc). The latter three funds could be incorporated in the design of TDC maintenance and resourcing strategies. Funding for school-base professional development should be made available to and accounted for by schools. Funding for zone-based professional development and for TDC maintenance and resources should be made available to and accounted for by TDC Management Teams. These funds should be channelled to schools and TDCs through districts.

2.2.3.3 Continuing Professional Development: Responding to National Needs (New priorities)

While CPD should respond to the needs of schools and individual teachers, it is important that it also has the capacity to 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 can be 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.

There are other examples of how other national needs have been addressed for specific groups of educators. Since 1996, Malawi has been developing and implementing a national professional certificate in primary headship. Already about a quarter of the nation's primary teachers have undergone this professional development course in school management, staff development, and class and school improvement. The course recognises the critical role of school management teams, particularly heads, in promoting school improvement. After the priority programme had taken place the recognised need should be dealt with through regular programmes to support primary teacher's career progression.

MoEST has also developed a national professional certificate in primary advisory services. This is an in-service course to equip primary teachers who have become PEAs with knowledge and skills required to do their work more effectively. The course helps them to differentiate advisory work from the complementary role of inspection. Like the programme for headship, after development this programme should be part of a set of modular professional development qualifications which are available to support career progression in primary education.

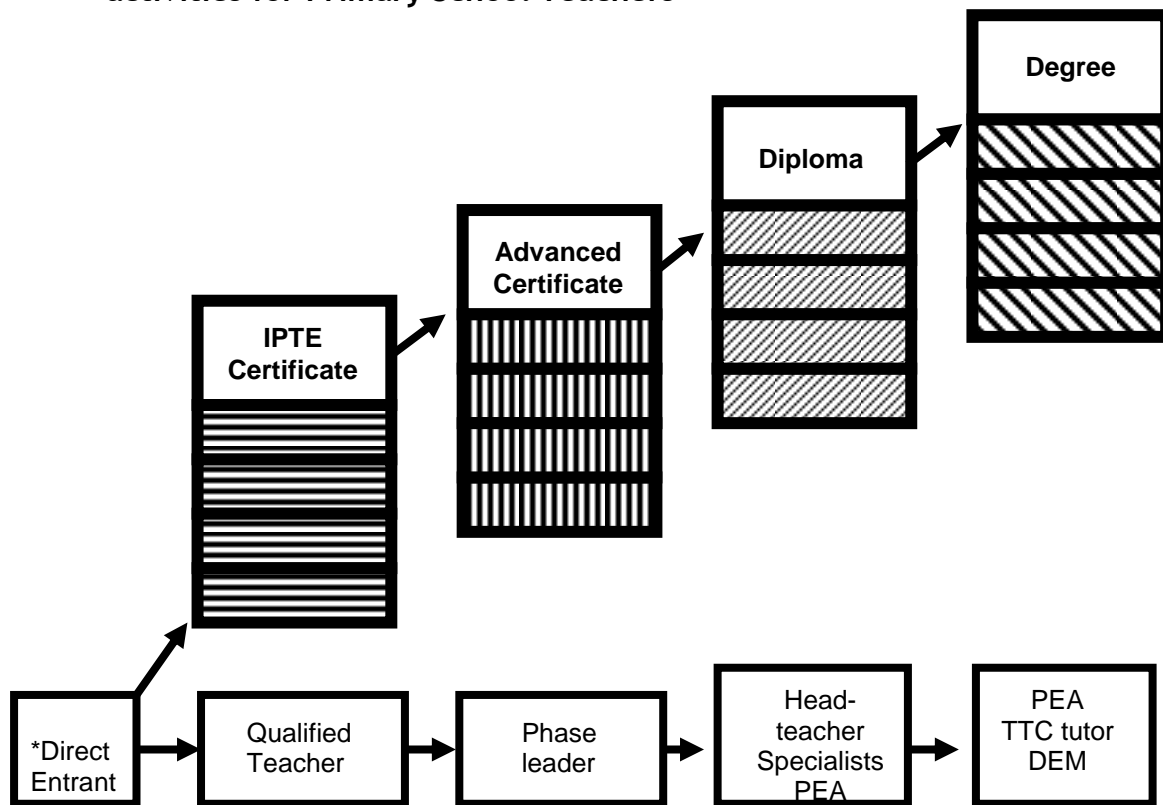
2.2.3.4 Continuing Professional Development: Responding to National Needs (Building a core programme of modular accredited professional development qualifications to support primary career progression in primary education)

Currently, the primary teacher career path has few opportunities and many primary teachers who want to advance have done so by converting to become secondary school teachers. There is the possibility of promotion within the primary school sub-sector but this is based purely on interview rather than on performance or professional qualifications. The creation of a P8 post for primary headship is a step forward, but the current appointment system does not affirm professional development as a means of professional advancement.

Malawi needs to have a permanent core programme of accredited (award -bearing) professional development programmes which moves from pre-service training through to training for different posts of responsibility in the education service. All countries need professionals to offer leadership at different levels in the system. Both pre-service teacher training and the remainder of the core programme for continuing professional development are equally necessary.

Diagram 1.

An example of a proposed structure for the core professional development activities for Primary School Teachers



**In some cases there will, need to access courses for volunteer teachers to ensure they have the prerequisites or equivalent for IPTE*

The preceding diagram outlines a possible set of professional development qualifications for primary school teachers which would support them in moving from direct entry into their initial teacher education programme making them qualified teachers and from that through to degree level. It is important that there is support for volunteer teachers moving into the recognised teacher education ladder.

The box under each of the four qualification levels indicate that each qualification is made up of a number of modules. These modules could be separately assessed and accrued over time to make up the certificate, diploma or degree. This is the direction that most countries have gone in relation to professional awards as it becomes more possible to support more teachers to undertake relatively short modular programmes than to support a very limited number doing longer full time courses. It is much more cost effective to do so and less disruptive of their normal responsibilities.

Each qualification could become a prerequisite for appointment to different levels within the profession. An example of such a progression is indicated along the bottom of the diagram. This would act as a motivation for individual teachers to work towards these awards.

This formal core programme would be the national core programme of training run through the IHEs, TTCs and within an accreditation scheme put in place by the universities and other recognised institutes of Higher Education such as Domasi College of Education.

Primary teachers have had limited opportunities 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

From the above observations, the following recommendations are made:

i) The clustering of primary schools in zones should continue to be recognised as a means of implementing professional development in response to national needs.

ii) National professional certificates whilst accredited modules are being developed should be recognised in the primary career path as a requisite for appointment

2.2.3.5 Continuing Professional Development: 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 them. 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 quite a limited way. Teachers have been raising their qualifications to that of a School Certificate. These observations lead to the following recommendation:

Malawi should pursue installation of Electrification and IT equipment in TTCs and TDCs with connections to the internet via satellite for pre-service and continuing professional development through distance education and mixed mode provision. This should be complemented with the identification of suitable courses in the region which could be recognised by MoEST for primary career progression of primary school teachers.

2.2.3.6 Mapping Teacher Development Against PIF Criteria

This section briefly presents key organising themes of the PIF.

Access

The establishment of a network of TDCs has brought teacher development resources closer to teachers. TDCs have generally been more successful in rural areas where there are fewer alternative structures and sources of information. **The recommendation is that special initiatives are needed to enhance the urban TDCs.**

Equity

There is some evidence to suggest that female teachers are not as accessible to TDC resources as compared to their male counterparts because of reluctance of spouses to allow them to travel away from duty stations. For example, the gender targets for headship training were not met. **It is recommended that training programmes should as far as is possible consider and accommodate circumstances and needs of female teachers.**

Relevance

The upgrading of teachers shows that they are able to select programmes relevant to their own needs. The only challenge is that the choice is narrow and limited. **The recommendation is that a wider range and variety of programmes and contacts need to be available to ensure that relevant teacher development is available for all individual and category needs.**

Quality

The initial certification of professional development courses and subsequent accreditation as part of recognised professional qualifications is a means of ensuring consistency and quality. Certification/accreditation without recognition for career progression risks demoralising the teaching staff. The following recommendations are offered:

- i. Professional development certificates/ modules should be recognised in career path of a teacher. Certificates would carry more authority if part of a higher qualification awarded by recognised education institutions.
- ii. Local institutions of higher education should be approached to explore possibilities of developing this pathway of awards which would meet the needs of Malawi's primary teaching force.
- iii. Consideration should be given to associating TTCs with institutions of higher education so that they are able to offer these professional development modules leading to diplomas and degrees.
- iv. An accreditation system should be developed as a means of motivating teachers to take part in school-based and zone-based professional development programmes.
- v. When the basic credit accumulation and transfer system is established there should be consideration for credits for participation in local (school and zone) professional development courses.

Financing

Currently, funding for CPD is made available by the central office, the Department of Teacher Education and Development (DTED). **It is recommended that funding for CPD activities addressing national and career progression needs be funded centrally whilst funding for local needs should be made through district authorities.**

Management and planning

Management of teacher development is coordinated through DTED. **The recommendation is that DTED must be established and appropriately staffed as defined in PIF and PRSP.**

SECTION THREE

SECONDARY TEACHER EDUCATION AND DEVELOPMENT

3.0 Teacher Demand and Supply in Secondary Schools

3.01 Introduction

The Secondary School system enrolls pupils who have successfully completed primary schooling. Enrolment rates are dependent on economic factors rather than social demand for secondary education. For the plan period, PIF indicates that access to secondary school will increase from around 18% to 30% of primary school leavers by 2012. PIF also envisaged production of at least 1,000 graduate teachers by 2015 so that the sector gets an additional of at least 10,000 teachers eleven years down the line taking into account attrition rate of 10% per annum. The PRSP envisages a 5% attrition rate and a target of 1:40 teacher-pupil ratio.

The projections contained in NSTED 2003 have been replaced by figures prepared in March 2007 by the World Bank based on EMIS 2006 figures.⁷

3.02 Secondary Teacher Requirement Projections

At secondary level, the school age population is forecast to grow by over half a million young people by 2015. Based on current forecasts of output of teachers, the number of secondary teachers will actually fall over the coming years, as the combined output of the training institutions is roughly one third of the annual losses from attrition. Even this forecast is based on the assumption that those trained as secondary teachers will actually take up teaching posts. However, the National Education Sector Plan (NESP) reports that only about 10% of those who graduate from university as teachers go on to teach in secondary schools. Clearly this raises serious concern in terms of both efficiency of the system and the ability to sustain secondary schools.

Teacher requirements	2006 actual	2007	2008	2009	2010	2015
<i>Secondary school age population</i>	1,099,595	1,126,633	1,149,120	1,167,099	1,182,399	1,608,686
Secondary Supply (Public and private)						
<i>New teachers Domasi college (66%SL)</i>	130	130	130	130	130	130
<i>New graduate teachers</i>	200	200	200	200	200	200
<i>Total new teachers</i>	330	330	330	330	330	330
Teacher attrition (9.78%)						
<i>Teaching force</i>	1,014	947	887	832	783	601
	10,368	9,684	9,067	8,510	8,008	6,144

⁷ World Bank (draft March 2007) *Teacher Issues in Malawi*, Aidan Mulkeen, Mr Demis Kunje, Mr Padraig Carmody, Mrs Thokozile Banda, Mr M Kalanda, Mr A Kamoto, Mr R Kayesa, Mr S. K. Mbewe, Mr J Khozi

Two projection scenarios were calculated. Scenario A, assumes that the current GER of only 20% is maintained, and that the PTR remains constant. Scenario B assumes a growth in secondary enrolment to a GER of 30, combined with an increase in PTR to 30. Both scenarios show shortfalls in teacher numbers of over 9,000 by 2015. These highlight (i) the inadequacy of current teacher provision, and (ii) the significant expansion in secondary enrolment which could be achieved by increasing teacher utilization.

Scenario A	2006 actual	2007	2008	2009	2010	2015
Secondary GER	20	20	20	20	20	20
Secondary enrolment	219,919	225,327	229,824	233,420	236,480	321,737
Secondary PTR	21	21	21	21	21	21
Teacher requirement	10,368	10,730	10,944	11,115	11,261	15,321
Balance (shortfall)	-	(1,046)	(1,877)	(2,605)	(3,253)	(9,177)
Scenario B						
Secondary GER	20	20	21	22	23	30
Secondary enrolment	219,919	225,327	241,315	256,762	271,952	482,606
Secondary PTR	21	21	22	24	25	30
Teacher requirement	10,368	10,730	10,969	10,698	10,878	16,087
Balance (shortfall)	-	(1,046)	(1,902)	(2,188)	(2,870)	(9,943)

Mathematics, science, international language teachers

In addition to the shortage of secondary teachers, there is a serious concern about the supply of teachers of mathematic and science at secondary level. Currently secondary students are expected to take at least one science subject, along with mathematics. As each student typically takes 8 subjects, at least one quarter of the teaching required is science and mathematics. At current attrition rates, the requirement for new teachers of mathematics and science at secondary level is approximately 500 per year. Current output of new teachers (55 in Domasi and 58 in University of Malawi (2006)) fall far short of this requirement. Further, attrition to other jobs is likely to be even higher among these specialists than among other teachers.

It is clear from these two scenarios in the World Bank study that a radical solution is required to teacher supply within the secondary sector.

3.1 Secondary Teacher Education Policy and Strategies in Malawi

	Immediate Strategies	Medium and Long Term Strategies
Secondary Teacher Education	<ul style="list-style-type: none"> i. Develop a comprehensive plan for recruiting trainers for secondary teacher training institutions ii. Introduce distance education programmes in all secondary school teacher training institutions iii. Review the modes of secondary education and develop an integrated mode with one year face to face and two years in schools with supported self-study materials iv. Develop a secondary teacher education rolling plan in line with the three-year Median Term Expenditure Financing Framework. v. Produce a framework and formulate regulatory mechanisms for participation of the private sector in secondary teacher education. vi. Establish mechanisms and provide resources for ensuring that teacher education lecturers with a first degree have at least a master's degree within four years of recruitment. vii. Prepare and implement a comprehensive teacher education and recruitment plan that reflects demand. viii. Increase the capacity of secondary teacher education to meet the increased demand for secondary education. ix. Upgrade all unqualified serving secondary school teachers to at least diploma level. x. Ensure that teachers coming out of education institutions have at least two teaching subjects and give priority to science and maths.. xi. Form a Distance Education Association for Malawi to co-ordinate development and delivery of distance secondary teacher 	<ul style="list-style-type: none"> i. Restructure the Bachelor of Education in University of Malawi to reflect a 50/50 balance between professional studies and teaching subjects. ii. Review the current practice of categorising the final award based on teaching practice grade to reflect the complementary value of every aspect of the programme. iii. Review the requirement of a credit pass in English for entering science programmes of the Bachelor of Education in the University of Malawi. iv. Develop capacity building plan of three-year phases for all secondary teacher education institutions. The plan should address the efficiency use of current physical structures, human, non-human and financial resources and define required additional resources. v. Introduce a special needs education course in all teacher training institutions. vi. Establish management systems in government secondary teacher education institutions (like Domasi College) which correspond to those of universities in the country vii. Ensure 50% female and 50% male intake in all teacher education courses viii. Review curriculum for secondary teacher education so that it is reflects and accommodates changing needs and emerging issues. ix. Improve bursary/loan to benefit all needy students. x. Provide facilities to all teacher training institutions to cater for

	<p>education in Malawi.</p> <p>xii. Improve existing distance secondary teacher education to use satellite campus and Information and Communication Technology (ICT).</p> <p>xiii. Make the Department of Teacher Education and Development fully operational and capable of organising and co-ordinating teacher education and development programmes including the management of students' loan schemes.</p> <p>xiv. Build and improve management efficiency and transparency of the MOEST, DTED and teacher education institutions.</p> <p>xv. Enhance planning capacity of the MOEST to better respond to the needs of secondary teacher education.</p> <p>xvi. Increase in take in all secondary teacher education colleges and universities to meet national needs.</p> <p>xvii. Form Teachers' Council to co-ordinate, oversee and facilitate professional activities of all teacher education institutions.</p> <p>xviii. Review teaching practice so that it is competence based and assessed.</p> <p>xix. Establish a higher education council to regulate certification of secondary school teachers.</p> <p>xx. Fund secondary teacher education institutions based on student per capita cost.</p>	<p>students with Special Needs.</p> <p>xi. Establish and implement guidelines for cost recovery and cost efficient mechanism in all secondary teacher education institution.</p> <p>xii.</p>
	Immediate Strategies	Medium and Long Term Strategies
Secondary Teacher Continuing Professional Development	<p>i. Formalise In-service education and training for teachers using the system of secondary school clusters.</p> <p>ii. Develop a comprehensive professional and continuing education for every teacher in which issues of curriculum, new methodologies, supervision, special needs, leadership and</p>	<p>i. Introduce certificate courses for serving teachers who want to specialise in a particular field.</p> <p>ii. Establish Schools of Education, which are self-contained, in all universities.</p> <p>iii. All secondary school teachers holding a diploma in education should have opportunities to upgrade to Bachelor of</p>

	<p>management are tackled at cluster/school level.</p> <ul style="list-style-type: none"> iii. Develop formal Continuing Profession Development programmes utilising distance learning that are accredited and linked to career progression. iv. Install IT equipment at all cluster schools and secondary school teacher training institutions with connections to the Internet via satellite.\ v. Formalise in-service education and training for teachers aspiring leadership positions. vi. Introduce specialised programmes including leadership and management. vii. Regularise University Certificate in Education in all secondary teacher education.? viii. Regularise post-graduate programmes to improve the capacity and capabilities of education staff at secondary school levels. 	<p>Education degree through a modular programme.</p>
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3.2 Towards a System of Continuing Professional Development for Secondary Teachers

3.2.1 Introduction

This chapter amplifies the policies and strategies given in chapter 2. Four major components of a life-long learning system for teachers are covered. For each component, further analysis of the current situation and needs are given leading to recommendations, strategies and options.

Teaching requires professionals who are committed to life-long learning. As curricula change, teachers need to keep pace with the changes and new demands are placed upon them. Teachers not only have to continue to learn about new developments in their specialty areas, but also continue to learn about how to teach effectively. For this, teachers need to be life-long learners in order to remain relevant and effective. The point is that initial teacher preparation will never be sufficient insofar as it simply launches one into an ever changing and developing profession. It is continuing professional development (CPD) which enables a teacher to go on teaching effectively. Malawi needs to strike a balance between Initial Teacher Education (ITE) and CPD in her quest to improve and maintain quality education.

3.2.2 Secondary Teacher Education

For the secondary education sector, ITE is the responsibility of institutions of higher education such as colleges of education and faculties of education in universities. Faculties and colleges are staffed by lecturers whose role at present is mostly confined to ITE courses. There needs to be radical thinking to produce more secondary school teachers possibly through different training modalities.

There are very few continuing professional development programmes being conducted. The other challenge is that since colleges and faculties are independent, programme contents and rigour of ITE varies considerably among them.

Like primary school teachers, secondary school teachers must have in-depth knowledge and understanding of their curriculum areas. Each secondary school should also have at least one teacher who is comfortable in dealing with the emerging and sensitive issues, such as sexuality and HIV and AIDS, affecting Malawian adolescents.

There are a number of challenges besetting secondary ITE in Malawi, including:

- i. Limited numbers can be trained in institutions because of space;
- ii. New models of teacher education are urgently required
- iii. Gender inequity in the admission of teacher learners;
- iv. Little relevance of the teacher education curriculum to pupil needs;
- v. Highly academic as opposed to professional curriculum;
- vi. Low qualifications of a good number of the teaching staff;
- vii. Inadequate finances;
- viii. Limited and small lecture rooms;
- ix. Limited and antiquated reference materials for students;
- x. Inability to monitor graduates once they left college; and
- xi. Little effective cost-sharing with the private sector.

The total teacher output from all secondary teacher education institutions, at present, is way below the demand. All institutions put together produce 450 secondary school teachers annually against a calculated annual demand of between 1,500 to 2,000 teachers. To reach the PIF target of 30% of primary school graduates accessing secondary school by 2012, the secondary school sector will require 1,500 to 2000 teachers per year. In order to meet these demands, there is a need to radically rethink secondary teacher education and to expand carrying capacity of all institutions (for ITE programmes) using new modes of instruction. At present, only two modes of instruction, residential face-to-face and distance education (Domasi College of Education is doing a combination of residential and distance) are being used with heavy reliance on residential face-to-face mode. There is an urgent need to explore and develop radical and innovative delivery modes for secondary teacher education.

3.2.3 Mapping Secondary Teacher Education Against PIF Criteria

This section briefly presents key organising themes of the PIF in relation to secondary school mapping.

Access

There is a need to increase access of prospective teacher learners and to explore ways of how teacher education institutions can respond to the increasing demand for teachers. To address the issue, it will be necessary to adopt the following strategies:

- i. Improve the selection criteria for entry into secondary teacher education institutions. The selection criteria should be based on the subjects the teacher learners will teach with particular emphasis on maths and sciences rather than being based on any six credits at MSCE level.
- ii. The catchment base should be improved and increased by introducing and implementing bridging courses for potential teacher learners who barely fall short of entry requirements.
- iii. Urgently introduce an integrated system of teacher education with modularised courses and distance education.
- iv. Use of regional distance teacher education programmes should be considered.
- v. Encourage participation of private sector in secondary teacher education and sponsoring teacher learners.
- vi. Build the human, financial and physical capacity of teacher education institutions so that they are able to respond to teacher needs of this country.

Equity

There are fewer qualified female teachers compared to male teachers since independence in 1964. Among the many explanations, this is due to limited bed space for female teacher learners in most teacher education institutions. At present, the ratio of female to male teachers is about 1:3 in mixed teacher education institutions.

The other issue is that all secondary teacher education institutions do not have lecturers and facilities for students with special learning needs. Accordingly, it is recommended that provider institutions should promote equity by paying adequate attention to the recruitment and education of female and special needs education teachers. Specifically, the following strategies should be adopted:

- i. Have a deliberate enrolment policy that ensures 50% female and 50% male teacher learners in all institutions.
- ii. Introduce programs and courses for special needs education in all teacher education institutions.

Relevance

Secondary teacher education programs have not been responsive to changes in the secondary school curricula due to lack of coordination between curriculum and assessment reviews at secondary school level and teacher education institutions. To achieve relevance, the following strategies should be adopted:

- i. Review teacher education curriculum concurrently with secondary school curriculum.
- ii. Develop a framework for coordinating curriculum review and assessment between teacher education institutions and secondary schools.
- iii. Ensure representation of teacher education institutions on working committees of secondary curriculum and assessment review institution and vice-versa.
- iv. DTED should pass information on secondary curriculum and assessment reviews and teacher education curriculum and assessment reviews to concerned institutions at the conceptual stage.

Quality

The quality of secondary teacher education is negatively affected by a number of factors including inadequate staffing, poor mastery of theory, pedagogical skills and subject matter, inappropriate qualifications of faculty, inappropriate physical infrastructure and resources, lack of appropriate technology to facilitate teaching and learning, inadequate and antiquated instructional and reference materials, and low morale of teacher learners. The following strategies are recommended for addressing the situation:

- i. Recruit and train adequate number of sound intellectual able lecturers for all secondary teacher education institutions.
- ii. Provide opportunities for professional and continuing development for the faculty in all secondary teacher education institutions.
- iii. Provide adequate funding to secondary teacher education institutions so that they are able to procure appropriate teaching and learning materials, upgrade technology, maintain buildings and equipment, attend national, regional and international meetings and carryout both basic and applied research.
- iv. Review user fees to reflect costs so that consumed resources are replaced on time.
- v. Ensure that all lecturers have appropriate academic and professional qualifications.
- vi. Update and continually review curricula of secondary teacher education institutions.
- vii. Introduce interviews for selecting students into secondary teacher education programmes so that those not interested in teaching are not given priority.

Secondary Teacher continuing Professional Development

The current teacher education programmes understandably concentrates on ITE because of the acute shortage of trained teachers

In an effort to regularise CPD, professional continuous education programme, called the Secondary School Cluster System comprised of a national network of 96 clusters, was introduced in 2000. This is primarily intended to serve the estimated 70% of secondary school teachers who are untrained or under-qualified but also to provide an infrastructure for CPD for all teachers. The cluster system also aims at addressing emerging challenges resulting from reforming and revising secondary school curriculum.

Major challenges in secondary CPD include:

- i. lack of custom developed courses and programmes in all secondary teacher education institutions;
- ii. scarcity of financial resources;
- iii. reluctance of MOEST to release serving teachers for long periods in the face of understaffing in schools therefore indicating a need for other modes of development;
- iv. opportunistic career progression;
- v. underdeveloped co-ordination role of DTED in teacher education and development matters;
- vi. irregularity of procedures for recognizing and rewarding those who have undergone professional development; and
- vii. little cost-sharing in professional development programmes.

Some of the secondary teacher education institutions have conducted professional development courses. All the same, where this has occurred, it has been in a project form such as the Malawi Mathematics and Science Teachers Improvement Programme (MAMSTIP) at Chancellor College, Strengthening Mathematics and Science in Secondary School Education (SMASSE) at Domasi College of Education, Secondary School Teacher Improvement Project (SSTIP) at Mzuzu University.

This indicates that normally these programmes have tended to be on ad hoc basis rather than an on-going core programme of courses designed to upgrade secondary teachers to take on posts of responsibility within the system.

Continuing Professional Development: Responding to Local Needs

Increased efficiency is most likely to be achieved by ensuring increased autonomy of schools particularly in the preparation of school development plans including budgeting. Two important initiatives were taken in 1999 that are pre-requisites to more independent school management and these are:

- 1) the decision to transform all DEC's into Community Day Secondary Schools within the context of a unified public system of education, and
- 2) the process of regulating private secondary education.

Support to Secondary Clusters Programme

One strategy for more local autonomy is the school cluster system which parallels the zonal system in primary schools. This system brings together 6-10 schools (depending on communication/geographical factors) in order to focus attention on school improvement. The clusters include all types of secondary institutions. To facilitate development of the cluster concept, a project funded by Danish International Development Aid (DANIDA) sector programme support to education made provision for additional funds that would be used to strengthen management, teaching and learning and student development in cluster schools.

There are approximately 900 secondary schools aggregated into 96 clusters with varied human, financial and physical resources. Each cluster selects its own Cluster Leader School that becomes the focal point for activities for school and teacher improvement within that cluster.

The objectives of the Support to Secondary Clusters Programme are to:

- i. Institutionalise the concept of secondary school clusters.
- ii. Set up a data base of secondary schools on a cluster basis.
- iii. Carry out cluster development strategies in every cluster in all divisions of the country.
- iv. Improve the quality of school management through cluster based training, including the concept and practice of School Development Planning.
- v. Improve the quality of teaching at cluster level through support to teacher development activities, including school and cluster-based in-service training.
- vi. Improve the quality of learning by introducing concepts such as study circles, peer learning, etc. in cluster schools.
- vii. Improve student welfare by promotion of student representative councils at each school and, through the cluster system, promote a national students organization.

The programme was to be co-coordinated by the Education Divisional Office in close collaboration with EMAS. The implementation of the programme was to be carried out by staff from within the clusters, assisted where necessary by resource persons from EMAS and other institutions. A 'Cluster Development Strategy' guideline document was prepared and distributed to all schools and divisions. The Strategy document focuses on the areas of management, teaching, learning and student welfare. The programme proposed that regular trainings/orientation meetings should be held twice every year with cluster leaders and once with all clusters. Each cluster was to produce a programme of activities, which in the first two years was forwarded for approval and funding to MoEST. Clusters that manage to raise funds for the cost of some of their activities are given priority. On approval, funds are transferred to the Cluster Lead Schools' special bank accounts. Schools are required to provide detailed reports and full statement of accounts (including receipts) on the output of the activities to MOEST.

This system should be regenerated and utilised for secondary school development

Replicating the Cluster at School Level

As in primary schools, the stakeholders of secondary education should develop a teacher development plan as part of the school improvement planning process. This process should be coordinated with the cluster CPD plans in order to maximize resources use. The plans should be reviewed on a regular basis, preferably every term.

As discussed previously, at the local level, CPD can be done through meetings, seminars or workshops at school utilising local expertise. Additionally, teachers can plan lessons together, observe and support each other's teaching, and mentor less experienced teachers. These arrangements need support from school management. For example, if a teacher is to observe and help another teacher, her/his class may need support from another teacher. In-service meetings need to take place at times which do not disrupt teaching such as after school hours or weekend.

Costs of cluster teacher development include subsistence allowance and transport money to enable teachers travel to and from the cluster leader schools. Although schools are grouped 6-10 within one to two hours travel time per cluster, there are schools that are beyond these standard distances, especially in rural areas. Despite

variations in costs of getting to the cluster centre, a fixed sum was decided for clusters to cover the cost of a good meal and a night's accommodation at a local rest house for the travelling teacher. MOEST will need to re-examine this in the light of government standing rules on subsistence allowance and the need to ensure sustainability of cluster meetings. These are not the only costs of cluster teacher development. Money is needed for resources to be used and for the maintenance of the cluster leader school itself. Similarly, school-based teacher development is not free of costs. The PIF does not mention costs associated with teacher development at the school. The truth is that even school-based teacher development needs some simple resources such as writing materials, duplicating/photocopying paper, toner, duplicating ink, transparencies for overhead projector, chalk, refreshments, etc. during meetings. Cluster leader school budget will need to reflect such costs.

The foregoing discussion leads to the following recommendations:

- i. School improvement planning should be made mandatory for all schools. The plans should be developed in line with the Cluster Development Plan. Broad plans should be produced for the whole year which correlates with the school improvement plan with more detailed plans on a term basis;
- ii. MOEST should pursue installation of IT equipment at all Cluster Leader Schools with connections to the Internet via satellite;
- iii. In the interim period the Divisional EMAS should allocate a Senior Methods Advisor (SEMA) for each district. However, in the long term there would be need for a DTED officer to coordinate cluster activities at this level;
- iv. Each SEMA should scrutinise the teacher development plans of all schools in the cluster in order to determine common themes which should be used as bases for forming Cluster teacher development plans;
- v. The PEMA in turn should ensure that cluster teacher development plans reflect emerging national needs;
- vi. Cluster teacher development should be organized in ways that bring together teachers in common interest areas (subjects or special interests such as special needs) without disrupting time allocated for teaching;
- vii. Each teacher should come to the cluster centre at least once per term for teacher development meeting;
- viii. A careful costing should be made for school-based and cluster-based professional development on a per capita basis. For school-based work, this should be based on the resources required. For cluster-based work, there should be an element of travel and subsistence. There should be separate funding for procurement of resources and for maintenance of the infrastructure. The cluster centre requires subsidiary fund for the development and building of resources (improved book stock etc). Funding for school-based professional development should be made available to and be accounted for by schools. Funding for cluster-based CPD and for cluster leader school maintenance and resourcing should be made available to and be accounted for by Cluster Management Teams. These funds should be channelled to cluster leader schools through Divisional EMAS.

Continuing Professional Development: Responding to National Needs

All teachers should be able to implement the national curriculum. Where the national curriculum is undergoing reform, teachers will need orientation and training in the implications of the reformed curricula. Any new curriculum needs to influence revision of ITE courses at the Universities and colleges also. The cluster system is a potential means of communicating with all secondary school teachers about the reforms and

undertaking any training necessary for effective curriculum innovation. Such professional development might include technical training to orient teachers in new subject areas such as integrated science and life skills, and using student centred approaches to teaching these new subject areas.

Clusters have been used to provide teachers with professional development in textbook evaluation and education management, including training in headship and school management. Since 2001, MoEST through World Bank funding, has been providing CPD in school management to heads of secondary schools, deputy heads and heads of department. The course recognises the critical role of school management teams, particularly Heads, in promoting school improvement. This type of CPD uses seven modules in the following areas: School Improvement, Effective and Efficient Use of Instructional Materials and Equipment, Promoting the Education of Girls in Secondary Schools, Financial Management, Classroom Organisation and Management, HIV and AIDS and Gender. The aim is to ensure that all professionals in these three categories have undergone this training and contribute towards improving school quality.

In liaison with the Faculty of Education at Chancellor College, MoEST has developed a national professional development certificate in secondary education called University Certificate in Education (UCE). This in-service course is designed to equip graduates who join teaching without having studied education with theory and practice of teaching. Domasi College of Education has been running an upgrading course that combines pre-service and in-service education for under-qualified T2 teachers teaching in Community Day Secondary Schools (CDSSs). The course combines residential face-to-face and distance education delivery modes. As a project, the expectation is to upgrade 900 T2 teachers to secondary school teachers by 2005. The need though is to upgrade about 2500 T2 teachers currently teaching in CDSSs to initially Diploma in Education and eventually a degree in education, which is now a minimum qualification for secondary teaching.

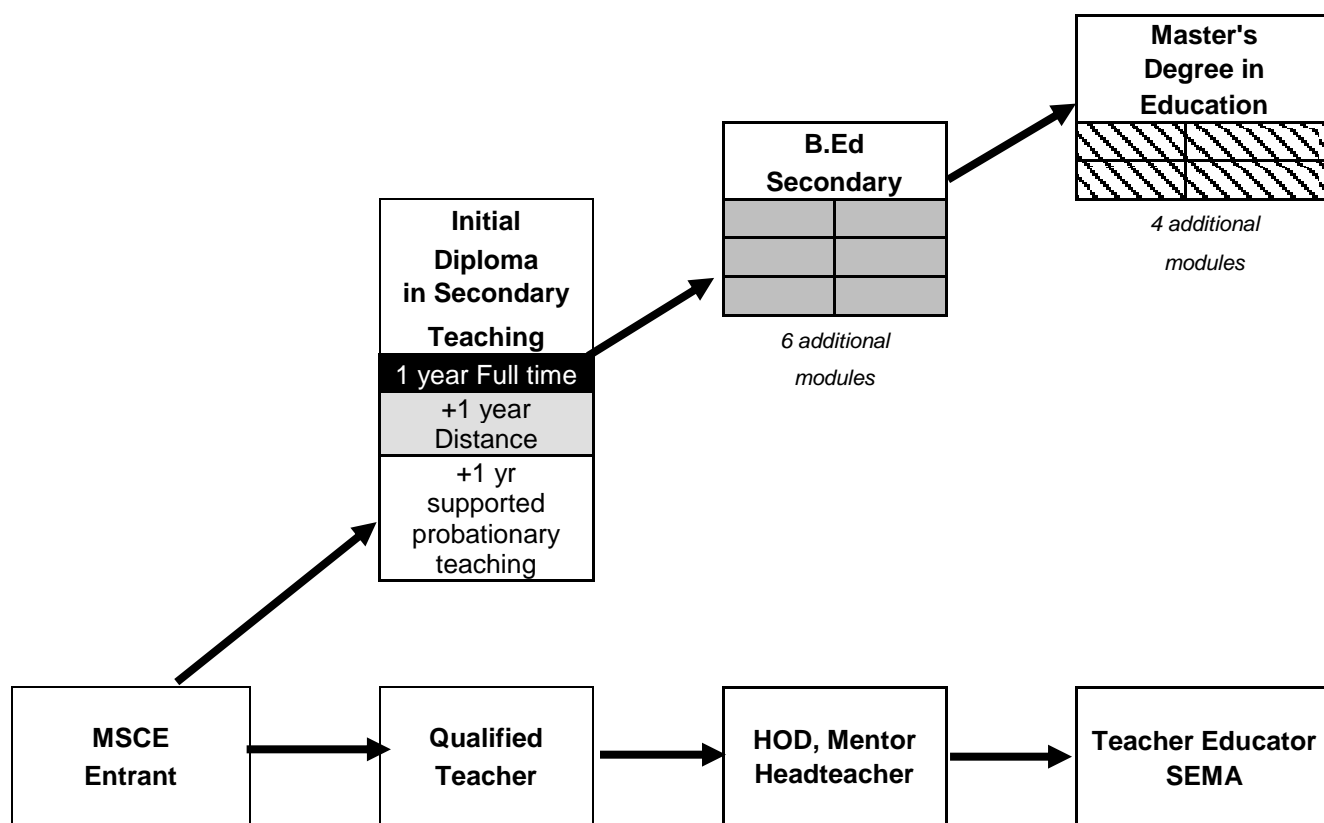
While progress was made in the Cluster Schools Programme, CPD has not been institutionalised at secondary level. MoEST and secondary teacher education institutions need to undertake the following:

- i. The clustering of secondary schools should continue to be recognised as the infrastructure which supports communication to teachers about national initiatives and of implementing professional development in response to national needs.
- ii. National programmes, which provide additional skills, should be at certificate level like the UCE course and should be recognised in the teacher career path as a prerequisite for appointment (for example, requiring a headship certificate before possible selection as a head).
- iii. The roles of faculties of education, teacher education colleges, college lecturers and education methods advisors should be re-defined to bring about greater integration of ITE and CPD systems. This should include consideration of a college lecturer's role in CPD. Among the possibilities are supports to the work of clusters closest to the college, mapping the colleges to clearly-defined district allocations and running CPD courses when ITE is not taking place.
- iv. DTED should be set up as department with the mandate for coordinating both ITE and CPD particularly in the light of decentralisation. The roles of colleges, DTED and EMAS should be clearly defined so that all plan, execute and facilitate CPD, thereby integrating teacher education and development.

Continuing Professional Development: Responding to Individual Needs

Many secondary school teachers would like to upgrade their skills and knowledge. A route of articulated courses should be available similar to that being considered for primary which would allow teachers both to upgrade their skills, prepare for posts of responsibility and which should be linked to career progression needs to be developed over time.

A possible model is indicated below:



The above model outlines a possible set of professional development qualifications which may in future serve the main group of teachers making their career in secondary education. Again the boxes under each qualification indicate a progressive accredited modular approach. The proposal is that ISTE is a shorter programme with a maximum of one year face to face followed by a modular B Ed to meet certain specialist needs and with the possibility of moving on to a Masters degree for those wishing to teach teachers or to take up senior educational posts.

Others would continue to come in through a graduate programme and would possibly make use of qualifications already available through distance education from neighbouring countries. Teachers now, occasionally use international distance education institutions to raise their qualifications to diploma and sometimes degree level. All the same, such cases are few and far apart due to prohibitive user fees, among the many explanations. Innovative use of existing distance education courses would allow more teachers to upgrade their knowledge and skills. A number of regional distance education institutions have courses on their websites which teachers in Malawi could make use of.

Mapping Secondary CPD Against PIF Criteria

This section summarises key organising themes of the PIF in relation to secondary CPD.

Access

The cluster school system has brought teacher development activities closer to teachers. However, clusters have generally been more successful in rural areas where there are fewer alternative programmes and sources of information than in urban areas. Special initiatives are therefore needed to enhance the success of urban Clusters.

Equity

Due to having more male teachers heading schools and departments, female teachers are less likely to access most training opportunities targeted for secondary school teachers. The gender targets for training in headship were not met. The upgrading programme at Domasi College of Education has a target of 50% female enrolment. Since its inception, this target has never been met. On average, only 33% of the enrolment is female. This scenario applies to other secondary teacher education institutions. Specific programmes such as bridging courses, targeted training and promotion for females, etc. should be considered as ways of addressing the situation.

Relevance

Secondary school teachers need a diverse variety of CPD programmes. These should assist them in updating, career progression and in dealing with emerging issues such as HIV and AIDS, civic education and environmental studies. The present form of CPD is limited in scope and diversity and tends to focus on shortage areas. A coordinated approach is needed to ensure that the range of individual and system professional development needs are met.

Quality

The certification of professional development courses is a way of ensuring consistency, coherence and progression. It also should guarantee the quality and of the course. Certification alone, however, will not bring about the desired results in the education system because much depends on the morale of teachers. There is a need therefore to ensure that professional certificates/qualifications are recognised in career paths. Certificates would carry more authority if awarded by recognised institutions. It is recommended that local institutions of higher education should be approached to explore possibilities of awarding professional certificates and higher awards and to develop a credit accumulation and transfer system covering awards to both primary and secondary teachers as required to meet the needs of MOEST and to be financed by MOEST

Financing

Currently, funding for CPD is through divisional offices to the cluster leader schools. **Consideration should be given to fund schools directly.**

Management and Planning

It is not clear who manages secondary CPD. Continuing professional development courses funded by donors have tended to be managed by donor agencies which choose a Ministry department to implement its programme. For example, the headship training is managed by DTED whilst the curriculum and textbook training was managed by MIE and EMAS. Department of Human Resource and Development and Management handles approval for university upgrading courses and yet funds provided through Highly Indebted Poor Countries (HIPC) programme are purportedly managed by DTED. The recommendation is that DTED must be reconstituted as conceptualised and defined by PIF and PRSP. One of its tasks should be to plan and co-ordinate secondary school CPD to meet the needs of MOEST.

SECTION 4

TEACHER MANAGEMENT

4.0 Introduction

Teacher management and administration often refer to the control and decision-making structures, processes, roles, responsibilities and relationships that aim at optimising the efficiency and effectiveness of teacher productivity in the classroom. As such, elements of teacher management and administration run across the whole spectrum of the teaching career. They cover recruitment, employment, deployment, registration (licensing), transfers, discipline, rewards (negative and positive), retirement and other welfare/motivational issues. For national policies governing these structures, processes and elements to effectively pay dividends, teachers' confidence and motivation have to be the central focus of attention.

Sound management decisions should be based on research national and international, monitoring and evaluation which reflect the current situation in the education sector and that can be used to make projections. Reliable and timely data should be used continuously at all levels of the education system to make necessary adjustments to ongoing programs and to plan future actions. MOEST has successfully improved its educational management and information systems since 2000 and more reliable data is available to inform decision -making. However some data such as teacher absence is unreliable. The database of teacher qualifications is not up to date.

There is poor co-ordination between the various sections and bodies that conduct monitoring and evaluation. Additionally, research in the education sector is often ad hoc since there is no centralized research strategy for the sector. Consequently, managers continue to make important decisions about teacher recruitment, training, deployment, etc, based on hunches, anecdotal evidence or partial knowledge of the situation, resulting in waste of both time and much needed scarce resources. This scenario is not conducive to progressive and qualitative gains in the education sector.

In Malawi teacher management and administration issues are essentially the mandate of the Malawi Government Teaching Service Commission (MGTSC) established in 1996 by Act of Parliament. As is the case in many African countries, elements of teacher management and administration are spread across several bodies that lie outside the MGTSC and the Ministry of Education, Science and Technology (MoEST) itself.

4.1 Structures for Teacher Management

The effective implementation of a teacher development strategy depends on the quality of coordination that is in place. This section lists the roles and responsibilities by different bodies involved in the implementation of the teacher education and development strategy.

4.1.1 Cabinet Committee on Education

- clearing house on policy
- recommend to cabinet for approval

4.1.2 Department of Human Resource Management and Development - OPC

- establishment control
- setting conditions of service
- establishment of posts

- functional review
- allocation of employment numbers
- establishment of training conditions
- review of human resource policies
- issuance of authority to recruit

4.1.3 Human Resource Management and Development - MOEST

- recruitment
- deployment, termination and retirement
- advising management on human resource matters
- administering and re-enforcing disciplinary actions
- administering wages and salaries
- resolving conflicts and grievances
- human resource record maintenance
- issuance of promotion and appointment letters
- declaration of vacancies
- seeking authority to fill vacancies
- processing and creation of new posts
- processing of training of teachers
- recommend non professional degree/diploma holder applicants for recruitment

4.1.4 Teaching Service Commission

- recruitment
- advertisement for promotion
- conduct interviews
- appoint staff on probation, acting and permanent basis
- confirm staff
- confirm, dismiss and termination of service

4.1.5 Department of Teacher Education and Development

- recruit teacher trainees for training
- plan for training
- development IPTE Curriculum and support materials
- training mentors (Primary and secondary)
- training of school managers
- coordinating all teachers development activities
- monitor teacher development activities
- assessing teacher development needs
- policy development
- planning and programme development
- disciplining teacher trainees
-

4.1.6 Malawi Institute of Education

- advise primary and secondary teacher institutions on curriculum issues
- provide professional and technical assistance on Curriculum development and teaching and learning materials
- provide in-service training for orientation to new curriculum and assessment
- Provide other professional development activities to meet the requirements of MOEST

4.1.7 Directorate of Basic and Secondary Education

- assessing school management needs
- deployment of teachers to Divisions and districts

- processing inter-divisional and district transfers
- processing of disciplinary cases in liaison with human resource department
- establishment of staffing needs
- Select candidates for training in various programmes
- assessment of teacher requirements

4.1.8 Department of Education Methods and Advisory Services

- assessment of teachers' performance
- conducting educational research
- determine training needs for various programmes
- ensure quality assurance of education programmes
- Inspect public and private schools

4.1.9 Teachers' Union of Malawi

- ensure welfare of the teachers
- uphold teachers' professionalism

4.1.10 Malawi School Heads Association

- sharing ideas on school management and administration

4.1.11 Private Schools Association of Malawi

- ensure CPD of teachers in private schools
- ensure only registered private schools are members of the association
- link between private schools and MoEST

4.1.12 Malawi College of Distance Education

- provide open and distance education at secondary level

4.1.13 Higher Learning Institutions

- training of secondary school teachers
- develop curriculum materials for secondary school teachers
- provide accredited modular courses in a variety of modes for upgrading teachers and teacher trainers including the use of e-learning
- conduct research in education
- support government efforts in teacher education and CPD

4.1.14 Division and District Offices

- deploy teachers
- process payment of teachers' salaries
- ensure proper coordination of CPD
- provide inspection, advisory and supervision services
- assess teacher performance
- ensure implementation of government policies
- identify staff development needs
- establish links between school and NGOs and Voluntary Organizations

4.1.15 Zones and Clusters

- identify professional needs
- conduct CPD
- promote interschool linkages
- mobilise resources for CPD

4.1.16 Schools

- identify teacher professional needs
- conduct CPD
- induct and mentor new teachers
- establish links with training institutions
- support teacher trainees during teaching practice

4.1.17 Development Partners

- provide technical and financial support

4.2 Teacher Management Bodies: Structural Mandate and Challenges

Complicated teacher management and administration structures and processes, roles, responsibilities; and relationships inherent therein, imply obvious and multiple policy challenges. The core challenges from which all the others emanate are the following:

- Limited clarity of roles and responsibilities.
- Poor and ineffective relationships between the interested stakeholders in teacher management and administration.
- Little co-ordination among the structures resulting in unwieldy, bureaucratic and unsympathetic approach in the manner they discharge their duties towards the teachers.
- Absence of a body with full mandate to look into teacher development and education as an essential form of teacher reward as proved by empirical research.

4.2.1 Malawi Government Teaching Service Commission

Roles of the MGTSC

The MGTSC is mandated to recruit, employ, discipline, dismiss and retire teachers and other officers in the teaching service. This mandate among other things translates into:

- Advertising teaching vacancies for both primary and secondary school teachers.
- Interviewing teacher trainees for primary school initial teacher education.
- Interviewing non-education university graduates interested in joining secondary school teaching.
- Interviewing both primary and secondary school teachers for promotions.
- Resolving grievances and conflicts concerning and involving teachers.
- Suspending, interdicting, dismissing and reinstating teachers as is necessary.

The creation of MGTSC has offered teachers the following opportunities:

- Reduced bureaucratic line in teacher management and administration when compared to the former Civil Service Commission.
- MGTSC is a specific professional body that fights exclusively for the welfare of teachers in the context of the Civil Service.
- It offers teachers in lower grades with a standardized mode of promotion based on seniority (number of years of service) and ability to respond to oral questions.
- It offers teachers some sort of national representation on key industrial relations issues through the representation by TUM.

Challenges related to the MGTSC

- i. Being too centralised to effectively and fairly manage teachers' affairs throughout the country. It does not have local presence in the schools. Little wonder that it is most often remembered when it advertises vacancies.
- ii. Appointment of its line officers without teachers' consent and consequently teachers have very little say in the manner they are managed.
- iii. Lack of autonomy to establish and abide by standard benchmarks for recruiting teachers both for primary and secondary schools. It is often bypassed by any government of the day on matters related to teacher recruitment.
- iv. Vesting a significant part of its mandate disciplining teachers through the Appointments and Disciplinary Committee based in the HRMD at MOEST, a situation that unnecessarily delays resolving of the issues.
- v. Over-reliance on the services of a single Attorney General who also serves the whole Civil Service in matters of cases appealed to the High Court of Malawi.
- vi. Complete lack of official teacher appraisal systems (data) or training records to which it can refer when making decisions to promote a teacher. These decisions are more often than not made entirely on the seniority of the teacher and ability to respond to oral questions.
- vii. Processing of teachers' payment vouchers by a sub-section of the HRMD called Payroll, Personnel and Pensions Integrated System (PPPIS), which is based at the central office and is not accountable to the MGTSC. Any salary processing activity from the District Office has to go to the Division office before reaching PPPIS. This arrangement is a major contributing factor to delays in the processes of salary payments, revision and updating.

Policy Strategies for Addressing MGTSC's Challenges

- i. The MGTSC should be decentralised to at least divisional level. The divisional office should have a desk officer for each district.
- ii. Each school should have a Teachers' Management and Administration Committee that should liaise with the zone PEA and the District MGTSC Desk Officer on matters of teacher management and administration.
- iii. The Education Act should clearly stipulate the minimum academic and professional qualifications for entry into both primary and secondary school teaching careers.
- iv. There should be local Teachers' Associations based, at least, at Divisional level for secondary schools and district level for primary schools. These associations should be responsible for dealing with local teacher grievances that may not have the magnitude to attract the attention of TUM. They should also be responsible for ensuring that the MGTSC and the Assemblies, in the event of decentralisation, recruit fully qualified teachers while allowing use of unqualified personnel as teacher assistants and/or teacher learners.
- v. Ideally there should be legal experts attached to the Divisional Offices of MGTSC and as such, the ADC based at MOEST should be moved to the division.
- vi. Each divisional and district MGTSC office should have a comprehensive and up-to-date teacher database backed by modern Information Technology. Data from EMAS, MIE, and DTED should be used to confirm and regularly update the databases.
- vii. Through consultations with relevant stakeholders including teachers, MGTSC should establish effective and transparent teacher appraisal systems to be used for teachers' promotion at all grades. Wherever necessary and practicable, school

management committees' reports on teachers' performance should constitute the appraisal systems.

4.2.2 HRMD at OPC

Roles and Challenges Related to HRMD at OPC

The HRMD at the OPC have the mandate to verify teacher vacancies and commencement of pay for both primary and secondary school teachers. This delays teacher placement in schools after initial training and delays commencement of salaries and related emoluments thereby frustrating teachers and depriving schools of much needed staff.

Policy Strategies for Addressing DHRMD Challenges

- i. There should be a standard teacher-pupil ratio (PTR) leading to an established number of posts per school on which basis every school, district and division should be allowed to recruit teachers.
- ii. Upgrade and decentralise Human Resource Management Information System
- iii. Human resource records should be automated.
- iv. District (for primary school teachers) and divisional (for secondary school teachers) Education Management Information Systems (EMIS) offices should support timely filling of vacancies by providing the system with up-to-date teacher data collected from reliable annual school enrolment and teacher requirements surveys/censuses.
- v. School Management Committees should be actively involved in filling vacant teaching posts to ensure transparency and prevent creation of ghost teachers.
- vi. Death, resignation or other forms of departure of a teacher should be recorded and reported to the district, division and MGTSC within seven days of occurrence.

4.2.3 DHRMD at MOEST Head Office

Challenges

- i. The most outstanding challenge related to DHRMD at MOEST Head Office is the bureaucratic operations and (by virtue of the information it handles) the lack of transparency in the manner the Payroll, Personnel and Pensions Integrated System (PPPIS) section operates.
- ii. Complete lack of transparency on how the system operates and the relevance of the information it holds in relation to actual teacher availability and placement is the main factor behind Government failure to solve the problem of ghost teachers.
- iii. Any simple technical problem involving the salary process in the head office often implies either late salaries for the whole country or no salaries at all for some individual teachers.

Policy Strategies for Addressing the Challenges

- i. The DHRMD should be decentralised to district level for primary school teachers and to divisional level for secondary teachers. The DHRMD at Central Office should serve as a reference for monitoring and checking national performance on personal emoluments issues.
- ii. The Audit Section at MoEST Headquarters should conduct regular and surprise thorough inspections of the contents of all DHRMD and operations of the offices to ascertain accuracy, and report any hideous contents and operations to the Accountant General for appropriate action.
- iii. Payment vouchers should provide for counter signature of Chairperson of School Committee or any such local body to authenticate that the teacher paid is indeed in service at the school. This should be done within five days of the teacher's

collection of emoluments. A copy of the payment voucher should be sent to MOEST Headquarters within fourteen days of payment of emoluments.

4.2.4. Department of Teacher Education and Development

Challenges

- i. Issues related to teacher pre-service education and continuing professional development (life-long process in teachers' lives that results in developing teachers' professional knowledge, skills, attitudes, and aspirations, and a general understanding of their changing roles and tasks) are scattered among DTED, Basic Education, Education Methods Advisory Services directorates and separate Teacher Education Colleges without clear demarcations of responsibilities.

Policy Strategies for addressing Challenges

- i. The Department of Teacher Education and Development should be a government department under the MOEST Headquarters with full mandate and responsibility to plan and manage teacher pre-service education and continuing professional development;
- ii. The Department of Teacher Education and Development should be effectively staffed, fully operational and capable of organising and co-ordinating teacher education and development programmes.

4.2.5 Basic Education and Secondary Education Directorates

Challenges

- i. Both basic and secondary education directorates have no officer responsible for welfare issues of teachers. It is assumed that this is a mandate of the DHRMD who are often busy with technical issues.
- ii. An officer placed in the Basic Education Department does registration of both primary and secondary school teachers.
- iii. Licensing of those teachers who have proved to be professionally sound to teach and have the expected level of integrity does not follow registration.
- iv. Registration of teachers is not followed by a systematic follow-up on the performance and integrity of those registered, and barring from teaching those that are not registered to teach after a maximum defined period for registration.

Policy Strategies for Addressing Challenges

- i. Basic and Secondary Education directorates should each have an officer responsible for handling general teacher welfare issues before they are referred to the appropriate higher officers either in the DHRMD or within the two directorates. These officers should have a basic teaching qualification and relevant management skills.
- ii. The MGTSC offices should be responsible for licensing teachers based on a transparent and objective appraisal system.
- iii. The MGTSC with assistance from local, district and divisional teachers' associations and the monitoring bodies of the MOEST should ensure that only those teachers that are registered and licensed are allowed to teach both in public and private schools while allowing teacher assistants and teacher learners to operate in schools.
- iv. The MGTSC should be responsible for registration of teachers and monitor their performance.

4.2.6 District and School Management Offices

Challenges

- i. District Education Management offices often fail to execute timely transfers of teachers because of financial constraints and dependence on the Divisional office for transport facilities.
- ii. Head teachers often transfer teachers considered to be troublesome as an alternative to effective management and administration.
- iii. Ad hoc posting and transfers of teachers by district offices (especially in primary schools) has often resulted in some schools having more teachers than they are entitled to. This is especially true in urban areas.
- iv. Schools that have many more teachers than they are entitled to have ended up resorting to team teaching practices whereby two teachers teach one class at the same time thereby under utilising the teachers in question.
- v. In the infant and junior primary classes, teachers often disappear after a working day of 3½ hours.
- vi. Many schools do not have enough institutional houses, forcing teachers to rent houses that often are below standard and a long way from their schools.

Policy Strategies for Addressing District and School Management Offices' Challenges

- i. In the decentralised primary school education system, District Assemblies should ensure that cost centres have autonomy to raise and expend funds, and that they have their own transport facilities.
- ii. There should be minimum number of years (5 years) for which teachers may stay in a school before they are transferred unless there are good professional and moral reasons for earlier transfer.
- iii. School Management Committees (for primary) and Boards of Governors (for secondary) should have a say in decisions to transfer teachers.
- iv. With posting of teachers effected on the basis of an established teacher-pupil ratio, no two teachers should be allowed to teach one class at the same time unless they have clearly shared lessons/topics in a manner that does not boarder on self-under utilisation.
- v. With teacher working hours (stay in school premises) established, no teacher should be allowed to knock off before the official time unless the school management grants official permission. This will ensure that teachers prepare for the following day's work, complete marking the day's work, assist in the general running of the school and are available for consultation by pupils who find it necessary.

4.2.7 Licensing and Registration of teachers

Challenge

Currently, there is a backlog of unlicensed teachers within the system.

Policy Strategies for Addressing Unlicensed Teachers

To address this, the Ministry of Education, Science and Technology should adopt the following strategies:

- i. Either establish a Teacher's Council that will be responsible for licensing and registering of teachers or MGTSC should in the interim carry out this function.
- ii. The Licensing and Registration body should reinforce existing regulations on licensing and registration of teachers.

- iii. The Licensing and Registration body should ensure that no unlicensed person enters a classroom to teach, whether in a private or a public school, except for assisting registered teachers and/or for purposes of initial teacher education teaching practice.
- iv. The prospective teachers should be registered as teachers only after a period of internship unless such teachers were practising elsewhere and have valid documents to support this.
- v. The Licensing and Registration body should work with PRISAM to ensure that all their teachers are professionally educated and licensed except for teacher assistants and teacher learners.

4.3 Teacher Management Challenges and Strategies

4.3.1 Social and Personal Challenges

HIV and AIDS

HIV AND AIDS is the main challenges of teacher management and administration that does not belong to structural factors, but rather belongs to social factors. It is adversely affecting the teaching profession. For instance, many teachers are sick or dying of HIV AND AIDS or AIDS related infections. in addition to being absent from classes due to funerals, personal illness or the illness of close relatives. The HIV AND AIDS pandemic exacerbates existing shortages of trained teachers and poor working conditions, thereby negatively affecting quality of education. District education officials report that after paying salaries, the remainder of their budgets is used up paying for funeral related expenses (coffins and transport). While there are no reliable statistics on how many teachers die or what they are dying from, it is clear that HIV AND AIDS is having a major impact on the teaching force. It is not only teachers who are dying but also management and support staff across the sector.

Infected individuals may suffer a series of increasingly severe illnesses over a period of months or even years. During this time infected teachers will, of necessity, be absent from the classroom. Teachers who are not ill are in one way or the other affected by the effects of HIV and AIDS. They spend significant amounts of time attending funerals of colleagues and family members, apart from caring for sick relatives. Many teachers are also taking in orphans of family members who have died, adding to their already heavy responsibilities. These factors affect the quality of teaching.

Progress in this area has been made. The HIV infection rate nationally in Malawi has plateaued since 2004 at around 14%. The Government provides voluntary counselling and testing and where required anti retroviral therapy in 114 centres.

Significant progress has been made in developing HIV and AIDS policies in all TTCs. Life Skills including HIV and AIDS Education is being introduced in the curriculum. Teachers are being trained in Life Skills in order to effectively implement the curriculum, equally important, they need skills to protect themselves and deal with the personal impact of HIV and AIDS in order to go on teaching. This can only be done in an environment where HIV and AIDS and related issues (gender violence, stigma, etc.) are openly discussed and confronted.

A related issue that must be dealt with is the abuse of pupils by teachers. Teachers (most commonly male) often use coercion to force students (usually girls) to have sexual relations with them. By threatening to fail them and such other forms of coercion, teachers continue to take advantage of children entrusted in their care. There is no consistent and firm response from education authorities against such behaviour. Offending teachers are often simply transferred to another school. This puts pupils at risk of HIV and AIDS in the very place they are supposed to be nurtured and protected.

Recommendations for Addressing the Impact of HIV and AIDS on Teacher Management

The following recommendation is key to others that follow:

MOEST and its education partners must continue providing quality information to teachers both in initial teacher education and through in-service programmes.

It must make the support offered to affected teachers and their families clear and unambiguous to avoid adding to the difficulties caused by HIV and AIDS related infections. The use of Teacher Development Centres and clusters as a means of reaching out to teachers without them having to travel very far away from home need to be intensified.

Further recommendations:

MOEST needs to look at creative ways of maintaining continuity of learning in the classroom while teachers are absent due to illness, caring for relatives and attending funerals. This may involve having teachers work closely together in pairs or in sections, training classroom assistants or utilizing other forms of community involvement so that if a teacher needs to be away from the classroom, there is someone who can stand in.

Education must be provided to all serving and in-coming teachers in Life Skills for HIV and AIDS Education. Research has shown that for this to succeed, it must go beyond imparting factual knowledge about the virus. To bring about positive behavior change, teachers must confront their own fears and values regarding sexuality and gender. In addition, this education must use interactive teaching methodologies so that teachers practice using prevention skills such as decision making and negotiation.

There needs to be a programme at workplace for prevention and mitigation of HIV and AIDS for teachers and other education staff. This should include district-based voluntary counseling and testing (VCT), anti-retroviral therapy, care of sick teachers and support to teachers who are caring for sick colleagues and sick dependants.

Efforts should be made at national, district and community levels to ensure that schools are safe places for educators and learners. This must include the enforcement of existing regulations that protect pupils against abuse by teachers and fellow pupils. This could be through:

- a. Enhancing the role of school management committees in enforcement of rules, regulations and professional ethics.

- b. Developing clear roles for the Teaching Service Commission regarding teacher discipline.
 - c. Implementing Life Skills programmes and formation of clubs to encourage children to say “no” and report incidences of abuse.
 - d. Launching radio and village campaigns to influence attitudes of parents regarding sex and HIV and AIDS, and the right to life and education.
 - e. Involving school proprietors in management of schools.
- Schools should keep complete records of teacher absenteeism and reasons for absence.

MOEST must ensure adequate supply of teachers through expanded teacher education programmes and encouraging schools to use teacher assistants.

As far as possible, schools should use part-time teachers or teacher assistants to cover for absent teachers and complement teachers with large classes.

Teacher Motivation and Retention

The system and style of teacher management affect both teacher morale and retention of teachers in the system. If teachers are not sufficiently motivated to do their job, they will not apply what they learned during teacher education and development programmes. Teacher motivation can be affected by recruitment and promotion procedures as well as by the conditions of service. Currently, many candidates for initial teacher education programmes see teaching as a last resort because of low social status, poor salaries and working conditions. This is particularly the case with primary school teaching.

The decentralisation of primary education services to District Assemblies will have its own effects on the morale of teachers. The assumption of decentralisation policy is that if teachers are employed through districts, they will be more responsible and committed to needs of the school and local employer. The concern at the moment is that unless there are clear operational guidelines, there is the risk of differing practices from district to district. The other concern is that teachers might migrate to more conducive districts leaving poorer districts understaffed.

Promotion Procedures, Grades and Career Path

At present, promotions are based on interviews, that is what people say rather than what they can do. In other words, decision to promote a teacher is based on presentation at interview rather than on an assessment of performance. This alone does not encourage teachers to improve their work performance in the school and in the classroom. Teachers need to see that performance in school and class counts for their promotion. Similarly, participation in teacher development activities needs recognition for promotion purposes.

Linked to the promotion procedures are the established promotion grades. MOEST has done much recently to establish posts and to do away with the unhealthy system of appointment on administrative arrangement. The establishment of P8 posts for Primary School Headship has enhanced the primary teacher career path. Nevertheless, many good teachers are still leaving the classroom to take up administrative posts because there are no promotional posts in the classroom. A current anomaly in the grading system is the placing of Primary Education Advisers at a lower grade than those they have to advise. This has caused trained PEAs go

back to the schools from which they were recruited. The difference in grading arises because there are separate career paths for schools and advisory services which are not integrated and which fall under different sections of MOEST. In a similar way, lack of established promotional posts for college tutors has led to many of them moving to secondary school positions.

Thirdly, promotion of teachers is dependent on nationally established posts. It is not related to either positions of management responsibility or curriculum leadership within the school. As such, promotions are seen as neither linked to performance nor leadership positions at the school. Promotions become a struggle for more money, rather than as they should be a reward for good performance and improved competence as a result of taking part in professional development opportunities.

A final issue is the relative status of primary and secondary teachers. While there has been an improvement in the teachers' career path in the secondary sector, not much has happened yet in the primary school sector. Primary teachers see secondary teaching as a means of improving their status and salary. Consequently, primary school teachers migrate to the secondary sector. This is supported by various teacher education programmes which upgrade primary school teachers for secondary school teaching. While it is not always undesirable for teachers to make a primary to secondary school transition, it is healthier if there is a satisfactory career path in each sub-sector. Of course, teachers are paid according to qualification. A graduate with the same experience would receive the same whether at primary or secondary school. The problem is that there are still very limited opportunities, at least within country, to improve qualifications in primary teaching.

There are two definitive career paths:

- i. A career path that targets the classroom teacher.
- ii. A career path that targets school administrators.

Secondary school teachers favour the administrative route while primary school teachers favour the classroom promotion. In the secondary sector, there are few posts associated with remaining in the classroom and improving teaching. On contrary, until recently, there were fewer posts for primary school management responsibilities. Primary school heads were given a very small allowance for the work. The creation of the P8 Headship post is a move towards improving the administration career path. The only problem is that at the moment it is not linked to other positions within the primary school system. As a result, there is a large gap between the Head and other members of the school management team (Deputy Head and Section Heads). Although a Head is critical in administration and management of the school, the head cannot effect and manage change alone. There is a need to strike a balance between the two career paths. There should be comparable rewards for good classroom performance and curriculum leadership.

Conditions of Service

Government set up Teaching Service Regulations (2001) that attempt to comprehensively address conditions of service for teachers. Of late, there have been a few developments aimed at improving conditions of service. The review of salaries has improved the net pay for primary school teachers to K5, 425.00 per month. The situation for secondary school teachers is slightly better in that they also get professional allowance which take the net pay for a starting teacher (PO)

to K29,077.00 a month. For primary school teachers, this salary is 3.7 times the per capita GDP which is within World Bank estimates of reasonable pay to meet Millennium Development Goals (MDGs) by 2015. In reality though, it may still be insufficient to meet the needs of an average family because of ever rising cost of living. It is little wonder, that teachers engage in all sorts of income generating activities having a second or even third job and other business enterprises. These definitely detract time and attention from the paid post of teaching with the consequence of deteriorating quality of teaching.

Thirdly, the length of service in government is short, only 20 years to qualify for early retirement and now the mandatory retirement age is 60. This means that many teachers reach retirement age while they are still fit and able to serve. At the moment, they may be retained on a month-to-month basis. But this temporary state of affairs is not very attractive and may encourage contract teachers to move to more permanent and rewarding employment in the private sector. What this means is the government does not maximise use of the investments by end of years of service of a teacher. There is a need to design employment continuation scheme that is attractive to the retired teachers.

Government introduced teachers' loan scheme however, the fund however is not adequate to cater for their needs. The administration of the loan system is also in need of review.

Teacher Deployment

Even though the regulations on deployment of civil servants do exist, the regulations are not fully applied. As a result, teachers have not been deployed in the most efficient manner, leading to some schools, particularly in urban areas, having more teachers than they need while others have less than their requirements. The following trends have been revealed in the system:

- i. More teachers in the urban as compared to rural areas.
- ii. More and better qualified teachers in conventional secondary schools compared to CDSSs.
- iii. More female teachers in urban than rural areas.
- iv. Gender imbalance among school staff.
- v. Imbalances of subject-based teachers in secondary schools.

Within the overall move to a teacher/pupil ratio of 1: 60, there is inter-district variation from approximately 1: 51 to 1:120 (2006 EMIS). This scenario suggests over-concentration of teachers in urban areas at the expense of rural areas. A similar imbalance applies to the availability of qualified teachers. Pupil to qualified teacher ratio of 40:1 (in one urban district) to 123:1 (in one rural district) (2006 EMIS) from 19% in one rural district to 87% in one urban district. There is also a gender dimension to the lop-sided distribution of teachers. Urban schools have a preponderance of female staff while rural schools have very few. In fact, a good number of rural schools have no female staff at all, thus depriving female pupils of appropriate role models.

This inequitable distribution, both geographically and in terms of gender, suggests a need to review deployment policies and strategies. Currently, the 55,501 primary school teaching posts are established at divisional level while secondary posts are established at school level. This makes it difficult to allocate teachers to particular schools where they are needed, especially at primary school level. Bearing in mind

that some primary school teachers are teaching in Community Day Secondary Schools, the expansion of secondary school teacher posts has been at the expense of the primary sub-sector.

The related issue is that of under-utilisation of teachers. This is particularly so in urban areas where the so-called *team teaching arrangement* allows one teacher to teach while the team partner is either sitting in the staff room or is at home doing other things. Secondly, at primary school level, there is the system whereby senior classes are given two or more teachers, each one dealing with different subjects, giving substantial 'free' periods to those involved. Thirdly, in lower classes of primary, teachers often disappear from school premises after 3½ hours of teaching. There is a need to establish official minimum working hours for all teachers and ensure that the head of a school enforces the regulation and records teacher attendance. It is important that teachers are available at school for preparations, marking, consultation, etc.

Unregulated teacher transfers have created staffing crises in schools. Some subjects are not taught in secondary schools because the specialist teacher got transferred and a very long time passes before replacing the transferred teachers. In primary schools, teachers may have to put up with non-replaced colleagues for long periods, leading to doubling up of workload. The large classes already deprive the learner of individualised attention required to promote quality learning.

Recommendations on Teacher Deployment

- i. Posts should be established at school level in accordance with national guidelines and districts/divisions should only fill established posts.
- ii. Primary and secondary teacher career paths need to be reviewed with the aim of creating adequate opportunities for promotion along administrative and classroom-based lines. Career paths should allow for progression through a series of graded posts. Professional development programmes should be in place to support career progression
- iii. Promotion procedures must be reviewed to reflect and emphasise teacher performance as opposed to relying on interviews alone.
- iv. Promotion posts should be awarded in line with specific responsibilities - either classroom-based or school management -based.
- v. Universities and other institutions of teacher education should be encouraged to develop core programmes of accredited modules in primary education as a means of capacity building for career progression.
- vi. Teachers' salaries and benefits must be reviewed with a view to ensuring that they are attractive enough to retain performing teachers in the profession.
- vii. Efforts to upgrade to a minimum of MSCE qualification for primary school teachers should be encouraged and supported, and access courses should be available to support under-qualified community teachers or volunteer teachers reaching the entry level for the profession.
- viii. Teachers working in rural areas should be given salary enhancement and other incentives to encourage them, particularly female teachers, to work in rural areas and ensure that they are able to stay there for a minimum of five years.
- ix. The school day should be defined for teachers, and head teachers and school committees should ensure teacher attendance throughout the stipulated period.
- x. Employment continuation schemes for retired teachers should be devised so that government is able to maximise returns from investment in teacher education of the individual.

- xi. The MOEST should work with Private School Association of Malawi (PRISAM) to formulate a framework for recruitment, deployment and management of teachers in private schools.
- xii. The Government should review both the Education Act and other regulations governing teachers in order to make them compatible with the existing constitution and to sufficiently protect the professionalism of teachers.

4.4 Research, Monitoring and Evaluation

Monitoring and evaluation are needed to inform the management of teachers. More detailed research is needed from time to time to elucidate key issues. For example, at the moment, the records on teacher attrition are often inaccurate. School-based studies would reveal more about the extent and nature of attrition. Similarly, absence is almost never reported and it is only through school-based studies that it would become clear how teachers and pupils are affected by the absence of others. In this regard, research becomes a management and planning tool.

Challenges of Research, Monitoring and Evaluation

Some of the challenges include:

- i. Lack of linkages among the various stakeholders such as Malawi Institute of Education, education methods advisory services, teacher education colleges, schools, Department of Teacher Education and Development and the classroom.
- ii. Monitoring does not end up with tangible consequences, therefore there is little incentive to undertake it effectively and key players in research, monitoring and evaluation process tend to keep information to themselves.
- iii. Lack of co-ordination of the mechanism and process put in place.
- iv. Inadequate supervision of the research, monitoring and evaluation process by PEAs.
- v. There are no defined roles for the community in the research, monitoring and evaluation process.
- vi. Inadequate research for evaluation and research activities in the system.
- vii. Research findings are rarely used and disseminated for improving the system.
- viii. There is little coordination on monitoring activities between EMAS, teacher education institutions and DTED.
- ix. There is a weak monitoring link between University Colleges and Domasi College of Education on the one hand, and schools and EMAS on the other, on performance of teachers produced by teacher education institutions.

Policy Strategies for Addressing Research, Monitoring and Evaluation

In order to address these challenges, the following strategies should be adopted:

- i. There should be research on the relevance and appropriateness of teacher education courses and programmes, teacher recruitment problems, reasons for attrition, modes of training, student achievement, appropriateness of assessment of teacher learners, and teacher education framework within the philosophy of the secondary school curriculum;
- ii. There is a need for assessment of the secondary teacher education and development system;
- iii. There is an urgent need to explore more efficient and responsive approaches to teacher education for all institutions in an effort to deal with the current crisis of teacher shortage;
- iv. The DTED should take a co-ordinating role for all secondary teacher education and development programmes;

- v. At a later stage DTED should have its own research, monitoring and evaluation unit while quality assurance should be the responsibility of EMAS;
- vi. The individual teacher education institutions should carry out action research/tracer studies to get feedback on the performance of their graduates;
- vii. There is a need to clarify roles of EMAS and DTED on monitoring and evaluation;
- viii. Curriculum reviews for all teacher education institutions should be driven by social, political and economic changes;
- ix. The MOEST should facilitate capacity building for monitoring and evaluation in the entire system;
- x. Assemblies should also have research, monitoring and evaluation services for immediate feedback, planning and management;

SECTION 5

SUMMARY OF FINANCE FOR TEACHER EDUCATION AND DEVELOPMENT

5.0 FINANCING TEACHER EDUCATION AND DEVELOPMENT

5.1 Introduction

The Policy and Investment Framework (PIF) provides details of educational policy commitments which relate to primary schools and teacher education. Inter alia, from 1997 this has indicated commitments to:

- i. A pupil-teacher ratio of 60:1 across the primary school system.
- ii. A teaching classroom size of 60 pupils per class.
- iii. A substantial increase in secondary school places to achieve a transition rate of 30% into form 1 and a planned increase of 6,000 secondary school teachers by 2005 working in an integrated secondary school system.
- iv. Upgrading of colleges of teacher education staff to degree level and improve the quality of teaching and learning teaching in colleges.
- v. Decentralisation of education delivery services including those related to local in-service support of new teachers.

At a macro level, the main cost drivers related to teacher education systems that are self-evident can be separated into recurrent salary and non-salary costs, and fixed and variable costs.

Recurrent salary costs arise from teaching faculty and support staff (which include non-teaching administrators and service personnel). The costs of training in full time institutions will normally be most heavily influenced by salaries which will account for between 50% and 90% of all recurrent costs per teacher learner in post-school education institutions. The distribution between teaching and non-teaching salary costs can vary over a wide range. It is possible to find institutions where non-teaching staff salary costs may exceed those of teaching staff per teacher learner, especially where teacher education is residential.

Total salary costs must include non-teaching staff salaries which arise from a variety of widely differing practices and expectations about staffing related to teacher education institutions. These are more difficult to generalise about. The number of non-teaching staff may or may not be related to enrolments. Some categories - e.g. Director, Vice Principals, Finance Officer, Hostel Warden, etc. may exist in every teacher education institution independent of enrolment. Other posts may be related to enrolment - e.g. the number of laboratory assistants, caretakers, security guards, etc. If historic budgeting is used, staff may continue to be employed whether or not there is a continuing need for their services. The most that can be said about this category of expenditure is that it is almost certainly desirable to establish norms related to enrolments based on what is thought to be necessary, effective and efficient to run institutions.

Non-salary recurrent costs per teacher learner are also difficult to generalise about. Most costs will arise from expenditure on maintenance, equipment, consumables, travel and subsistence, food subsidies and hostel costs, and teacher learner stipends. All of these need to be examined with a view to establishing the necessity in relation to maintaining quality of the teacher education programme. It is of interest to compare non-salary with salary costs, to establish the extent to which non-salary costs vary per student between institutions, and to establish whether non-salary costs are or could be shared in an appropriate way which is not damaging to quality or equity. This applies both to the costs of physical assets (which may be shared with other institutions or used

as community resources) and to the direct costs of education which should be supported through contributions from those who benefit.

5.2 Strategies for Financing Primary and Secondary Teacher Education and Development

To ensure prudent use of resources and increase the level of resources for both primary and secondary teacher education and development through mobilisation of government and donor resources as well as cost-sharing mechanisms, the following strategies need to be adopted:

- i. Increase the level of government allocation to primary and secondary teacher education.
- ii. Use of teacher education facilities should be more cost-efficient.
- iii. A variety of modes of teacher education should be developed with a particular emphasis on distance education.
- iv. Institute cost-sharing systems in teacher education institutions. Consider the introduction of fees for boarding and transport expenses.
- v. Teacher education institutions should be funded.
- vi. Ensure that adequate funds are disbursed from Treasury to teacher education institutions.
- vii. Make all teacher education institutions cost centres with the responsibility to effectively collect and efficiently manage both public and private resources.
- viii. Develop a cost-sharing scheme that takes into account other interventions aimed at attracting potential female teacher education candidates.
- ix. The cluster/zone and school-based continuing and professional development should be upgraded to ensure that there is an appropriate electrical supply and connectivity to the internet. They then should be made use of as adult learning centres for distance learning, locally devised professional development, support for new teachers and for upgrading under and unqualified education personnel.
- x. Introduce and strengthen bursary schemes for needy teacher learners.
- xi. Increase level of resources available for secondary teacher education.
- xii. Introduce and implement disciplinary actions against those who misappropriate government funds to ensure that all funds are used for the intended educational purposes.
- xiii. Define the relative contributions to be made by government through District Assemblies and locally through management committees in maintaining, resourcing and improving Teacher Development Centres.
- xiv. Establish funding formulae for schools and Teacher Development Centres so that they can conduct continuing professional development of teachers and implement grant systems to make funds available.
- xv. Negotiate funding through districts to ensure that advisers are able to visit schools in their zones.

5.3 Outlining Costing for Primary Teacher Education and Development

This section links the various projections made in section 2 through costing of teacher education and development. There are four major components to the overall cost of realizing the National Strategy for Teacher Education and Development (NSTED):

- i. Initial teacher education costs.
- ii. Recruitment and promotion of teachers.
- iii. Recurrent costs of hiring new teachers (salaries and other benefits).
- iv. Continuing Professional Development (CPD)

5.3.1 Teacher Recruitment and Promotion

The recruitment and promotion of teachers is the responsibility of the Malawi Government Teaching Service Commission (MGTSC). After being instructed by MoEST through Human Resources, MGTSC advertises vacant posts by sending a circular to all schools in the country. The MGTSC thereafter selects candidates for interviews. The interviews take place at the Division or District level and are conducted by a board comprising four members: a Commissioner from the MGTSC (Chair), a representative from the MoEST, an independent member (usually a civil servant from another Ministry) and a secretary (MGTSC). The MGTSC only bears the costs of its two officers who make up part of the selection board.

The costs of teacher recruitment and promotion, based on the eventual promotion of 6,000 officers can be summarized as follows:

COST OF RECRUITMENT AND PROMOTION PER ANNUM				
ACTIVITY	INPUTS	COST	UNITS	TOTAL COST
Printing and advertisement of vacant posts, compilation and distribution of lists of selected candidates and notification of selected candidates	Stationery	30000	3	90,000.00
	Postage	70000	1	70,000.00
Conducting interviews at Division and District level	Allowances	3700	40	148,000.00
	Accommodation	9000	40	360,000.00
	Fuel	170	60	10,200.00
Total for two teams to the North and South				1,036,400.00
Total for team in the centre				70,000.00
TOTAL COST				1,106,400.00
Total average cost of recruiting or interviewing 6000 officers				<u>1,106,400.00</u>
Assumptions				
The standard unit costs for stationery are per month.				

Based on TSC 20057 data

Over the last years, interviews have been conducted in phases and in different regions of the country, from the North, to the Central and to the Southern regions. Each regional interview session involved 16-29 days in the field. Once MGTSC officers complete interviews and return from the field, they compile summaries of suitable candidates for the advertised posts and notify MoEST through the Human Resources Department. Upon approval by MoEST, MGTSC notifies successful candidates of the outcome of the interviews and thereafter MoEST also contacts the selected individuals.

5.3.2 Initial Teacher Education

Cost Estimation for training 2,220 Students in five TTCs

Cost of training 2,220 students in 5 colleges using the IPTE 1+1 model	
<u>Year 1 Costs</u>	
Operational	265,648,000.00
Maintenance of TTC	7,183,333.33
Salary costs -Field Students	11,100,000.00
Salary costs –Lecturers	285,807,570.00
<u>Year 2 Costs</u>	
Cost of mentors	6,315,000.00
Distance Education Materials	Data unavailable
Cost of Year 2 to the College	Data unavailable
	<u>572,896,403.33</u>

1.3.3 Recurrent Costs

Teacher salaries in Malawi became consolidated in 2004 when house and professional allowances were all lumped into a basic pay. The total monthly package for teachers ranges from US\$45 (lowest level: temporary teacher) to over US\$250 (highest level: p8) in 2006 /07. At present, only 65% of the established primary school teaching posts are filled and the wage bill comes to MK 4 billion (US\$ 43.6m).

It is estimated that if all established posts were filled with permanent and qualified teachers on grades PT4 to P8, the total wage bill would be close to MK7.5bn (US\$53.6m). In other words, funding for personal emoluments needs to go up by 50% higher than it is at present if the current establishment of 55,510 primary school teachers is filled.

It is also possible to simulate the total wage bill for employing sufficient teachers to reach the desired teacher-pupil ratios of 1: 60, 1: 50 and 1: 40. The simulation is based on the following assumptions:

- Primary school enrolment is 3.2 million by (EMIS 2006).
- Salaries are not changed from present levels.
- Exchange Rate is MK140 = US\$1 (November 2006)
- No temporary teachers in desirable future scenarios of 1:60, 1:50 and 1:40.
- Salary Base value as average of PT4 - P8 based on Educational Model by Millennium Project 2005
- Attrition of 6% in Primary Teachers

Scenarios	# Permanent Teachers Employed	Wage Bill (Mk Million)	Wage Bill (US\$ Million)
2005/6 Actual Employee Count	51,567 (incl. temporary teachers)	4,905	45
All current established posts filled	55,510	7,993	57
Pupil : Teacher Ratio			
60:1	53,313	7,216	52
50:1	63,975	8,660	62
40:1	79,969	10,825	77

5.3.4 Funding Gaps

Assumption:

- Current disbursement for primary teachers' salaries is MK4,015 million.

Pupil - Teacher Ratio Target	Estimated Wage Bill MK(Million)	Funding Gap = Estimated Wage Bill - Current Disbursement MK (Million)	Funding Gap US\$ (Million)
60:1	7,216	1,635	15
50:1	8,660	2,834	26
40:1	10,825	4,796	44

5.3.5 Continuing Professional Development

All costs in MK, Per annum

TDC CPD grant	Allowance/teacher/INSET day = MK150* X average # teachers in zone = 160 X # INSET days/year (according to PIF) = 3 = MK72,000 (US\$ 660.55)
TDC resources grant	Utilities = MK24,000 (US\$ 220.18) Security = MK30,000 (US\$ 275.23) Resources = MK578,760 (US\$ 5309.72)
TDC maintenance grant (1% initial costs per year) for 315 TDCs and PEA houses. This covers minor and major works.	Construction Costs for 315 TTCs = MK1.42bn (US\$ 130,275,229.00) 1% initial costs = MK14m (US\$ 128,440)
TDC major equipment and furniture fund (to cover repairs and replacement)	MK30,000 (figure estimated by a PEA in Lilongwe Urban, may be an underestimate) (US\$ 275.23)
Total Cost (MK)	1,420,704,760
Total Cost (US\$)	26,067,977.25

Source: Enabling Continuing Professional Development of Primary Teachers, Concept Paper (Draft), DTED, May 2003

* The PIF (1999) allocates MK100 per teacher per INSET session. MK150 is a rough estimate for 2003 once inflation has been factored in.

In addition to these costs there needs to be funding for school based in-service.

5.4 Outlining Costing for Secondary Teacher Education and Development

5.4.1 Initial Teacher Education

Using the PIF targets for enrolment rates increasing from 18% to 30% by 2012 at secondary school level, the system will require on average to produce at least 1,000 teachers annually to meet the demand. The average production per annum is currently at about 400, suggesting that the system will have to expand three times the present carrying capacity. It is acknowledged that different institutions of teacher education use different methodologies. For the purposes of illustration, Domasi College of Education is used to calculate teacher education costs: recurrent (includes all costs of the residential phases and all examination-related expenses) and capital costs (development expenditures for maintaining the college). The unit cost of initial secondary teacher education at Domasi is MK127,966. 00 (US\$1,174. 00).

Actual Budgets for Domasi College		
	Actual 2005/06	Actual 2006/07
PE+ Benefits	13,687,664	83,537,484
ORT	63,686,169	77,546,530
Internal Travel	944,862	13,684,620
Public Utilities	12,001,920	17,418,630
Office Supplies and Expenses	6,529,480	5,809,960
Medical Supplies and Expenses	175,000	200,000
Education Supplies and Expenses	34,146,671	29,733,520
Training Expenses	6,237,475	4,089,950
Acquisition of Technical Services	1,085,400	1,246,000
Insurance Expenses	600,000	1,050,000
Other Goods and Services	295,600	497,600
Formation and Maintenance of Capital Assets	1,669,761	3,816,250
Domasi Total Recurrent (PE + ORT)	77,373,833	161,084,014

5.4.2 Recurrent Costs

Under different assumptions of the required teacher-pupil ratios and attrition rates the teacher demand changes dramatically. For example:

- Scenario I: 10% attrition; teacher-pupil ration gradually reduced from 1:191 in 2000 to 1:40 in 2012.
- Scenario II: 5% attrition; teacher-pupil ratio reduced to 1:40 from 2000 to 1:25 in 2012
- Scenario III: In all cases the attrition rate is maintained at 5%; while in one case the teacher-pupil ratio is reduced to 1:25 throughout the plan period; and the other case teacher-pupil ratio (TPR) is reduced to 1:80 and gradually dropping to 1:25.

Assumption:

- Current disbursement for secondary teachers' salaries = K319m (US\$ 292,660. 00), the total number of teachers at secondary is estimated at 2059, the average teachers' salary is estimated at K185, 000 (US\$ 1697.25) per annum.

The results of these scenarios in terms of teacher education needs and salaries are shown in the table below.

SCENARIOS	TRAINING NEEDS	# PERMANENT TEACHERS EMPLOYED	WAGE BILL (MK MILLION)	RECURRENT COST (MK)	(US\$ MILLION)
2002/3 Actual Employee Count		2059	319,000,000.00	29,000,000.00	3m
Teacher-Pupil Ratio:					
Scenario I: attrition rate 10%;TPR reduced to 1:40	19,238	12,041	2,227,585,000.00	2,077,704,000.00	46m
5% attrition rate; PTR reduced to 1:40	16,139	12,682	2,346,170,000.00	1,743,012,000.00	44m
Scenario II: 5% attrition; PTR is maintained at 1:40	19,260	12,681	2,345,985,000.00	2,080,080,000.00	48m
10% attrition rate and PTR is maintained at 1:40.	25,869	12,014	2,222,590,000.00	2,793,852,000.00	54m
Scenario III: 5% attrition; PTR 1:25 maintained throughout	21,410	15,834	3,960,850,000.00	2,283,120,000.00	68m
5% attrition rate; PTR reduced from 1:80 to 1:25	18,081	15,225	3,344,985,000.00	1,952,748,000.00	57m

In each scenario the recurrent costs rise to more than 1000% which is very unsustainable. However, looking at the plan period for twelve years, each scenario will require on average of MK5.8bn (US\$ 53m) which translates into MK479.6m (US\$4.4m) per annum for recurrent costs. At the current rate of disbursement to secondary teacher education, Mk 3.92bn (US\$36m) will be required at the end of the plan, which translates to a gap of MK 1.9bn (US\$17m).

Of all the three scenarios, scenario I is more realistic in the sense that the attrition rate of 5% could be maintained, whereas teacher-pupil ratio is gradually reduced over time. With the current capacity educating 16,139 teachers in 12 years will mean an annual average teacher output of 1,344 compared to the current 400 which implies trebling the existing capacity. Increasing capacity for secondary teacher education institutions will require rapid expansion of infrastructure and/or innovative delivery modes. This suggests heavy capital investments and long term production of lecturers.

5.4 3 Funding Gaps

The table below shows funding levels required for each scenario as compared to the current situation. Looking at a very optimistic scenario, in each case, and maintaining

the same level of funding of an average MK 381.5m (US\$3.5m) per year, at the end of the twelve year period MK 4.58bn (US\$42m) could have been spent. However, the wage bill would have gone up in the twelfth year to MK 3.97bn (US\$36.4m) against the funding level of MK 381.5m (US\$3.5m) building a gap of MK 3.59bn (US\$32.9m) in the worst case scenario. Whereas in the optimistic scenario MK 3.98bn (US\$36.4m) would have been spent on the status quo, however, the wage bill rises to MK 2.73bn (US\$25m) in the final year resulting in a gap of MK2.34bn (US\$21.5m).

Teacher-Pupil Ratio Target	Estimated Wage Bill Mk (Million)	Funding Gap = Estimated Wage Bill - Current Disbursement Mk (Million)	FUNDING GAP US\$ (MILLION)
Scenario I	25.0	3.5	21.5
Scenario II	25.5	3.5	22.0
Scenario III	36.4	3.5	32.9

5.4.4 Capital Costs

In the case of expanding Domasi College of Education, the plan will require approximately MK545m (US\$5m). The required funding is calculated from the portion of the donors and Government of Malawi. For the Faculty of Education at Chancellor College to expand from the present capacity of 800 (200teacher learners in each year) to 2400 (600teacher learners in each year) it would require MK 781,935,153.00 (US\$7,173,717.00). Table 7 below gives the details of the cost. Note that additional student hostels have been treated as optional in this scenario.

Table 7: Estimated Cost of the Expanded Faculty of Education

ITEM	QUANTITY	COST (US\$)
Lecture Rooms	50 @ US\$94,500.00	\$ 4,725,000.00
Lecture Theatres	4 @ US\$210,000.00	\$ 840,000.00
Library (10000 books capacity)	1 @ US\$48,360.00	\$ 48,360.00
Laboratories	6 @ US\$37,675.00	\$ 226,050.00
Micro-Teaching Laboratories	2 @ US\$150,700.00	\$ 301,400.00
Office Block (20 Offices)	4 @ US\$100,125.00	\$ 400,500.00
Early Childhood Education Centre	1 @ US\$150,000.00	\$ 150,000.00
Salaries (Lectures & Support Staff)**	89 Various Grades	\$ 482,407.55/year
Students' Hostels	Optional	Optional
TOTAL		US\$7,173,717.00

Note: ** Salaries are part of the resultant recurrent expenditure of Chancellor College.

Policy Strategies for Increasing Secondary School Teacher

- Expand both physical facilities and personnel at Domasi College of Education, Faculty of Education at Chancellor College and Mzuzu University so that each enrolls 600 teacher learners a year.
- Develop infrastructure for distance teacher education using cluster schools as a parallel and more cost effective means of producing secondary school teachers.

APPENDICES

Appendix A Primary and Secondary Teacher Requirements from World Bank study 2007

Primary teacher supply and requirements

Teacher requirements	2006 actual	2007	2008	2009	2010	2011	2012	2013	2014	2015
Primary school age population	2,693,009	2,849,498	3,013,948	3,187,064	3,368,420	3,558,790	3,746,097	3,851,576	3,948,986	4,046,572
Primary Supply (Public)	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
New teachers from TTCs	2,411	2,449	2,500	3,000	3,000	3,000	4,000	4,000	4,000	4,000
New teachers from private TTCs	165	165	165	165	165	165	165	165	165	165
Distance learning course	0	0	0	0	0	2,000	0	0	2,000	0
Total new teachers trained	2,576	2,614	2,665	3,165	3,165	5,165	4,165	4,165	6,165	4,165
Teacher attrition (4.79%)	2,069	2,093	2,118	2,145	2,193	2,240	2,380	2,466	2,547	2,720
Scenario A										
Primary GER	122	122	122	122	122	122	122	122	122	122
Primary enrolment	3,280,714	3,476,388	3,677,017	3,888,218	4,109,472	4,341,724	4,570,238	4,698,923	4,817,763	4,936,818
Primary PTR	76	76	76	76	76	76	76	76	76	76
Teachers required	43,197	45,742	48,382	51,161	54,072	57,128	60,135	61,828	63,392	64,958
Balance (shortfall)	0	(2,038)	(4,157)	(6,390)	(8,280)	(10,365)	(10,447)	(10,355)	(10,219)	(8,168)
Scenario B										
Primary GER	122	120	118	116	114	112	110	108	107	107
Primary enrolment	3,280,714	3,419,398	3,556,459	3,696,994	3,839,999	3,985,845	4,120,707	4,159,702	4,225,415	4,329,832
Primary PTR	76	76	76	74	72	70	68	66	63	60
Teachers required	43,197	44,992	46,796	49,959	53,333	56,941	60,599	63,026	67,070	72,164
Balance (shortfall)	0	(1,288)	(2,571)	(5,188)	(7,542)	(10,177)	(10,910)	(11,553)	(13,898)	(15,373)

Primary teacher supply and requirements, continued.

Financial implications	2006 actual	2007	2008	2009	2010	2011	2012	2013	2014	2015
Scenario A										
Additional teachers (additional to 2006 numbers)	0	2,545	5,185	7,964	10,875	13,931	16,938	18,631	20,195	21,761
Estimated cost (millions of Kwacha)	0	205	418	641	876	1,122	1,364	1,500	1,626	1,753
Salary average	80,538									
Scenario B										
Additional teachers (additional to 2006 numbers)	0	1,795	3,599	6,762	10,136	13,744	17,402	19,829	23,873	28,967
Estimated cost (millions of Kwacha)	-	145	290	545	816	1,107	1,401	1,597	1,923	2,333
Salary average	80,538									

Notes:

Population figures are taken from National Statistics Office demographic projections of school age population.

Scenario A assumes no change in current policies, PTR or GER. Consequently all growth in enrolment results from population growth.

Scenario B assumes GER gradually falling to 107, while PTR is reduced to 60:1.

Financial implications are calculated in terms of current salary (using the midpoint of the starting pay grade), and expressed in terms of the cost of teachers additional to those currently employed.

Secondary teacher supply and requirements

Teacher requirements	2006 actual	2007	2008	2009	2010	2011	2012	2013	2014	2015
Secondary school age population	1,099,595	1,126,633	1,149,120	1,167,099	1,182,399	1,195,422	1,209,480	1,335,532	1,467,664	1,608,686
Secondary Supply (Public and private)	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
New teachers Domasi college (66%SL)	130	130	130	130	130	130	130	130	130	130
New graduate teachers	200	200	200	200	200	200	200	200	200	200
Total new teachers	330	330	330	330	330	330	330	330	330	330
Teacher attrition (9.78%)	1,014	947	887	832	783	739	699	663	630	601
Teaching force	10,368	9,684	9,067	8,510	8,008	7,555	7,146	6,777	6,444	6,144
Scenario A										
Secondary GER	20	20	20	20	20	20	20	20	20	20
Secondary enrolment	219,919	225,327	229,824	233,420	236,480	239,084	241,896	267,106	293,533	321,737
Secondary PTR	21	21	21	21	21	21	21	21	21	21
Teacher requirement	10,368	10,730	10,944	11,115	11,261	11,385	11,519	12,719	13,978	15,321
Balance (shortfall)	-	(1,046)	(1,877)	(2,605)	(3,253)	(3,830)	(4,373)	(5,942)	(7,534)	(9,177)
Scenario B										
Secondary GER	20	20	21	22	23	24	25	26	28	30
Secondary enrolment	219,919	225,327	241,315	256,762	271,952	286,901	302,370	347,238	410,946	482,606
Secondary PTR	21	21	22	24	25	26	27	28	29	30
Teacher requirement	10,368	10,730	10,969	10,698	10,878	11,035	11,199	12,401	14,171	16,087
Balance (shortfall)	-	(1,046)	(1,902)	(2,188)	(2,870)	(3,480)	(4,053)	(5,624)	(7,726)	(9,943)

Secondary teacher supply and requirements, continued.

Financial Implications	2006 actual	2007	2008	2009	2010	2011	2012	2013	2014	2015
Scenario A										
Additional teachers (additional to 2006 numbers)	-	362	576	747	893	1,017	1,151	2,351	3,610	4,953
% of teachers in public schools	77	77	77	77	77	77	77	77	77	77
Additional public teachers	-	279	444	575	688	783	886	1,811	2,780	3,814
Estimated cost (millions of Kwacha)	-	73	117	152	181	206	233	477	732	1,005
Salary average	263,436									
Scenario B										
Additional teachers (additional to 2006 numbers)	-	362	601	330	510	667	831	2,033	3,803	5,719
% of teachers in public schools	77	77	77	77	77	77	77	77	77	77
Additional public teachers	-	279	463	254	393	513	640	1,566	2,928	4,404
Estimated cost (millions of Kwacha)	-	73	122	67	103	135	169	412	771	1,160
Salary average	263,436									

Appendix B: Establishment for Primary School Teachers as at 28th May, 2003

DIVISION	P8	FILLED	PT1	FILLED	PT2	FILLED	PT3	FILLED	PT4	FILLED	TEMP	TEMP
	ESTAB		ESTAB		ESTAB		ESTAB		ESTAB		TEACHERS	TEACHERS
											ESTAB	FILLED
NORTH	170	23	470	228	1322	608	2005	1556	5287	4883	0	1879
CENTRAL EAST	170	13	637	120	1830	331	2425	1022	5285	4053	0	2740
CENTRAL WEST	250	24	704	272	1984	565	2981	1273	7778	6484	0	4484
SOUTH WEST	130	4	353	162	992	309	1516	895	4043	3430	0	2328
SOUTH EAST	150	6	411	144	1156	223	1761	995	4666	3673	0	2174
SHED	130	18	354	151	991	266	1516	1173	4043	3148	0	1760
TTC KARONGA				1		5		4		6		
TTC KASUNGU		1				4		4		18		
TTC LILONGWE				2				2		27		
TTC ST JOSEPH						2		5		4		
TTC MONTFORT				1		1		8		12		
TTC M/C FOR DEAF				2		1						
TTC BALNTYRE		1		1				7		30		
DOMASI				1								
TOTAL	1000	90	2929	1085	8275	2315	12204	6944	31102	25768	0	15365
ESTAB. POSTS	P8		1000	FILLED	90	VAC	910					
ESTAB. POSTS	PT4/3/2/1		54510	FILLED	36112	VAC	18398					
ESTAB. POSTS	TT		0	FILLED	15365	VAC	0					
TOTAL TEACHERS	PT4/3/2/1/TT			FILLED	51477	VAC	3033					

Appendix C: Teacher Education College Staff Costs

Lilongwe, Blantyre, Karonga, Kasungu TTC

Job Title	Grade	# posts	Salary Scale			Total Wage Bill
			establishedSalary (Low)	Salary (High)	Salary (Median)	
Principal	P5		1108,336	117,636	112,986	112,986
Dep. Principal	P6		184,024	91,764	87,894	87,894
Head of Dept	P7		576,044	83,904	79,974	399,870
Senior Lecturer	P8		568,160	75,840	72,000	360,000
Lecturer	PO		2539,900	68,184	54,042	1,351,050
Bursar	CEO/PO		157,096	68,184	62,640	62,640
Senior Supervisor	Catering					
	SEO		151,924	56,796	54,360	54,360
Matron	EO		139,900	48,108	44,004	44,004
Stores Supervisor	EO		139,900	48,108	44,004	44,004
Senior Officer	Clerical					
	SCO		135,472	39,588	37,530	37,530
Senior Assistant	Accounts					
	SCO		135,472	39,588	37,530	37,530
Clerical Officer	CO		120,028	33,708	26,868	26,868
Accounts Assistant	CO		120,028	33,708	26,868	26,868
Stores Clerk	CO		120,028	33,708	26,868	26,868
Library Assistant	CO		220,028	33,708	26,868	53,736
Copy Typist	D8/7/6		423,448	29,604	26,526	106,104
Laboratory Assistant	TA		220,028	33,708	26,868	53,736
Workshop Assistant	TA		220,028	33,708	26,868	53,736
PBX Operator	SC II		119,356	22,524	20,940	20,940
Messenger	SC IV		112,972	15,468	14,220	14,220
Security Guard	SC IV		912,972	15,468	14,220	127,980
Total			67			3,102,924
Plumber	G2		114,748	17,244	15,996	15,996
Carpenter	G2		114,748	17,244	15,996	15,996
Electrician	G1		117,328	19,920	18,624	18,624
Driver	G3		311,952	14,640	13,296	39,888
Head Cook	G1	1				

		17,328	19,920	18,624	18,624
Assistant Head Cook	G2	214,748	17,244	15,996	31,992
Cook	CW II	414,748	17,244	15,996	63,984
Hostel Attendant	CW III	311,952	14,640	13,296	39,888
Ground Labourer*	UNCW	3		977	2,932
					247,924
Grand Total					3,350,848

* Unclassified workmen get a daily rate of K48.86. Calculation assumes 20 days of work per month 37231.64

Montfort, St Joseph TTC

Job Title	Grade	# established posts	Salary (Low)	Salary (High)	Salary (Median)	Total Wage Bill
Principal	P5		1108,336	117,636	112,986	112,986
Dep. Principal	P6		184,024	91,764	87,894	87,894
Head of Dept	P7		576,044	83,904	79,974	399,870
Senior Lecturer	P8		568,160	75,840	72,000	360,000
Lecturer	PO		2539,900	68,184	54,042	1,351,050
Total			37			2,311,800

MK US\$

Total for 6 TTCs (MK) 18,026,990 200,300

Appendix D: Primary School Teachers in CDSS

Primary School Teachers In Post at CDSSs

Division	Grade					All grades
	PT1	PT2	PT3	PT4	Temporary	
SHD	24	37	180	364		605
SWD						664
SED	20	25	162	378		585
CWD	44	106	254	852		4 1256
ND	45	101	180	547		2 873
CED*						
Total						3983

Source: Submissions from Education Divisions to HRMD for 2003/4 Budget Estimates

* CED had not submitted this information, as of 2 June 2003

Appendix E: Teacher Education College Construction Costs

Building	Size	Cost per sq m	Number	Total Cost US\$	
Hostel for 32 people in twin rooms		208	150	8	249,600
Dining		500	100	1	50,000
Catering		160	200	2	64,000
Recreation		208	100	3	62,400
Teaching Blocks		300	120	5	180,000
Science Labs		208	200	4	166,400
Lecturers Rooms etc		200	120	2	48,000
Housing		144	150	8	172,800
Maintenance Block etc		208	120	1	24,960
Site Landscaping etc					300,000
Total					1,318,160
Maintenance of TTC (1%)				13,182	1,186,344.00
Maintenance of all 6 TTCs				79,090	7,118,064

Appendix F: Teacher Development Centre Running Costs

	<u>TDC CPD Grants</u>	
# teachers in zone		160
Allowance (MK)		150
# INSET days/year		3
Total		72,000

	<u>TDC resources Grant</u>	
Utilities		24,000
Electricity/month		1500
Water/month		500
Security Guard/month		2,500
Security/year		30,000

Resources (Per annum), based on 12 zonal seminars per year

Books for library (500 books @ MK1000)	500,000
Toner for photocopying/printing	40,000
Flipcharts for monthly zonal seminars @ MK800	9,600
Pental pens (2) for zonal seminars	1,200
Stationery to invite 50 teachers to zonal seminars	
Paper @ MK420/ream)	5,040
Envelopes	1,800
Postage (@MK10)	6,000
Paper for handouts to take back to schools (assuming 3 reams per session)	15,120
Total	578,760

	<u>TDC major equipment + furniture fund</u>	
Replacement of chairs, taps, broken windows	30,000 per annum	

	<u>TDC maintenance grant</u>	
Construction cost of 1 TTC incl PEA house (UKP)		30,000
Construction of 315 TTCs (UKP)		9,450,000
Construction of 315 TTCs (MK)		1,417,500,000
1% Total construction costs (UKP)		94,500.00
1% Total construction costs (MK)		14,175,000

Ex Rate: MK150 = UKP1

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY



Republic of Malawi

**CONTINUING PROFESSIONAL DEVELOPMENT
(IN-SERVICE TEACHER TRAINING)
STRATEGY**

FOR

PRIMARY AND SECONDARY TEACHERS

May 2007

**Private Bag 328
Lilongwe
Malawi**

List of Acronyms and Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CDSS	Community Day Secondary School
CPD	Continuing Professional Development
DCE	Domasi College of Education
DEC	Distance Education Centre
DTED	Department of Teacher Education and Development
EMAS	Education Methods Advisory Services
FPE	Free Primary Education
HIV	Human Immunodeficiency Virus
HRM	Human Resource Management
ICT	Information and Communication Technology
INSET	In-Service Training
JICA	Japan International Cooperation Agency
MoEST	Ministry of Education, Science and Technology
NESP	National Education Sector Plan
PSTDP	Public Service Training and Development Policy
SMASSE	Strengthening of Mathematics and Science in Secondary Education
TSC	Teaching Service Commission

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1. Introduction

1.1 Background

The Ministry of Education, Science and Technology has responsibility for both pre-service and in-service programmes for teachers. With the ever increasing demand for education, the teaching force has always been in short supply. In view of extremely limited resources, pre-service training (initial teacher education)⁸ has received priority over in-service training⁹ in resource allocation. For this reason, teachers have often depended on the skills acquired during the pre-service training for a lifetime career. This situation has been worsening for the past 12 years both at primary and secondary levels.

In 1994, Malawi introduced Free Primary Education (FPE) which saw the increase of pupils from 1.9 million to about 3.2 million. The teacher to pupil ratio was reported to be at one teacher to one hundred and twenty pupils (1:120) with some areas worse of. The increase in enrolment compelled the Government to employ 12 thousand untrained and 6 thousand retired teachers on month to month basis.

In 1997 at secondary level the teacher to student ratio was at 1:40 although the ratios were worse in rural schools with most classes managed by under qualified teachers. In 1998 there were 3,371 under qualified teachers teaching in secondary schools in Malawi (Education Basic Statistics, 1998). This represented 69.66% of the teaching force in secondary schools. In 1998, over 650 Distance Education Centres (DECs) were turned into Community Day Secondary Schools (CDSS).

Both the conversion of DECs to CDSS and the introduction of free primary education, aggravated the teacher shortage at both levels and made the sector heavily dependent on either unqualified or under qualified teachers. The training of teachers through residential programmes for both sectors has proved too expensive and limiting. It creates bottle-necked access to training and does not meet the necessity to keep teachers updated and prepared for posts of responsibility within the education service.

Innovative ways of pre-service training teachers were deployed to speed up initial teacher training. At primary school level, the focus was mostly associated with programmes that led to the certification of the unqualified teachers while at secondary level some attention was given to upgrading of teachers from one qualification to the next.

Other important aspects of CPD for the practicing teachers has not received due attention over the years. In some cases, ICPD courses were carried out to meet specific needs, and often depended on special donor funding. Such approaches were not systematically planned nor were they institutionalised when the funding ended. A number of areas of needs were denied due attention.

1.2 Rationale

Delivery of nationwide quality education requires teachers who are well equipped with professional capability and motivation. To ensure capable teachers, training is indispensable for both pre-service and in-service. However, while concerted efforts of colleges and universities have been directed to pre-service training under the overall

⁸ In this document, "pre-service training" refers training to be done prior to the commencement of job by personnel or potential personnel.

⁹ In this document, "in-service training or continuing professional development," refers training done after commencement of job by personnel.

administration of the Ministry, in-service training/CPD has lacked systematic planning, implementation and monitoring.

In the absence of on-going planned programmes of CPD, teachers, once they assume teaching duties, are inadequately provided with opportunities, for either enhancing their professional capacities in their own specialized field, or preparing themselves for assuming new roles they are required to perform. Without systematic upgrading of teachers' academic and professional qualifications, the delivery of quality education cannot be achieved.

Effectiveness and efficiency constitute another challenge. Provision of programmes of professional development does not necessarily guarantee improving the quality education in the country if, as occasionally observed, it they are not directed to the right target group, or if trainees lack motivation to participate, or if teachers do not fully utilize their enhanced capacities to improve their teaching. The Ministry must take steps to establish an environment conducive to the utilisation of improved professional skills.

The purpose of this strategy is to provide a systematic way for planning, implementation and monitoring of regularized programmes of professional development that appropriately respond to the needs of the country's unique education environment and that are efficiently and effectively contributing to the delivery of quality education throughout the country.

1.3 Linkages with other Relevant Policies and Strategies

The Education Sector Policy and Investment Framework (PIF. 2001) called for continuous strengthening of INSET for primary school teachers. It also urged the Ministry to increase access to secondary teachers' training opportunities through various ways including INSET. The directives given in this strategy are consistent with what is stated in the PIF.

Malawi Decentralization Policy (1998) provides that the education service function of primary schools among others is to be assigned to District Assemblies. It also states that the central government will support them with policy guidance and technical assistance. This strategy is also in line with the provisions provided in the Decentralization Policy.

Malawi Public Service Training and Development Policy (PSTDP. 2004) is intended to provide "the framework for ensuring that the public service has a highly competent workforce at *all levels and areas* of its operations" (page iv of PSTDP). The PSTDP urges each ministry to undertake, among others, "specialist, technical and professional training of its employees" (page 27). In the light of the unique characteristics of teaching profession, the current guidelines are intended to respond to the policy and thereby provide specific guidance for professional development in the education sector, within the generic and overarching framework provided in PSTDP.

This strategy gives the response on the expectations of the education sector in relation to the provision of programmes of professional development. This strategy defines the roles, responsibilities and specific place of professional development opportunities for teachers to be defined in the National Education Sector Plan (NESP) and other related strategies such as HIV/AIDS Education Strategy and EFA Action Plan. Overall it is expected that this strategy will be of great assistance in developing the Operational Plans which make up the NESP. (Long-term - (10 years), medium term as a MTEF- (3

years) and Annual Implementation plans) of the education sector in general and MoEST in particular.

1.4 Key Challenges and Barriers

Teacher development in the country has been facing double challenging issues: The existence of a large number of under-qualified or untrained teachers in the system, which necessitates keen attention to pre-service/initial teacher education even if it may require substantial financial and other resources.

The other challenge is the entire cohort of teachers who must not be professional development opportunities throughout their career to meet national development needs, to meet local needs and to prepare teachers for posts of responsibility within the education system.

These challenges require thoughtful planning and implementation of various programmes calling for sound structural, as well as financial foundations and management.

2. Broad Policy Directions

2.1 Vision

The vision for the development of teacher education in Malawi is: “to have a comprehensive and effective system of teacher education, development and management that is relevant and responsive to the changing needs of the nation”.

2.2 Mission

The mission of the teacher education and development programme in Malawi is to educate and continually develop the teachers as professionals so that they are able to effectively and efficiently deliver high quality and relevant education at all levels to meet the needs of the country.

2.3 Principles Underpinning the Professional Development Programme

2.3.1 INSET will be needs driven:

The INSET system will be needs driven. It will offer different training opportunities to meet different needs and challenges facing the education system and its teachers. It will take into cognizance the limited financial resources, and therefore prioritise needs and use cost effective training approaches.

2.3.2 INSET will support equal opportunities:

The INSET system will provide equal opportunities to all teachers irrespective of gender, HIV/AIDS status, physical disability, religion, political affiliation or ethnicity. The INSET system will ensure that all teachers have opportunities for professional development opportunities.

2.3.3 INSET will contribute to delivery of quality education:

The INSET system must be targeted at improving the professional skills of teachers and thus contributing to the improvement of the quality of education in the country.

2.3.4 INSET will encourage teacher motivation and retention:

The INSET system will be linked to both the development and the career progression of teachers and thus play a part in encouraging motivation and retention.

2.4 Overall Goal

Overall Goal of the strategy is to deliver quality primary and secondary education in Malawi through competent and well trained teachers.

2.5 Objectives

The overall objective of the strategy is to improve or deepen knowledge and skill base of those in education through:

- i. To provide of a wide range of professional development in a variety of modes.
- ii. To create a conducive environment for professional development.

3. Strategic Themes

3.1 Strategic Area 1: Provision of Programmes of Professional Development to Meet the National Needs.

3.1.1 Objective

Overall objective is to enhance provision of quality education through improvement of skills and attitudes of personnel in the education service. Specific objectives of professional development activities will be to:

- i. Keep teachers abreast of national priorities and emerging issues in curriculum and pedagogical demands,
- ii. Prepare education personnel for posts of responsibility within the education profession such as managerial, leadership and supervisory roles.
- iii. Support meeting of local needs of groups of teachers, schools and groups of schools in a local area

3.1.1

Action 1-1: Provision of programmes to meet national priorities for development and respond to emerging issues

Rights and Responsibility of the Ministry

The Ministry will:

- a) Develop programmes in cooperation with colleges, universities and other institutions,
- b) Maintain and improve the local infrastructure to support professional development such as clusters of secondary schools, teacher development centres in zones, colleges etc and associated personnel.
- c) Ensure that the centres meet the minimum standard of:-
 - (i) Learning infrastructure including electricity and relevant communications technology;
 - (ii) Teaching and learning resources and, where applicable;
 - (iii) Financial resources to implement the programmes.

Rights and Responsibility of the Participants

- a) All teachers will undertake programmes intended to update and improve their practice; and
- b) Attending courses designed for certain category of teachers will be mandatory to all teachers of that category.

3.1 2

Action 1-2: Provision of a coherent and programme of professional development opportunities which will allow teachers to improve their professional skills and prepare them for specialised posts or posts of responsibility within the teaching profession.

Rights and Responsibilities of the Ministry

- a) The Ministry in cooperation with relevant institutions to begin to develop a programme of accredited modules which will support the professional development of teachers either already in specialised posts or in preparation for such posts. It is anticipated that these programmes will predominantly be distance learning and will include practical elements which will benefit the teacher and the school whilst the programme is being undertaken. The programmes will cover such areas as:
 - i) Responsibilities for stages of education e.g. Infant teaching
 - ii) Special Needs Education;
 - iii) Guidance and Counselling;
 - iv) HIV/AIDS;
 - v) ICT;
 - vi) Coaching of sports and games;
 - vii) Mentoring

or subsequently Managerial courses which target the following:

- i) Head teachers and their Deputies,
- ii) College Principals and their Deputies,
- iii) Heads of Departments and their Deputies,
- iv) Managers and their Deputies,
- v) Methods Advisors and School Inspectors

- b) The Ministry will only support teachers on these modular programmes if the programme meets the needs of the education service and is relevant to the teacher.

Over time these modular programmes will be built into recognised qualifications such as certificates, diplomas and degrees.

Rights and Responsibilities of the Participants

The participants for the specialised programmes must have demonstrated interest and aptitude. Officers holding posts of responsibility or managerial positions will attend the training for positions without fail.

3.1.3

Action 1.3 Provision of local opportunities for professional development to support the improvement of individual teachers, groups of teachers, individual schools or groups of schools

Rights and Responsibilities of the Ministry

- a) The Ministry through its divisions in the case of secondary schools and its Districts in the case of primary schools will ensure that schools are grouped into respectively geographic clusters or zones which meet agreed criteria supported by advisory staff

- b) Schools will be supported by advisory staff in producing annual school improvement plans which include plans for professional development
- c) Some agreed resourcing will be available at local level to support the implementation of these plans

Rights and responsibilities of participants

All teachers will be expected to take part in local professional development activities in their own schools or at zone, sub-zone or cluster levels a minimum of three days per year

3.2 Strategic Area 2: Creating Conducive Environment for INSET

3.2.1 Objective

The objective is to develop a conducive environment for professional development programmes to improve the quality of individual professionals and of education in the country.

3.2.1.1 Action 2-1: Resource Mobilisation

- a) Ministry will be responsible for budgeting for professional development through DTED and HRM Department in conjunction with the Education Planning Department;
- b) The Ministry will be responsible for specifying appropriate programmes, coordinating their provision and monitoring their impact;
- c) The Ministry will endeavour to source financial support to meet its annual plans for teacher education and development at both national and local levels;
- d) The Ministry will attempt to provide the human resources necessary for systematic management and implementation of the programmes of professional development at both national and local levels.

3.2.1.2 Action 2-2: Recruitment of Participants

- a) All teachers will be expected to undertake programmes of professional development throughout their careers to improve their schools remain professionally up to date and where relevant to undertake specialised or promoted posts within the education service
- b) The Ministry will develop criteria of eligibility for programmes and will select those who have relevant academic and professional background and likelihood to assume related responsibility, and
- c) No employee will be paid salary or be sponsored for programmes which are not relevant to their professional responsibilities.

3.2.1.3 Action 2-3: Responsibility of Participants in Training

- a) Every participant selected for a programme of professional development will complete the programme and meet the requirements and undertake associated assignments and projects.

- b) Teachers undertaking programmes of professional development will observe the rules and regulations of the Teaching Service and of the Malawi Public Service.

3.2.1.4 Action 2-4 : Responsibility of Participants after Training

- a) After being sponsored on programmes of professional development, participants will be required to assume duties in the stations assigned by Ministry or the authorities concerned, and
- b) Officers who have successfully completed programmes will undertake responsibilities relevant to their course of study.

3.2.1.5 Action 2-5: Recognition of Successful Completion

- a) Upon successful completion of programmes, participants shall be awarded a certificate.
The certificate shall be considered for:
 - (i) Promotion to the next grade; and
 - (ii) Further training opportunities when and where such opportunities arise.
- b) The Ministry or authorities concerned shall make best efforts to assign appropriate roles and responsibilities, as soon as feasible, to the participants who successfully completed the training, and
- c) In relation with a) above the ministry in conjunction with the universities and colleges will endeavour to provide a coherent and accredited programme of professional development opportunities related to career steps in both the primary and secondary sectors.

4. Implementation Arrangements

4.1 Institutional Arrangements

4.1.1 Ministry of Education

The Ministry will fulfill the following functions:

- a) Assessing the national needs for professional development to meet
 - i) National priorities
 - ii) A coherent programme of professional development to cover the needs of specialised posts, promoted posts and management,
- b) Liaise with universities, colleges including teacher training colleges, Malawi Institute of Education and other appropriate institutions and organizations, to develop and implement agreed professional development programmes and relevant issues such as accreditation and exemption schemes.
- c) Support relevant participants undertaking programmes to meet national needs
- d) Awarding certificates of completion in cooperation with implementing institutions to those who have successfully undergone the programmes including practical elements.
- e) Take necessary measures to ensure effective and efficient implementation of INSET including the following on the basis of shared responsibilities:
 - i) Financial arrangements
 - ii) Personnel arrangements

iii) Facility and infrastructure arrangements.

These functions of the Ministry will be fulfilled with the concerted efforts of relevant departments and sections of MoEST concerned with overall coordination performed by DTED.

4.1.2 Implementing Institutions

The Implementing Institutions will fulfill the following functions:

- a) To design programmes of professional development in accordance with agreed national needs
- b) To communicate with potential participants and select participants in cooperation with the Ministry
- c) To implement the programmes
- d) To submit a report on implementation of INSET to the Ministry at the time and in the form to be prescribed by the Ministry.

4.1.3 Teaching Service Commission

Teaching Service Commission (TSC) will take into account of successful completion of professional development programmes by participants when considering promotion of education personnel.

4.1.4 Other related Institutions and Stakeholders

Malawi Institute of Education (MIE), Education Division Offices of the Ministry, District Assemblies, District Education Managers (DEMs), Schools and others related to in-service training of education personnel will support coordination function of DTED for effective and efficient planning and implementation of INSET.

Development Partners and Non-Governmental Organizations with potential interest in INSET/CPD are also invited to cooperate with the Ministry in effective and efficient delivery of INSET in accordance with provisions stipulated in this strategy.

4.2. Implementation Plan

Details of implementation plan will be in the Operation Plan of the NESP in terms of annual, medium term (3 years) and long term (10 years), an outline of which is as follows:

4.2.1 Provision of Various INSETs

The Ministry will identify needs, prepare outlines of I programmes required, decide on modes of training and identify implementing institutions. Implementing Institutions will formulate concrete INSET plan, recruit trainees in cooperation with the Ministry and provide training opportunities to the trainees selected.

4.2.2 Creating Conducive Environment for INSET

The Ministry will take necessary measures to create relevant conditions for effective and efficient INSET implementation, by mobilizing resources, recruiting appropriate participants, regulating participants in and after training, and recognizing successful completion of INSET.

4.3 Risk Identification

The strategy requires best performance of assigned roles by different organizations/institutions and individuals. Failure by any of the stakeholders in performing its own roles will jeopardize performance in the implementation of the Policy.

Concerted efforts are vital in the success of the Policy. Effective coordination by DTED and HRM Department will constitute a critical success factor.

5.0 Monitoring and Evaluation

Monitoring and evaluation mechanism will be introduced along with the CPD programmes to monitor implementation and to assess the impact of the programmes. The guidelines and procedures laid out in this document can only be actualized through systematic plans with clear targets set for implementation in the operation plan of NESP as part of Teacher Education. The Ministry through DTED will liaise with various stakeholders to specify programmes to meet specific professional needs of those working in education. EMAS, in conjunction with Department of Education Planning, will be at the centre of monitoring and evaluation and will regularly give feedback to the Management of the Ministry. Implementing Institutions will provide details of programmes and participants to relevant authorities for further monitoring both performance of individuals and overall impact of the programme.

5.1 Means of Monitoring

Programmes will be monitored and evaluated at two levels:

5.1.1 Did the programme achieve the intended objective with the target group?

This kind of evaluation will tend to focus on whether the programme was conducted in a manner that adequately satisfied the intended purpose

5.1.2 Do participants demonstrate enhanced performance?

Investigation of this question would focus on the long term impact which could enhance improvement of performance for those trained. Regular inspection of programmes, courses, schools and other establishments will be able to give this information and also reveal new challenges of the education practice. It would be expected that feedback from evaluation should lead to new needs which would further be addressed for continuous quality improvement.

The monitoring and evaluation will be on-going and shall become part of the quality assurance monitoring which is carried out by EMAS of the Ministry.

5.2 Review of Strategy

This document will be treated as a living document to incorporate any appropriate changes that would enhance efficiency and effectiveness of the programme s of professional development. All stakeholders will be informed of any changes that could be made to the policies and procedures laid out in this document.