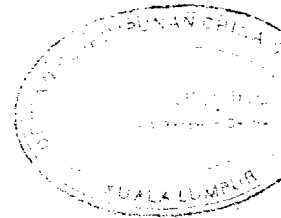


REPORT  
*of the*  
COMMITTEE  
*on*  
MALAY EDUCATION  
FEDERATION OF MALAYA



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1951

COMMITTEE ON MALAY EDUCATION.

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The Hon'ble Dr. Mustapa bin Osman, Alor Star, Kedah.

The Hon'ble Mr. L. I. Lewis, Acting Senior Inspector of Schools, Negri Sembilan, Seremban.

Mr. L. D. Whitfield, Deputy Director of Education, Federation of Malaya, Kuala Lumpur.

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Tuan Syed Nasir bin Ismail, Assistant Inspector of Malay Schools, Johore Bahru.

Inche Mohamed Nor bin Suleiman, Group Teacher, Johore.

v.

REPORT OF THE COMMITTEE APPOINTED  
BY HIS EXCELLENCY THE HIGH COMMIS-  
SIONER FOR THE FEDERATION OF MALAYA  
TO CONSIDER THE PROBLEM OF MALAY  
EDUCATION.

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YOUR EXCELLENCY,

We were appointed a Committee with the following terms of reference:

To inquire into the adequacy or otherwise of the educational facilities available for Malays, having regard to the proposals contained in Council Paper No. 68 of 1949 and in the First Report of the Central Advisory Committee on Education, with particular reference to

- (i) the system of Malay vernacular education;
- (ii) the method of selection of students for admission to Malay Training Colleges;
- (iii) the means of raising the scholastic attainment and improving the pedagogic training of College Students;
- (iv) the content of curricula of the Malay Teacher Training Colleges;
- (v) the methods required to raise the scholastic attainments of pupils in Malay schools;
- (vi) the steps necessary to advance the education of Malays in English;
- (vii) any desirable improvement in organisation such as the creation of local education authorities or other local bodies with similar functions;

and to make recommendations.

Our meetings were held in twenty morning sessions and fourteen afternoon sessions, and occupied one hundred hours. We interviewed twenty-seven witnesses, and received written evidence from persons and organisations in many different parts of the Federation.

We should like to pay a warm tribute to our Secretary, Mr. T. A. E. Barker, and to his assistant, Mr. D. Bennett. On them fell the heavy task of organising our meetings and keeping a record of our proceedings, of arranging for the translation of many of the documents submitted to us, and finally of acting as clearing house for our various consultations after our dispersal at the end of September. All this work and more was smoothly and efficiently done, and we are deeply grateful to them.

We have the honour to submit the following report.

## FOREWORD.

1. The recommendations we make in the body of our report are no more than inferences which we have drawn, we hope with sound logic, from a particular view of the function of an educational system in the circumstances of present-day Malaya. It is proper that we should say clearly at the outset what this view is.

2. We believe that Malay education ought

- (a) to foster the growth of individuals towards the best in knowledge, skill and character which they have it in them to attain;
- (b) to encourage and enable the Malay community to occupy its rightful place in relation to other communal groups in the mixed society of Malaya;
- (c) to assist the formation of a unified citizen body, or nation, composed of all such groups.

3. This threefold end is implicit in much of the evidence presented by our witnesses. We greet it as an end worthy of a proud people now conscious of standing at a turning-point in their destiny. Throughout what follows we seek to point the way to its progressive realisation.

4. To realise it would be a public achievement of the first magnitude. But all deeds fine in their issue are difficult in their doing. The scheme we propose offers a noble and a great reward; it also demands a high price. It calls for large expenditures of social energy and material resources; expenditures beyond the capacity of any central authority, however wealthy and however loyally supported; expenditures which can be met in one way and in one way alone, namely by the sustained endeavour and the devoted sacrifice of Malay parents and teachers, by the cheerful and disciplined efforts of Malay school-children and students, and by the understanding co-operation of the non-Malay communities.

5. People speak of free education. We ourselves advocate a common primary school where no fees are charged. But we want everyone who sees this report or any abridged version of it to join us in rejecting the fallacy that any education, or for that matter any form of social service, can ever be free. Those who want a good educational system must be prepared to pay for it. We here set out what in our opinion would be a good educational system for the Malay people. We cannot make the Malay people want it. But if they do want it, and want it enough, they can have it—by willing the many arduous and irksome means as strongly as they desire the one simple and attractive end. What they may not expect is that any Government ever could lay on the end painlessly for them.

REPORT OF THE COMMITTEE APPOINTED  
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TO CONSIDER THE PROBLEM OF MALAY  
EDUCATION.

CHAPTER I

MALAY EDUCATION: ITS HISTORY AND PRESENT  
POSITION.

Boys' Schools.

1. Although there had been sporadic missionary efforts to provide schools for Malaya and two day-schools were supported by the Singapore Government as early as 1856, it was not until after the transfer of the Straits Settlements to the charge of the Colonial Office in 1867 that attention was given to the problem of building and staffing vernacular schools where Malay boys should be taught to read their own language in Arabic and Roman characters. Prior to this, the education available in most parts of Malaya had been such as was provided by Koran schools. At first, the Malays were indifferent, reluctant to lose their children's services, and distrustful of secular teaching. This was slow to dispel. In 1878 a college for teachers (with a one-year course) was opened in Singapore and during its seventeen years produced the first trained teachers in British Malaya. In 1888, Malay boys who had passed out of the vernacular schools were admitted free into any Government English school in the Straits Settlements (an arrangement later followed with modification throughout the peninsula).

2. About 1900, a new Training College for Malay vernacular teachers (men) was opened in Malacca by Mr. R. J. Wilkinson, a distinguished scholar, who published Malay classics for school use and created amongst teachers an interest in their own literature. When Mr. Wilkinson left the Department, Malay education continued on stereotyped lines but his Malacca Training College did sound work, and another small Training College was opened at Matang in Perak in 1913.

3. In 1916 Mr. R. O. Winstedt, now Sir Richard Winstedt, K.B.E., C.M.G., D. Litt., another Malay scholar of distinction, was sent to study vernacular and industrial education in Java and the Philippines. As a result of his report, it was decided to build a large central Training College for Malay teachers at Tanjong Malim, with a three-years' course, to replace the two quite small existing colleges which gave a two-years' course. This college was opened in late 1922, with revolutionary changes in curriculum and the aim of the schools.

4. The Sultan Idris Training College course was devised to prepare the Malay schoolmaster for the new curriculum of the Malay school. The aim of this was to provide a sound primary education for pupils of whom most would normally spend their lives in country districts. There was thus emphasis placed on handwork and gardening, on physical training and general games.

The Winstedt report also fixed the basic Malay school course at four years, the period regarded as the irreducible minimum for the removal of illiteracy. Another result of the Winstedt report was the creation of a Translation Bureau to continue and extend the work begun by Wilkinson.

5. The Tanjong Malim College at first had students from the Straits Settlements and the Federated Malay States but gradually the former Unfederated States, Sarawak and Brunei, also availed themselves of its facilities. Sarawak has since developed its own Training College. A small college in Johore was closed in 1928, since when this State also has sent its students to Tanjong Malim.

6. The years up to the occupation of Malaya brought considerable development at this College. Accommodation was extended; the curriculum was both widened and deepened; an Advisory Committee was set up in 1938. In the same year additional agricultural training was arranged for selected teachers, who were sent to the College of Agriculture for a special one-year course.

7. Almost to the end of the First World War, there was no great eagerness on the part of parents to send their boys to school; since the early years of this century school attendance of Malay boys living within a reasonable distance from a school has been compulsory in the Settlements, the Federated Malay States, all of the Unfederated States, and is now so throughout the Federation.

#### Girls' Schools.

8. Malay parents did not welcome education for their boys and they were for long actively opposed to it for their girls. Even as late as 1935 in the former Federated States there were only 82 girls' schools with 227 teachers and 5,082 pupils against 465 boys' schools with 1,324 teachers and 38,000 pupils.

9. The appointment in 1928 of a Lady Supervisor of Malay girls' schools led to immediate improvement in these schools. The curriculum was widened and adapted to Malayan needs, and local training classes for teachers were instituted. Unfortunately, economic pressure led to the retrenchment of this post in 1933.

10. In 1935 a small Training College for women teachers was opened in Malacca, and this soon began to exercise a profound influence over the Malay girls' schools. In 1938 an Advisory Committee, which has been responsible for considerable development, was appointed.

11. Co-education has not been an accepted aim of the Department of Education, but the lack of girls' schools proper, and the growing demand for places for girls in recent years have led to a considerable increase in the number of girls in boys' schools. Although in such circumstances the girls cannot generally receive instruction in subjects of special concern to their sex, there is compensation in the—as yet—better staffing in the boys' schools, especially in the higher standards.

#### Development since the Second World War.

12. The following figures show the expansion of enrolments in Government and aided Malay schools:

	Boys.	Girls.	Total.
1941	(details not available)		122,000
1946	96,000	40,400	136,400
1947	122,900	47,800	170,700
1948	130,300	69,000	199,300
1949	151,400	81,200	232,600
1950	167,848	92,734	260,582
% Increase 1946-50	74.8	129.5	91.3
Numerical increase	71,848	52,334	124,182

13. In September, 1950, the total enrolment of Malay pupils in all schools of all types was 287,007, an increase of 140,710 or over 95 per cent. since 1946. This rapid expansion has been effected during a period when the educational system had to be rebuilt after four years of almost complete Japanese neglect, the almost complete loss of text-books, and severe loss or damage to equipment and buildings. The total enrolment of Malay pupils between the ages of six and twelve years at the end of September, 1950, in all types of schools was 207,070. The total Malay population between the ages of six and twelve at that date was 468,500. The figure 207,070 represents approximately 44 per cent. of the population of that age group. The corresponding figure for Malay and non-Malay communities together is 42.5 per cent.

14. Even more encouraging and significant is the increasing percentage in the upper standards. Since the late twenties, the Department of Education has encouraged the extension of the Malay school course beyond the four years' minimum laid down in the Winstedt report, and has formed Standards V and VI wherever possible. The limiting factors have been only (a) the readiness of parents to leave their children at school; (b) available accommodation; (c) staffing.

The trends since 1946 are shown below:

	BOYS.		GIRLS.		
	1946.	1949.	1946.	1949.	
Percentage of enrolment in Standard IV	8.5	13.6	4.9	9.9	
Percentage of enrolment in Standard V	4.7	6.7	2.5	3.9	5.3
Percentage of enrolment in Standard VI	2.9	2.9		1.4	

The absolute figures for this trend are:

	BOYS.		GIRLS.		
	1946.	1949.	1946.	1949.	
Standard IV	10,445	20,547	1,977	8,073	
" V	5,784	10,260	1,009	3,232	4,400
" VI	893	4,535		1,168	

The revised suggestive Syllabus issued in 1949 provides for a six-year course of instruction.

#### Training of Teachers.

15. The two Training Colleges are insufficient to provide the increased trained staff required for the greatly increased and ever-increasing enrolments, so a supplementary system of

*Teacher Training* was commenced in 1948. Classes are held at convenient centres on Saturday mornings throughout the school year, so that "untrained" teachers who have passed the age limit for College entrance but are not yet too old to renew their studies have now an opportunity to become "trained under other schemes". The total number of teachers under training in this scheme at the close of 1949 was 1,732 (men, 1,405; women, 327), of whom 75 per cent. passed the first year's examination. The full benefits (as also the cost) of this extensive training will be felt in 1951, but already the effects are being reflected in the classrooms.

16. In addition there have been continued the "Pupil Teacher" classes, also held on Saturday morning, which aim at raising the scholastic attainments of all pupil teachers.

17. Also launched in 1948 was a *training scheme for teachers of English in vernacular schools*. This is a two-year course, and the probationers are attached to Government and Aided English schools for practical experience in the technique of the direct method, as far as possible in schools with Special Malay classes, where conditions more closely resemble those which the trainees will ultimately have to face.

#### Education of Malays in English Schools.

18. While Malay children may at the age of six enter the English schools direct into the first year class, the more normal channel is via Standard IV (Boys) and Standard III (Girls) in the Malay vernacular schools to the Special Malay classes. It is considered educationally desirable that the child should have its first education in Malay. Pupils who have passed the standards referred to, and who are under 11 years of age, are selected by examination results and—generally—interviewed for admission as free pupils to the Special classes, which provide intensive training in English. At the end of two years, pupils are drafted, the brightest into Standard V, the majority into Standard IV, a small number to Standard III. In addition to being free pupils, a large number also receive scholarships, and all living in the Hostels receive food which is generally subsidised by Government. There has been very considerable multiplication of these special classes since the Liberation, especially in girls' English schools. Before the recent war, there was no great eagerness on the part of Malays to enter English schools, and most Senior Inspectors experienced in those days some difficulty in filling their established special classes.

19. The changed position is shown in the following figures:

#### NUMBERS OF MALAYS IN GOVERNMENT AND AIDED ENGLISH SCHOOLS.

	Boys.	Girls.	Total.
1938 (F.M.S., Penang and Malacca) ...	—	—	3,511
1941 ...	—	—	5,200
1946 ...	6,535	1,168	7,703
1947 ...	7,839	1,770	9,609
1948 ...	8,535	2,589	11,124
1949 ...	9,992	3,475	13,467
1950 (July) ...	11,727	4,186	15,913

20. This gives in the period 1946-49 a percentage increase of approximately 75 per cent. in four years, against an increase of approximately 30 per cent. in the next largest racial group. It shows, too, a significant and welcome increase of 197.5 per cent. for girls, supporting that already noted for girls in Malay schools.

21. Another significant table is the following:

#### MALAY PUPILS IN ENGLISH SCHOOLS (GOVERNMENT AND GOVERNMENT AIDED) AS AT 31ST JULY, 1950.

##### Distribution by Standards.

	Boys.	Girls.	Total.	Comments.
Advanced Classes ...	38	1	39	—
School Certificate ...	266	25	291	—
Standard VIII ...	465	54	519	(Should complete in 1951)
"    VII ...	796	109	905	—
"    VI ...	1,293	239	1,632	(Effect of 1946 admission to Special Malay I; should complete 1953)
"    V ...	1,630	393	2,023	—
"    IV ...	1,639	593	2,232	—
Special Malay II ...	1,858	624	2,482	—
"    I ...	1,916	633	2,549	(Normal point of admission from Malay schools)
Standard III ...	571	541	1,112	—
"    II ...	307	340	647	—
"    I ...	356	244	600	—
Primary II ...	311	193	504	—
"    I ...	281	197	478	—
	11,727	4,186	15,913	

22. There will thus be from 1951 a rapid increase in the number of Malays passing out from English schools, and the annual total should be considerable from 1953, with steady increase thereafter.

23. The number of Malay pupils entering for and passing the School Certificate examination is as follows:

	ENTERED.			PASSED.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.
1946 Government ...	150	2	...	106	2	...
Aided ...	2	7	...	1	5	...
	152	9	161	107	7	114
1947 Government ...	171	1	...	103	1	...
Aided ...	6	9	...	3	6	...
	177	10	187	106	7	113
1948 Government ...	193	5	...	118	2	...
Aided ...	13	3	...	6	1	...
	206	8	214	124	3	127
1949 Government ...	209	7	...	126	2	...
Aided ...	19	8	...	9	5	...
	228	15	243	135	7	142

24. We turn now to other aspects of educational facilities for Malays, and also indicate what has already been commenced or planned.

- (i) The only *Training Colleges for teachers* are for Malay teachers. Annual cost is approximately \$560,000. That at Malacca is now in process of expansion, and two additional colleges (one for men and one for women) have high priority in the Six Years Development Plan.
- (ii) The only *residential English schools* managed by the Government are the Malay College for boys at Kuala Kangsar, founded in 1904, and the Malay Girls' College at Kuala Lumpur, the latter a post-war foundation. Annual cost \$266,000. Both of these had extensions in 1949, and the Development Plan includes provision for completion of the extension planned for the former, and a complete new building complex for the latter.
- (iii) The only *Government Hostels for pupils attending English schools* are the 16 Malay Hostels. Annual cost over \$180,000.

25. In addition to the above special facilities, costing annually over \$1 million, there are also:

- (iv) Free places and scholarships in English schools for Malays.
- (v) Special scholarships for Malays to take Higher Studies. (Each State has its own fund for Malays' Higher Education.)
- (vi) A favourable proportion of 3:1 in the award of all scholarships from public funds for higher training (i.e., three such awards are made to Malays to every one award made to non-Malays.)

26. The Six Years Development Plan includes for purely Malay education a total capital expenditure of approximately \$13.65 millions, leading to an increase in annual charges of approximately \$4.28 millions. With a view to securing more rapid development of the Malay educational system than the resources of the Federation can at present provide unaided, Government recently made application for United Kingdom assistance to the extent of \$2.48 millions for the expansion and the establishment of additional Malay Teachers Training Colleges and \$0.3 million towards the construction of additional or the extension of existing Malay schools. This will involve an increased annual expenditure of about \$500,000 to be provided from Federation funds. A grant of \$750,000 has already been approved, together with a promise of \$2 millions to follow when other schemes have been examined in more detail.

27. There has also been prepared, and welcomed by the several administrations, an emergency scheme for Government assistance towards the establishment of "committee" village schools. This will involve annual expenditure of the order of \$400,000 and is estimated to provide the elements of education for 6,000 additional children every year.

28. The reflection to which the above facts immediately give rise is that great efforts have been made in the Education Department of the Federation (and, in view of the available resources, astonishingly successful efforts) to develop a modern educational process among the Malay people. It would be quite impossible to sustain a charge that Malay education has been in any relative sense neglected; rather has it been preferentially fostered. In underlining this we do not of course suggest that the political case for educational discrimination in favour of Malays has not been a good one. We simply take note that such discrimination exists, is of long standing; and has been carried to a high degree of elaboration.

29. We note also that this discrimination appears to have done little or nothing to predispose the Malay community in favour of the educational treatment it receives—a negative result which some observers may find paradoxical and even unnatural. We have consequently been at pains to discover just how the Malay people, or at least a number of characteristic elements among them, perceive their present position in respect of education, and how they respond emotionally and intellectually to what they perceive.



## THE EDUCATIONAL PROBLEM: SOME MALAY VIEWS.

## General Attitudes.

1. This chapter is offered not as a rewriting of history, but as a formulation of a state of feeling wide-spread among Malays at the present time. If its expression seems direct and unreserved, we think it best and fairest so. It is an anthology of Malay opinion submitted to the committee, and it does not necessarily represent the agreed views of its members. But it is necessary and proper, in our opinion, that it should be laid as flatly before the readers of our report as it was before ourselves. No attempt to provide better Malay education can succeed if it is made in ignorance of how Malays react to the existing arrangements.

2. Though from time to time various individual Malays had expressed their views on education for their race, it was the Japanese invasion that created a general interest in the matter. The sudden and complete loss of their freedom and of the protector upon whose paternalism they had learnt to rely, made the Malay people conscious of their utter helplessness. Rightly or wrongly they concluded that it was by learning, adopting and adapting European methods that the Japanese, who did not materially differ from them in features and stature, had risen to become a first class world power. They began to wonder why they had not, after so many years of close contact with the British, made a fraction of the progress that the Japanese had made. As usual they searched the past for reasons that could explain, and for agencies to blame; and as they had to telescope the years, they may have distorted history.

3. The first English schools were started by missionary bodies, and these were naturally suspect. The Malays in their ignorance and with an understandable fear of conversion to an alien faith, did not send their children to these schools. Nor was there any inducement for them to do so. The chiefs had their subsidies; the well-to-do had their lands; while the Government and other employers recruited clerks ready-made from India and Ceylon. Meanwhile Indian labourers were imported in large numbers and Chinese immigration was not only unrestricted but welcomed. The children of these two ancient civilisations took full advantage of every educational facility.

4. As the Malays lost ground so the immigrant races prospered. The Malays retreated from the towns further into the hinterland and towards the sea, there to continue to seek a livelihood the hard way. The immigrant races, taking full advantage of the improvidence of the simple Malay, tempted him with a system of forward selling of crop and catch for ready cash. Thus began the economic slavery of the Malay in full view of the protecting power; and so it has remained to this day. Now even if he wanted education he could no longer afford it. This strangulation went further. It produced malnutrition which seriously interfered with his health and sapped his vitality, which in turn reduced his earning power, increased the infant mortality rate, and shortened his expectation of life. Thus an easily preventable disease began to assume the form of a dangerous epidemic.

5. With the trades and businesses mainly in their hands, the immigrant races, especially the Chinese, began to send their children for training overseas, and these returned as technical and professional men and women. Malaya had now become the "19th province" in everything save Government; for as yet the Chinese had not turned their eyes towards administration. A few Malays, however, had become Administrative Officers to bolster the illusion that Malaya was still the land of the Malays. As the British controlled the purse strings, higher education in Europe for the Malays was almost impossible since one properly qualified Malay Officer could mean one European officer the less. Instead a rather ordinary English school, decorated with grandiose title of "College" was built in Kuala Kangsar to take care of the children of rulers who at that time were the only ones who could aspire to go for higher studies.

6. At this juncture, the Japanese invaded Malaya and awakened in the Malays an interest in education. The latter asked themselves why it was that the protecting power had not actively interested itself in educating the Malays from the earliest days. With their long experience of colonial affairs, the British must have known that an untrained and uneducated people could only remain unprogressive and dependant. Perhaps they just planned that it should be so. But it was not (and still is not) in the nature of the Malay to harbour resentment for very long. Instead he prayed for the early end of Japanese tyranny and the triumphant return of the British, hoping that this time they would with sincerity more successfully discharge their obligations.

7. Then came the Liberation—but only to blast Malay hopes and to begin the saddest chapter in Malaya's history. The Americans had atom-bombed Japan only to enable MacMichaelism to transform Malaya into a British Crown Colony. A long-protected people was now to be completely eliminated as a nation. The better equipped immigrants and foreigners were even invited to join in governing the Malay in his own homeland.

8. So the Malayan Union was born in an atmosphere charged with the sullen disgust of the Malay. Then a storm of Malay nationalism suddenly burst to deluge the country, and non-co-operation reared its ugly head, to be followed by inter-racial clashes which cost many lives. Colonialism in the past had always welcomed a house divided against itself, but in this case there was the danger that a once warlike people might take to warring again. Better counsels prevailed and a compromise, the present Federation, came into being. The land came back to the Malays, but the immigrant races now had a share in the Government; and there was the promise of eventual self-government. The Malays now breathed again, but as they looked round them they realised for the first time how perilous their position had become. The immigrant races now outnumber them, possess all the wealth, control all the trade and commerce, form the majority in the professions, and have a large say in the Government without even a vestige of responsibility.

9. What is the poor Malay to do in his bewilderment?

What shall he do to fit him for eventual self-government?

What can he do to enable him to compete with some semblance of parity with the immigrant races?

10. Above all, what must he do to enable him to earn even his very livelihood?

11. Will education, will widespread education, will universal education leading to the highest studies, help even partially to solve some of his numerous problems?

12. Any programme of education is inevitably difficult and complex. To spread education is indeed to open up the path to progress in methods and techniques; and this path can lead to economic progress. But how are the poor, the hungry, the sick and the resigned to be educated?

13. A school is a necessary instrument in the task of human rehabilitation, but it is not the only one. Are the Malay people actually concerned with education? Without them, their understanding, their resolve to improve conditions, without their co-operation, there cannot be any deep or lasting reform. No efforts can really or permanently help those who do not wish to help themselves. But how can the weak help themselves?

14. So to the Malay in his predicament education appears as a last chance. It is the straw he clutches at with a large desire and a chastened hope. He fears equally what may happen if it fails him, and what must happen if he fails it. His very dependence upon a new kind of education makes him shrink from committing himself to it absolutely. He, the man of little faith, has believed in too many things, and cannot face the shattering of any more illusions. Yet he sees no other present help in his time of trouble.

15. Let him not be blamed if, thus cornered and thus torn, he sets his sights high and now demands:

- (i) that satisfactory primary education, universal and compulsory, be caused to penetrate rapidly to the furthest kampongs,
- (ii) that every opportunity and facility be provided for all forms of vocational training to enable him to improve his economic condition and to maintain a standard of living at a level accepted as normal in progressive countries,
- (iii) that he be specially trained and conditioned to enable him to enter the commercial fields and professional circles,
- (iv) that he be adequately prepared for responsible posts and services as a preliminary to competence in self-government.

#### Specific Comments.

16. A good measure of the efficacy of present educational arrangements for the Malay community is the number of Malay pupils who gain and keep places in English schools. For the English school is the key to all technical, professional and administrative employments of any importance in all parts of Malaya.

#### English Schools.

17. The existing system of selection of Malay pupils for English schools on passing Standard IV in the Malay schools enables only a small percentage of pupils to get English Education, as shown by the statistics given below:

#### Pupils in English Schools.

	1947.	1948.	1949.	1950.
Malays ...	9,609	11,114	17,354	20,145
Chinese ...	30,107	30,636	45,514	51,521
Indians ...	14,080	14,587	23,630	24,909

18. Many Malay pupils in rural areas who have passed the Standard IV examination in the Malay school, and who are under 11 years of age, cannot get into English schools owing to distance and transport difficulties. A large number of urban Malay boys who have similarly qualified for admission to an English school, are debarred from entering it owing to lack of accommodation. Some of these go to private or continuation schools. Most of them remain up to Standards V or VI in the Malay schools without any opportunity of learning English, as they cannot afford to pay the fees charged by private or continuation schools, or they cannot find boarding facilities in the towns where there are private or continuation schools.

19. The decision of Government to teach English in Malay schools has been received with acclamation by Malay parents, but unfortunately lack of teachers of English has prevented the decision from being implemented satisfactorily. Owing to the low rate of salary offered to teachers of English in Malay schools, such teachers are not readily forthcoming.

20. Only a fraction of the Malay pupils admitted into English schools go right up to School Certificate stage. This may be attributed to causes other than the lack of interest on the part of parents in the education of their children. The causes are (a) low economic position of most parents, (b) attractive jobs are made available for pupils who pass Standards VI, VII and VIII.

#### Vernacular Schools.

21. Many parents are doubtful of the wisdom of sending their children first to the Malay schools as a step towards English Education. Some have sought admission direct into the English primary schools without success owing to lack of accommodation. They have therefore to send their children to Malay schools as there is no other alternative. Having already a feeling of disappointment with the small percentage of Malay children selected to go to English schools, the parents find that the standard of education in the Malay schools is low. The knowledge obtained in the highest standards is not enough for a Malay pupil to get a job. The progress of pupils in the Malay schools is slow, as their work is crammed with handwork which is not likely to be of any help to them. Many pupils leave school at the age of 12 or 13 insufficiently educated and with a doubtful future before them. There is therefore a grave problem of keeping these children occupied until they become eligible for acceptable Government employment.

22. The standard of education in the Malay schools is low, for the following reasons:

- (1) There is a lack of accommodation, furniture and equipment. Many pupils, especially in Standard I, may be seen sitting on the floor. It is in this standard that they first learn how to read and write. Moreover, in this standard, Rumi and Jawi are introduced together. The pupils find it difficult to learn two alphabets.
- (2) There is a shortage of text-books especially from Standard III upwards. In many schools the number of text-books is sufficient for only a quarter of the class. Parents who can afford to buy the text-books cannot get them as they are not available for sale.
- (3) There is also a shortage of general reading material, that is to say, library books are so few in number that there are no facilities for borrowing books for private reading.
- (4) Almost all Malay schools are one-roomed buildings in which half a dozen classes or more are crowded together and the teachers disturb one another while teaching. One often wonders how it is possible for pupils in such conditions to assimilate any knowledge at all. Many schools are sheds intended to be temporary but they have existed for thirty years.
- (5) Many villages are still without schools and many children of school age have been denied education in their own tongue.
- (6) Education for Malay girls has somewhat been neglected. Owing to lack of accommodation co-education is resorted to in many schools. Because of this many girls leave school at puberty. This accounts for the very few girls in the higher forms. Although broad-minded parents approve co-education as a temporary measure, it is felt that separate schools for the older girls would advance the education of girls. At present the girls miss ordinary lessons to do housecraft.
- (7) The housecraft at present taught in Malay schools is of a very low standard.
- (8) There is at present practically nothing to keep the pupils who leave the Malay school at the age of 12 or 13 occupied until they reach the age of 16. It is suggested that vocational schools having a two-year or three-year course would meet the case and the problem of keeping these pupils occupied would be partially solved.

#### **Religious Instruction.**

23. Owing to the absence of religious instruction from the curriculum, there is practically no character training. The result is that pupils have been driven by many religious parents to seek this instruction out of school during the long hot afternoon. Many of the small pupils aged 6 to 8 find it very exacting to do seven or eight hours' work every day. This is another reason

why the progress of the Malay boy of 6 to 8 is slow compared to that of the non-Malay pupil of his own age in English schools. Many parents would like religious instruction to be included in the morning curriculum so as to free the pupils from dreary afternoon work and also to have religious tenets taught along proper lines such as are followed in the Government vernacular schools in Zanzibar.

#### **Summary.**

24. Many Malay parents have almost lost their hope in the Malay schools. But since the liberation there has been an awakening. Owing to the existence of school committees, parents have shown a little more interest than in pre-war days. This interest may be transitory and may lapse into indifference again unless something is done to improve the facilities for education. These are the views of most Malays at present. As education in the Malay schools is free, most Malay parents have had the idea that they have to be satisfied with what is laid down for the education of their children. The loss of hope in the Malay school, coupled with the belief that they have no say in the education of their children, has made Malay parents indifferent to the progress of their children in school. Teachers in their turn have lost a great deal of their keenness in their work when they see that parents pay little heed to their complaints or advice. Hence we observe the dull atmosphere in the school, the lack of activity on the part of the pupils, and the absence of enthusiasm on the part of the teachers. The lack of ambition and initiative so noticeable in the Malay school pupil may be attributed to the conditions under which he is taught and these qualities are carried on into the post-primary school, with the result that only a few Malay pupils succeed in the English schools.

## CHAPTER III.

## CONSTRUCTIVE MOTIVES AND AIMS: THE MALAY HOME.

1. The evidence of our Malay witnesses, together with the glosses upon it which members of the Committee were able to add, furnishes fairly clear answers to two important preliminary questions. It tells us on what grounds Malay opinion holds the present educational arrangements to be inadequate; and it tells us at what points and in what directions Malay opinion would like to see changes made. That is valuable information to have provided.

2. A third preliminary question, of equal or greater importance, remains. Upon this the testimony of Malay spokesmen is, perhaps inevitably, vague and hesitant. We may frame the question thus. What constructive motives and aims underlie, or are implied in, the critical and dissatisfied Malay attitude? How strong, how solid, and how enduring would be the effort the Malay people might make, in support of education authorities initiating reforms in the sense which Malay opinion desires?

3. We have seen that the prevalent attitude of the moment is one of apprehension and doubt. Malay thinking turns towards education as promising escape from the painful tensions of anxiety and disenchantment. Can such attitudes be made creative enough to support the effort needed for bringing a new school system into existence? If education is to do for the Malay people what many forward-looking Malays hope, the undernourished and fatalistic kampong-dweller will have to scrape, save, work and produce as he never has before; he will have to set aside old customs and traditions to the point of developing a largely new way of life. None of these things will he do, unless he is impelled by some very powerful motive. A component in that motive must, it seems, be a living and practising faith in education as a regenerative force, and a grasp of its meaning, its possibilities and its limitations as a determinant both of individual and of social growth.

4. To discern the working of such a motive among the Malay community at this moment is not easy. It is perhaps significant that (as the previous chapter illustrates) Malay educational demands still find their readiest expression in the passive voice. Education is thought of as something that is done to one, not as a form of self-activity. Doubtless this outlook reflects the long-continued dependence of the Malays on such pervasive social factors as the paternal protection of British administration and the commercial and other services of Chinese and Indian enterprise.

5. In point here is a just and penetrating observation of one of our witnesses. "In my experience," he says,

"school teachers, male and female, are valuable and alert members of the kampong communities, not seldom hindered by the ultra-conservatism of other leaders in the *mukim*. The greatest reason why there is dissatisfaction in the kampongs with Malay vernacular education is that there is no interest in education *per se*, no reverence for

secular, as distinct from religious, education. I have met many Malays who approve of sending their children to school so that they can become gurus, policemen, soldiers; but I have never heard anyone say anything which could be construed by the most optimistic as a wish for education for its own sake. The normal reaction is that if a boy or girl is to work *sawah*, time spent in school is a waste . . . One can comment that a community gets the education it deserves; the parents must improve before the teachers can."

6. The effects of schooling on a child are rarely those which educationists intend, except when the formative influences of the school are smoothly geared to the traditional value-systems of the home. If there is no harmonious connection between the two sets of influences, home and school either revolve each on its own axis independently of the other, or they pull in different directions. In the one case, the mutual support of domestic and scholastic life is missed, and then some vital spark in the educational process is never struck. In the other case, there is conflict in place of reinforcement, with resulting confusion in the child, mistrust between parents and teachers, and a tendency for the educational efforts of both to cancel out.

7. We have, therefore, given attention to the question how far the Malay child benefits from a gearing together of home and school, and how far he or she suffers from a divergence between them. Consideration of this matter is the more necessary, since the Malayan scene presents a variety of cultures, each of which embodies distinctive value-systems of its own. It is at the best of times a perplexing business for one generation to bring up and educate another, even when the process goes on within a single pattern of culture. It is much more so, when, as in Malaya, the child finds one complex of beliefs and desires approved in his own home, another recommended to him in school and yet others accepted by large numbers of fellow-citizens further afield.

8. Observers agree that Malays of all classes show great tenderness towards children, especially towards infants and toddlers. Small children are constantly fondled and caressed by the older members of the family, including grandparents, and by friends and acquaintances who visit the home. Parents who slap or shout at their children may come under sharp criticism from relatives and neighbours; and the misbehaviour of a child is more apt to be ascribed to its parents' failure in kindness or forbearance than to their over-indulgence. In this atmosphere children themselves learn from an early age to feel fondly for their younger brothers and sisters. The older child is encouraged to adopt a responsible attitude towards his or her *adek*, to take charge of it when the mother leaves the house, to play with it, to keep watch over it, and to help to feed and dress it and keep it clean and tidy.

9. Thus the Malay home is normally a place of much good feeling and reciprocal affection. It would seem admirably adapted to giving the growing child that fundamental emotional security, that sense of being permanently wanted and valued, which is the starting-point for healthy and balanced development of the person. Indeed, it is a typical strength of the Malay

character that its growth is not stunted or distorted by repression. It may be remarked on the other hand, that Malay ideas on bringing up children do not appear to include any view of the process known to western parents as spoiling.

10. It was put to us that, notwithstanding all the advantages of this feeling-tone in the home, the Malay child on the whole gets a less favourable start in life than the children of other communities. If this is true, the reasons are no doubt partly economic and medical. Low standards of hygiene and nutrition, expressed in a high rate of infant mortality, naturally have very damaging consequences for the children who survive infancy. There is plenty of evidence that the rate of infestation by intestinal worms is very high among Malays. Malay girls often become mothers before they have reached physical maturity. Other evidence, however, suggests that psychological factors also are at work, and that many of these can be classed as forms of "spoiling".

11. For example, the feeding of infants is said to be seldom carried out at regular intervals, and the food given (apart from mother's milk) consists largely of carbohydrates (rice, sugar, bananas, etc.). Weaning is long delayed and not methodically completed, cases occurring of children who still claim the breast at four and five years old, while at the same time they share the full diet of the family. It is said also that training in bowel and bladder control is frequently put off until the third or fourth year, and may not be methodically applied even then. "Many of the children," one witness stated, "are not disciplined in any way. They eat when they like and what they like and seldom go to bed before their parents. Physical faults which could be remedied are not attended to, because either the grandparents are prejudiced against modern medicine, or the parents are ignorant of it, or the child of only a few years "does not want it." Diseases such as malaria, which could be largely prevented by care of the surroundings or getting the children to bed at a reasonable hour under a mosquito net, and intestinal worms, which could be eradicated by attention to hygiene, are mainly ignored by the majority of Malays." Yet these two diseases alone are scourges which play havoc with the vitality, and therefore with the educability, of the Malay people.

12. In general, there is a lack of awareness in Malay parents of the importance of their active interest in the education of their children, both in the home and in the school. Frequently, too, there is a traditional attitude which distinguishes the function of the parent from that of the teacher, and the tradition is used, no doubt unconsciously, to justify parental indifference to that part of a child's life which is lived in school. This attitude, combined with the fact that the home fails to provide the regulation and discipline of a settled routine, often results in children staying away from school on trivial grounds and even leaving school altogether before completing their course.

13. We believe that the practice of early marriage, though we are informed that it is less common than it used to be, is still of significance here in more than one way. Marriage at too early an age is, of course, open to objections of a physiological kind. It may mean, also, that children are born into a home which is either controlled by grandparents or left to a mother

herself too undeveloped and inexperienced to carry the responsibility of bringing up children. Viewing the practice of early marriage from the standpoint of the prospective bride and bridegroom, we have been given instances where pupils of both sexes in English schools are put under pressure from their parents and relatives to marry while still at school. If they yield to the pressure, they are obliged to leave school: if they resist, they do so at the cost of a mental conflict almost equally prejudicial to the progress of their studies.

14. While our analysis does not pretend to be exhaustive, the factors mentioned above do give some measure of the serious handicap under which Malay children as a group enter the educational race. They go far to account for the observed fact of a widening gap between promise and fulfilment which often shows itself during their school lives. It has been remarked that the pupils coming into the Special Malay classes in English schools still seem bright, keen and active. But the comparative figures of wastage show that it is greatest for Malay pupils, and that there is a progressive decline in numbers and achievement of these pupils from Standard VI onwards in English schools. It seems probable that this is due basically to "residual incapacity" arising from defects of nutrition, hygiene and character-training in infancy and early childhood. It may well be that such incapacity is fixed by these early defects, and cannot be removed by any remedial measures applied later.

15. In relation to the development of character, it is hardly possible to exaggerate the need for proper methods of infant feeding and for the training of children in personal hygiene. The infant naturally treats the world as existing to supply his wants, and in his early days the world's agent in this rôle of universal satisfier is his mother. It is entirely right that this should be so. But the process of growing up involves the discovery that the world has many matters to attend to, and is both unable and unwilling to devote its whole energy to the interests of one person, however much he may feel himself to be the hub of the universe. This discovery must always be a shocking one, but the blow can be softened if the mother is perceived as the source of deprivations and refusals as well as of satisfactions. It is easier to do without something one wants, if one has confidence that it is being denied by an agency which is fundamentally well-disposed and which, while it may withhold some good things, can at any rate be counted on to provide many others. Hence the importance of maternal discipline in the first months and years of life. Such discipline can in practice be exercised only by setting up a smooth-running routine in all matters concerning feeding and excretion, and by steadily adhering to it.

16. It is, of course, quite possible for parents to be too rigid and exacting. Much harm is probably done in western countries, for example, by associating cleanliness training with feelings of guilt. But when the balance between laxity and strictness is judiciously held, the child is well on the way to learning one of the crucial lessons of life, namely to take no for an answer without sulking or losing his temper. If one does not begin in infancy to develop this ability to tolerate frustration, one cannot, it seems, carry its development very far in later life. This is a serious matter if one wants to get things done, and intends that one's having been born should make some sort of

difference to one's world. Tolerance of frustration has been a main source of western man's achievement as explorer, inventor, and reformer; in consequence it is now a chief component in western formulae for measuring moral stature. The heroes of the west are usually people who contrive to snatch victory from the jaws of defeat. Anyone who can satisfy the conditions of Kipling's "If" has a high degree of frustration-tolerance.

17. Frustration is what everybody feels when an obstacle is placed across the path to a desired goal. It can give rise to several kinds of behaviour. A man can pile on the effort, with a view to surmounting the obstacle and reaching the goal in spite of it; or he can lash out wildly in rage and disappointment, forgetting the goal; or again he can throw up the sponge, renounce the goal, and fall into apathy and resignation. Which of these courses a given person will follow depends partly on how formidable he takes the obstacle to be, and partly on the degree of his frustration-tolerance. The firmness of the foundation on which this quality rests is determined by the experiences of infancy. If the foundation is sure, a superstructure of almost any complexity can be reared upon it; and for most of us, life is a series of graded challenges in which, having passed one test, we go on to another more severe, until we finally meet our match. Thus the power of driving consistently towards a series of goals of ever-increasing difficulty, without being diverted or too long held up by intervening obstacles, is taken as an index of personal worth in individuals and of high morale in groups.

18. It does not appear that lack of perseverance and of application is popularly considered by the Malays as weakness of character; rather they feel it shows common sense in declining to waste time on unrewarding material. Nor can they be said to have exhibited high morale as a group, if the marks of that quality are a sense of converging upon an agreed objective, under leadership which enhances the cohesion of the group, requires reasonable equality of effort and sacrifice, and guarantees reasonable equality of reward. Indeed, the Malays are only now beginning to become goal-conscious, to think in terms of common policies realisable by common endeavour, to be concerned with self-improvement either as a group or as persons, and to wish to give a fair wind to the spirit of reform.

19. This spark, now for the first time glowing in their group-life, holds more promise than any other feature in their whole situation. The schools can help to fan it into flame, but only if they receive the understanding co-operation of the homes. To bring the homes to a state of understanding and willingness to assist the common enterprise is the urgent task of everyone who can bring any kind of influence to bear upon them. There are thus two complementary aspects of the problem of Malay education. One is to improve the facilities provided by the educational system. The other is to improve the educability of the Malay child—in other words, to raise his or her potentialities as a pupil in the various types of school of which the educational system is to consist. This second duty, which is in some ways the more vital, calls for a co-ordinated and concentrated attempt to develop the strong points of the average Malay home and to help parents to deal sensibly with its weak points. For the home is the source and seat of all educability.

20. The home is also the main power-station for generating the motive force and supplying the channeled social energy which is to carry educational reform to its objectives. "The parents must improve before the teachers can." The key to the door of higher productivity and better living is no doubt rural and industrial development. But the strength which alone will turn that key in, the lock of apathy and malnutrition and outworn tradition is the strength of trained women in reconstituted homes. A revolution in the home will need to go hand in hand with reform of the school system, if the educational scheme which we propose is to come to fruition.

21. Throughout our work we therefore seek to wage war on everything which impairs the power of learning and improvement in the Malay child. With that war in mind, we attach, in one part or another of our report, prime importance to housecraft and mothercraft subjects throughout the school system; to speeding up the education of girls in general and the training of women specialists in particular; to the mustering of social and technical services to help school and home alike wherever they can; to raising the standards of the teaching staff; and to placing a measure of responsibility for primary schools on the shoulders of local committees.

22. The teachers in the primary school of the future have to be trained as soldiers of initiative and determination in this war—men and women who come into their jobs fired with an informed resolve to combat the harmful circumstances we have detailed. The new school ought in itself to be a social unit so related to the surrounding community that it will form a focus of interest for community activity, and at the same time be a centre radiating new ideas and enlightenment into that community. It can fulfil this purpose only if the teachers are men and women of vision, made strong by the nobility of their calling and awake to the urgency of their cause.



## CHAPTER IV.

## PRIMARY EDUCATION.

1. No doubt the primary school depends on the system of post-primary education, in the sense that only a well-developed post-primary system can produce primary school teachers of high quality. We fully recognise that, as the sequel will show. It is, however, also true that the importance of the primary school for Malay education as a whole is, at the present juncture, quite fundamental. For this reason we begin our consideration of items (i), (v) and (vi) of our terms of reference by examining the problems of primary schooling.

2. Our approach is governed by the belief that the primary school should be treated avowedly and with full deliberation as an instrument for building up a common Malayan nationality on the basis of those elements in the population who regard Malaya as their permanent home and as the object of their loyalty. This we regard as an essential part of the process of achieving self-government within the Commonwealth.

3. It was not long before we were led to the straightforward but rather radical conclusion that a primary school in which Malay pupils are segregated for instruction by Malay teachers (often themselves of no great scholastic attainment) cannot be of much help to a community seeking to improve its status relatively to other communities in the population, and to make itself the main vehicle of the national idea. Thus our first step is to call in question the public provision or maintenance of separate vernacular schools for any racial community, and to suggest instead a single-type primary school open to pupils of all races and staffed by teachers of any race, provided only that those teachers possess the proper qualifications and are federal citizens.

4. Apart from its inter-racial character, the main features of this new National School, as we should propose to call it, would be the following:

- (a) It would provide a six-year course for pupils between the ages of six plus and 12 plus.
- (b) It would not charge fees.
- (c) It would produce pupils who were bilingual (i.e., effectively literate in Malay and English) by the end of the course, and the best of whom would then be fitted to proceed direct to an English-medium post-primary school.
- (d) Its methods and procedures would throughout be based not on the receptiveness of pupils but on their constructive activity in class and out of it; stimulating them to think and act for themselves, to shoulder responsibility, and to take part in creating a purposeful school community.

(e) It would develop a close and active association between teaching staff and parents, with a view to becoming, by a natural extension of its primary function, the focus of the artistic, intellectual and educational interests of the community it serves.

(f) It would be administered and in part financed by a local educational authority having its roots in the local community.

5. Such, in bare outline, is the pattern we wish to recommend for the primary school of the future. Its merits will, we trust, become clear as our report proceeds. Meanwhile we have no illusions about the difficulty of realising it in practice. On many grounds, financial, administrative and social, realisation can only be a gradual process, and the gradations will have to apply to more than one of the features listed above. Nevertheless we venture to hope that, if the scheme here set out is accepted as sound in principle, every future development and modification of the present school system may be directed to its implementation at the quickest practicable rate.

6. This conception of primary education entails, as we say, the eventual disappearance of all Government provision and assistance of vernacular schools including the Malay schools; and the transformation of the English schools into purely post-primary institutions by the gradual elimination of their primary classes. Thus the National School would become the recognised means of entry into the English School and, indeed, into every other kind of post-primary education. In the allocation of Government resources to primary education priority should be given to the development of this new school.

**Bilingualism.**

7. We have given prolonged thought to the language question. It has been clear throughout that two languages, and only two languages, should be taught in the National Schools, and that those two must be the official languages of the country, namely, Malay and English. But what was to be the relation between them? Which was to be the medium of instruction and which the compulsory subject? As our discussions went on we found it more and more difficult to maintain the distinction between subject and medium in regard to these particular languages in the particular context of Malayan life.

8. We have come to believe that the distinction is in the Malaya of to-day inapposite and unreal. It is based on the difference between home language and foreign language. But the term foreign language is a relative one, and in Malaya neither English nor Malay is a foreign language for any citizen in the same sense in which French, for example, is a foreign language for citizens of the United Kingdom. Though there are still areas to which these influences have not yet penetrated, children of all races in Malaya increasingly see both languages in written form all round them and increasingly hear both of them spoken. We consider this a fortunate tendency, and welcome it as leading to a day when all Malayan citizens will see a home language in both.

9. We have thus learned that it is more profitable to look to the end than to the means in regard to language teaching in the primary school. We have been obliged to treat of the National School in our thinking as a bilingual school, rather than as a Malay-medium school or an English-medium school. Each language will in practice be employed in any ways which are convenient in helping children to acquire facility in both. Normally, no doubt, the Malay language will be used on social occasions within the school and in the teaching of most school subjects. At all times it will be a main function of every school to safeguard the position and the status of the Malay language. We do not, however, suggest that life in any school should be rigidly divided into periods when Malay and nothing else must be spoken, and other periods when Malay must be thrust out of sight and hearing to make room for English.

10. The art of teaching is not to be strait-jacketed by arbitrary language requirements, and the day-to-day work of teachers will be better governed by the dual aim of bilingualism and of equal status for both languages than by rules laid down in advance about when recourse should be had to this language or that. Provided that this dual aim is faithfully fulfilled, there can and should be a wide measure of local option in the precise manner of its pursuit.

11. The social setting of primary schools varies so much from place to place in Malaya that it would be unreasonable to expect the same allocation of school time and the same pattern of teaching practice to be followed in all parts of the country. Our scheme must be flexible enough to meet needs as diverse as those of Kota Bharu and Penang, of the kampongs and the re-settlement areas.

12. But we emphasize that it is no perfunctory acquisition of a smattering of either language that we have in mind. We set as our target *effective bilingualism by the age of 12 plus*. By this we intend that the great majority of children completing the primary school course should be able to read, write and carry on a conversation appropriate to their years in both Malay and English with approximately equal freedom. What is involved is attainment in Malay at least equal to that of Standard VI in the present Malay vernacular school; and attainment in English at least equal to that of Standard IV in the present English School. It is vital that this target should be reached, if the new school is to succeed.

#### **The Malay Language.**

13. The joint use of English and Malay in primary schools whose pupils are of all races will, in our judgment, open up to the pupils fresh fields of interest and means of advancement. The Malay language, in thus extending its currency, will be helped to develop in vocabulary and idiom in many spheres above and beyond the primary school. We envisage it as evolving to a point where it becomes a comprehensive means of expression and communication in commerce, industry, science, technology and the humanities.

14. While the history of language shows that this process of evolution is often slow, experience in countries such as the Union of South Africa also suggests that in certain conditions it can be consciously accelerated. We should expect the new school to provide a firm foundation on which agencies professionally concerned with the growth of the Malay language might build. We have in mind here, firstly, the proposed Department of Malay Studies in the University of Malaya; and secondly the possible establishment of a Malay Language Council, whose function would be to keep under review the whole position of Malay as used in the peninsula, and to encourage the writing of technical, historical, educational and other books, thereby creating an ever-increasing storehouse of knowledge for the Malay student and for the general reader of Malay.

15. We should hope for a further consequence also; namely, that there might vibrate through the Malay people a renewed impulse to spontaneous authorship. In them a novel kind of group-consciousness is visibly struggling into life; so far, it has found an outlet and a form mainly in new types of social and political activity. The time is ripe for this movement to develop on the artistic as well as on the practical side, and in its search for fulfilment to bring about a creative renaissance in literature and the arts. There are already signs that a movement of this kind is beginning. Some farseeing Malays evidently feel that, if their people are to become the masters and not merely the victims of all that is going on inside them, they will need a modern style of written Malay. The broad social effects of the new school we are proposing would favour the emergence of such a literature. Such a literature, in its turn, would be of the highest value in Malay education. Reading material in Malay of a good modern kind is tragically short both in quantity and in variety. In particular, there are at present so very few Malays who write anything for children to read.

16. The weight of authority in educational opinion is heavily on the side of the view that a child's natural development is best promoted when his early education is in the language of his home. We are impressed with the importance and the relevance of this consideration in Malayan conditions. We have, therefore, had to ask ourselves what language arrangements in the primary schools would go furthest towards securing the advantages in question. We have also had to seek the answer within limits set by the overriding necessity, on citizenship grounds, for an all-race primary school of a single type. Once the issue is posed in this form, it can be solved, we submit, in one way only, namely by the universal teaching of the Malay language. The use of Malay in all primary schools, as an equal partner in a bilingual system, offers the benefits of mother-tongue education to the largest proportion of the total population possible in the conditions stated.

#### **Repercussions on Non-Malays.**

17. When all this has been said, the fact remains that Chinese and Indians are being asked to give up gradually their own vernacular schools, and to send their children, not indeed to Malay schools in the present meaning of that term, but to



schools where Malay is the only oriental language taught. Moreover, they must do this under no kind of pressure, but because they freely decide that, from their own angle of vision and in relation to their own value-systems, the National School is the better educational instrument. Our scheme would be seriously weakened if any large proportion of the Chinese, Indian, and other non-Malay communities were to determine to provide their own primary classes independently of the public educational system.

18. We repeat here that our proposed new school is conceived as a school of citizenship, a nation-building school. We have set up bilingualism in Malay and English as its objective because we believe that all parents who regard Malaya as their permanent home and the object of their undivided loyalty will be happy to have their children educated in those languages. If any parents were not happy about this, their unhappiness would properly be taken as an indication that they did not so regard Malaya. On the other hand, all non-Malay parents who avail themselves of the new facilities, and who set aside their vernacular attachments in the interests of a new social unity, have a right to be welcomed without reserve by the Malay people as fellow-builders and fellow-citizens. We find, alike in this Committee and among the witnesses we have consulted, a desire to extend such a welcome.

19. Hence our efforts throughout have been to make it as easy as possible for non-Malays to associate themselves with our project for a bilingual National School. Thus the new school will give, in point of staffing, premises and equipment, the best primary education available anywhere in Malaya. It will not charge fees. It will teach English to all from Standard I upwards, and it will form the broad highway of admission to all post-primary reaches of education.

20. It may be, nevertheless, that some Chinese and Indians will at first look askance at these advantages as mere promises. Their spokesmen may prudently insist on seeing the National School in action before they commit themselves to its support. We feel sanguine, however, that the school, as it gets into its stride, will outdistance all competitors, and that parents of all races, perceiving this and profiting by the object-lesson, will set up an increasing demand for the facilities and amenities it has to offer. Reorganisation of the primary schooling of Malaya on the lines described will be a lengthy task. It will start, we presume, in areas where it can be carried through with least difficulty and most promptitude, the rest of the country being scheduled for reorganisation area by area, as qualified teachers become available and as local conditions favour the change. By the time the areas of least difficulty have shown what they can do on the new basis, other areas, we hope, will have been convinced by the school's sheer merits of the wisdom of following suit.

#### **The Teaching of English.**

21. We are aware that misgivings may be felt in some quarters about the effect on the English schools, and indeed on higher education in general, of a common bilingual primary

school such as we propose. Our suggestion is that direct admission to English education proper, as the term is understood to-day, should gradually be superseded, and that all pupils proceeding to English education should eventually do so only at the post-primary stage, after having passed through the bilingual primary school. As advocates of this suggestion, it is incumbent upon us to satisfy our potential critics that such a change of organisation would not be likely to entail a lowering of standards in English at any point in the school system, and at some points might even entail an improvement of them.

22. It would clearly be a disaster if the attainment of School Certificate standard and University entrance standard were delayed because the English language was being inadequately taught in the primary school. Such a result would be especially unfortunate at a time when the University authorities are not altogether happy about the attainments in English of present candidates for admission, and when they are consequently pressing for a higher standard in English, together with a lowering of the age at which it is reached.

23. In order to set the issue in perspective, we should explain that, according to an assumption we have thought it reasonable to make, some twenty per cent. of the primary school population may perhaps be fitted by capacity and interest to profit by secondary education of the academic type; a further twenty per cent. or so at the lower end of the scale of intelligence will need no schooling beyond the six primary years; for the remainder, a central block of some sixty per cent., the appropriate provision would be post-primary education of some non-academic type, having a bias towards agriculture, or a trade or craft, or clerical work, as the case might be.

24. For children in the lower group and in the main central block the prospect of reaching useful attainments in English is much improved under our proposals. At present such children normally learn no English in Malay Schools. To be sure, declared policy now is to make English a compulsory subject in the higher primary standards, as and when teachers can be found; but our recommendation goes a considerable step further in setting a target of effective bilingualism by the age of 12, and in urging, as a means to this end, that English should be taught to all pupils in the National School from the age of 6. This lengthening of the radius within which a knowledge of English is to be diffused will have important and convenient consequences for the business world and indeed for employers of all kinds, including Government.

25. Admittedly, however, these advantages will not directly touch the University and other institutions of higher education, which are concerned primarily with the twenty per cent. of primary school children destined for the academic stream. It will no doubt be pointed out, and we agree, that in the present context the crux of the matter is how our proposals are likely to affect this group of children at the top of the intelligence range.

26. At present Malays who enter English Schools do so mainly through the Special Malay classes. The procedure, as we saw in Chapter I, is that selected Malay children leave the

vernacular school on passing Standard IV (or sometimes Standard III) and enter Special Malay I in the English School at the age of 10 plus. If all goes well, they are promoted to Special Malay II at 11 plus, and join Standard IV in the English School system at 12 plus. In the following year they begin the five-year course which leads to School Certificate. Under this scheme they do not start learning English until their eleventh year. They then undergo two years' intensive training in that language, until by their thirteenth year they are deemed ready to receive all their education, and that at the secondary level, in the English medium.

27. These arrangements afford an ingenious solution of that problem of transfer from vernacular school to English School which has been hitherto inescapable, if any considerable number of Malay children were to carry their education beyond the primary stage at all. There is no doubt that for this reason they have been of great service to the Malay community. At the same time, they are open to several objections of educational principle.

28. No educationist would switch children from one language medium to another half-way through their primary course, if he could help it. Nor would he feel able to say with much confidence which children of a group aged 9 plus were suitable for the academic stream and which were not; he would probably insist that the question could not fairly be answered until some years later in their careers. In the third place, he might urge that a child's effort to reach the requisite level of attainment in English in the brief space of two years between the ages of 10 and 12 must for that time virtually bring his or her general education to a standstill. And indeed it does appear that children in their two years in the Special Malay classes do little but work over in English the same subject-matter which during the two previous years they had worked over in Malay. This can be very tedious for the pupil, and may well have a retarding effect not merely on his achievement in school subjects other than English, but also on his general intellectual development.

29. The National School offers what we consider a preferable alternative to the Special Malay classes—an alternative which, among other things, avoids a change of school and of language during the primary course, and therewith the psychological and educational disturbance which such changes involve.

30. Attainment in any school subject, and in English along with the rest, is mainly determined by four factors; first, the capacity of the pupil, second, the amount of time (within certain limits) allotted to the subject, third, the skill of the teacher, and fourth the suitability of the general social environment provided by the school.

31. Our scheme makes reckoning of all these factors. We are proposing that after the end of the third year in the primary school, special work in English should be arranged for those who comprise the upper twenty per cent. of the intelligence range. The object of the special work will be to ensure that the pupils concerned should develop enough competence in English to undertake post-primary schooling in that language from their

thirteenth year. The selection of pupils for this work can, if one likes, be regarded as a kind of informal pre-selection of candidates for the academic post-primary school. Those who choose to regard it in this light may feel that it is open to the same objection as we have just urged against selection for the Special Malay classes at the same point, or even a slightly later one, in the primary course.

32. To a comment of this kind we would make the rejoinder that the criterion of selection we are suggesting at this stage is not suitability for the academic stream, but simply level of intelligence. The distinction is of some importance. Intelligence can be accurately assessed at 9 plus, while personal suitability for a particular type of post-primary course is much harder to identify at any time, and probably cannot be identified at all until some years later than 9 plus. No doubt, intelligence is one condition of suitability for academic education; it is a necessary, though not a sufficient condition; so that, while one can say that everybody below the top twenty per cent. of the intelligence scale will not be suitable, one cannot say that everybody within it will be. The special work in English which we propose is simply a way of insuring that no pupil with the intellectual capacity for academic education will miss the opportunity for it by reason of inadequate attainment in English at the age of 12 plus. True, the suggestion also entails that the special work will be done by a minority of pupils who will not in fact enter the academic stream at the post-primary stage, as well as by all who do enter it. We cannot see any harm in this.

33. Thus our informal screening of the brightest fifth of the primary school population at 9 plus is not to be confused with the formal process, which will take place at least two years later, of selecting for admission to the post-primary English school. This formal process will not be a matter for the primary school authorities at all, but will, we suggest, comprise two kinds of external test. One kind will be brief and simple "objective" tests of attainment in Malay, English and arithmetic. The attainment tests will be supplemented by a non-verbal test of mental ability, as soon as one suited to Malayan conditions can be devised. The work of Dr. G. E. D. Lewis affords a promising point of departure here, and calls, in our opinion, for careful and systematic following up.

34. We foresee the two types of test as being conducted independently, the attainment tests by the English Schools themselves, and the mental ability test by the Educational Psychologist, a new Federal Officer whose appointment we hereby recommend. Both types are necessary, as each is complementary to the other. Attainment tests cannot be dispensed with, because English Schools must know, before they offer an applicant a place, how far he has progressed in the essential school subjects. The results of such tests, however, while furnishing that vital information, will also reflect other features in children's individual experience which may or may not have a bearing on their suitability for academic education. These other features might include differences in teaching ability of teachers in different primary schools, favourable or unfavourable factors in children's home backgrounds, smoothness or otherwise of their emotional development, and a number of other personal

variables. The non-verbal performance test will by-pass possible irrelevances of this kind, and will give an index of children's educability and their capacity for relational thinking, in approximate isolation from accidents of their personal history. By putting the results of both types of test together, it will be possible to grade applicants in an order of merit, or at least to draw a qualifying line through them, with a reasonable degree of reliability.

35. We take the view that, in addition to finding extra time for English for the "brightest fifth" after Standard III, it will also be necessary to begin teaching English to all pupils in the first year. This second requirement can be met if the general work in the Malay language is done in the romanised script only, the Jawi script being taught to Muslim pupils (but not to non-Muslims) as part of the religious instruction which we shall discuss in a moment. The time saved by the disappearance of Jawi from the common curriculum would be available for English.

36. We appreciate, further, that if the pupils' command of English is to be adequate at the end of the primary course, the teaching of the subject must be in the hands of teachers of high quality. We explain in a later chapter what formal qualifications and professional training we should like teachers to acquire and undergo. Here it is enough to mention that, if our proposals come into effect, teachers in the National School will, on the average, be quite as good as the present staffs of primary departments in English schools. They will, we hope, have learned in their Training Colleges that people who merely "know English" are not necessarily good teachers of it. The Colleges and the University will all be increasingly occupied with the kind of linguistic inquiry on which alone the foundations of successful teaching can rest. Teachers trained in any of these institutions will leave them with a firm grasp of the principle that learning English is less a matter of acquiring a vocabulary than of fixing a structural framework; and that when a pattern of idiomatic thought forms has been clearly printed on the mind by practice with a limited number of words, a vocabulary (or a series of vocabularies) can readily be added as required, without any proportionate increase in the difficulty of manipulation.

37. Furthermore, their training will have made it second nature for such teachers to plan every phase of the school day by reference to the two poles of security and adventure—to the child's need, that is to say, to explore the unknown on the one hand, and to feel safe and valued on the other. Their own practice as teachers will proceed from the knowledge that the primary school child must have things to do, to handle, to use, to make, to talk about, and to ask questions about freely; that he must be given time for his explorations and experiments; and that, though his heart is doubtless fair game for the tempter and open to all wickedness, he is also capable of any constructive endeavour which for him has dignity and meaning.

38. We turn, finally, to the need for building up the National School into a particular kind of social unit. If children are to learn readily and retentively, their school must provide for them a mental and social atmosphere adapted to the purpose. The primary school should be a place and a society in which the

pupils feel at home—feel that they belong to it and that it belongs to them with something of the intimacy with which their real home focuses the sense of attachment. In such a school, children are upstayed by a disciplined community life at the same time as they enjoy free play for their individual interests. They are encouraged to look after themselves and to stand on their own feet, while knowing that the support of older and stronger persons is on tap, should any real call for it arise. The omnipresent expectation is that they will play an active part in their own education and in maintaining and improving the daily routines of the school.

39. In conformity with our conception of the National School as a social unit of this kind, the "brightest fifth" will continue in the primary school until the end of the six-year course, following a syllabus modified to suit their special gifts; and they will not be moved at a mid-way point to other schools for segregation in Special Malay classes. In this way, the corporate life of the school will escape impoverishment by a skimming off of the intellectual cream from the upper Standards, and, to change the metaphor, the brighter wits themselves will not suffer the set-back which an enforced transplanting after Standard III must almost invariably cause. Such, we trust, will be the general practice. We recognise, however, that for geographical, economic or administrative reasons it may be necessary in some areas to establish central schools (with hostel accommodation) which may provide for a part only of the six-year primary course; but this measure would be adopted only where the conditions made it impracticable to do otherwise. (See also p. 70.)

#### Religious Instruction.

40. In the evidence we received, two related points were repeatedly made. The first, already mentioned in Chapter II, was that Malay children often fail to reap the full advantage from their school experience because too little is done for them in the way of character training. The second was that, relatively to children of other communities, Malay children are handicapped educationally by being sent for some hours daily during the afternoon to the Koran school. We consider that there is force in both these arguments, and feel in particular that afternoon attendance at the Koran school in many cases imposes too heavy a learning load on young Malays, and really retards their educational progress.

41. From the Islamic point of view it is obligatory on Muslim parents to see that their children receive religious instruction. At present, only in a few States is religious instruction provided during normal school hours. In some others provision is made for religious instruction in the afternoons, while in the remainder parents have to employ private teachers. In most cases the instruction is given in the afternoon. This often means that a Malay child between the ages of six and ten is made to study about seven hours daily.

42. Again, we have had our attention drawn to the controversy regarding the teaching of both the Jawi script and the romanised script in Malay schools. We have noted the existence of a strong body of opinion that favours the exclusion of one of these from the primary school curriculum. As to

which should be excluded, opinion appears to be fairly equally divided; though it should be mentioned that the views of practising teachers show a clear preference for retaining Rumi and dropping Jawi. We have further taken into account the probable feelings of the non-Malay parent who may send his children to a National School. However anxious he may be for his children to attain a certain proficiency in the Malay language, he might well think it unreasonable that they should be required to master two different ways of writing it.

43. It occurs to us that all the points mentioned in the above three paragraphs may be conveniently dealt with in one motion. We therefore propose that a half-hour period in each school day should be set aside for the instruction of Muslim pupils in the principles of Islam, in the Koran, in the Arabic characters, and hence gradually in the Jawi script also; this instruction would be given by specialist religious teachers trained for the purpose. We recommend that there should be careful professional revision of the methods of teaching these things, particularly of teaching the Koran; and we recall here the suggestion made in Chapter II that the practice of the Government vernacular schools in Zanzibar might repay study from the Malay standpoint.

44. By allotting time in this way for religious instruction throughout the whole duration of the primary course, four simultaneous advantages would be reaped. We should meet the point raised by that large body of Malay opinion which holds that more systematic attempts at the building of character should be made, and that character is best built on a foundation of religious faith. By confining all studies, secular and religious, to the normal school hours, we should gain a more effective response from the pupils. We should provide those children who need to learn the Jawi script with an appropriate opportunity of doing so, while at the same time they would acquire facility in the romanised script, not as another "subject", but in the most natural way in the course of their normal school work. In the fourth place, we should enable non-Malay pupils to learn the Malay language without waste of effort, and without the obligation to read, write and spell in a script which for their immediate purpose is superfluous.

45. On balance, the teaching of Jawi to Malays only and only in the period of their religious instruction would, we should judge, greatly facilitate the studies of all pupils in National schools. Some witnesses whom we consulted raised the objection, however, that the use of Rumi in learning Malay would cause confusion in the learning of English, owing to the fact that vowels which take the same written form in the two languages are given different values in speech. Others again discounted the objection as relatively unimportant. It appears to us that the weight of authority leans to the latter view, and we therefore feel justified in proposing that the whole secular curriculum of the National School should be followed in the romanised script.

#### **Text-books and Reading Material.**

46. Rather a high proportion of our witnesses had representations to make about text-books and other kinds of reading material in primary schools. As already mentioned in Chapter II, the complaint is that there are not enough copies of school books

available, that they cannot be bought even when parents are anxious for their child to possess his own copy, and that the content of the text-books in use is not always appropriate. Some evidence suggested also that in the distribution of these short supplies girls' schools often come off worse than boys' schools. It is further said that school libraries are too few, that where they exist they are not well found in point either of quantity or quality, and that in consequence the Malays lack skill in reading and fail to acquire a lasting interest in it. It is evident that our goal of effective bilingualism by 12 plus would be unlikely to be reached in schools of which such allegations were generally true.

47. On the question of fact, we are satisfied that a real shortage of school books exists in Malay Schools, particularly in the upper standards. Instances were cited where the issue of text books was on the basis of one copy for the teacher only. In such cases time is wasted by the teacher having to write out lessons on the black-board, and by the children having to copy them down. There is, of course, no mystery about how the shortage of school books arises. Practically the whole of the pre-war stocks were lost during the Japanese occupation: to select and deliver suitable replacements has been one of the major problems of the reconstruction; and supplies are still being built up. Further handicaps have been the world shortage of paper and the fact that provision on the Education budget under this head has never been adequate. The present allocation, we understand, is at the rate of \$1.25 per pupil per year in Malay schools, whereas a single text-book (e.g., the Geography book) can and does cost as much as \$3.50.

48. We can only regard this position as gravely unsatisfactory, and we are apprehensive that, if it is not soon remedied, our whole conception of the bilingual school may break down in practice on what is after all a comparatively minor matter of school equipment. We think it important not merely that all children in school should have ready access to the appropriate books and should be able to take them home whenever they wish, but also that each child should acquire the sense of responsibility in relation to books—in a literal sense, the interest in them—which ownership alone can give. We should therefore favour an arrangement by which pupils were expected to buy their own books, and cases where parents were unable to find all the money were assisted from funds raised for purposes of school welfare in general by Mukim Councils or perhaps by voluntary committees. We realise that a scheme of this kind may involve some technical difficulties, since publishers are reluctant to accept sales risks in connection with Malay books, and prefer simply to take orders for specified numbers of copies from the Department of Education. Text-books in English, on the other hand, can, we believe, usually be bought from local booksellers. How serious these obstacles may prove it is hard for us to judge: but we hope that ways of surmounting them may be quickly found.

49. We also draw attention to the question of what may be called follow-up reading material. We visualise the National School as a place where two languages are freely and interchangeably used. Beyond the essential stock of appropriate text-books, therefore, there will need to be available for children

a steady supply of books and papers in both languages, in order that they may not forget how to read in either for lack of matter on which to practise; and, more positively, in order that they may have every chance of raising their reading accomplishment in both to a higher level of accuracy and speed. Nor will the need lapse when the children leave school. The problem of school libraries merges at this point with the wider problem of the supply of reading material for all age-groups in a literate population. We do not pretend to know, and it is outside our province to try to decide, whether these two related problems are best dealt with as one, or what rôles the Departments of Education, of Social Welfare and of Information should play respectively in solving them. But we wish to record that an issue of some magnitude arises here, which has not yet been tackled on anything like the scale that an adequate solution will certainly demand; and that some adequate solution is a pre-condition for the full success of the National School, and indeed of a policy of bilingualism in any form.

50. We turn now to the allegation that the content of text-books in Malay schools is often unsuitable, and we take as an example the Malay language readers at present in use. In an earlier section, when touching on the cultural development of the Malay people, we referred in general terms to the need for a modern style of written Malay. Now again we meet the same point, this time in the setting of the primary school.

51. It was put to us by an expert witness, to whose opinion we naturally attach weight, that in the compilation of school readers too much respect has been paid to the written Malay language and too little to spoken Malay. What emerges in consequence, we were told, is a simplified written Malay which is not really a living language at all, and which seems particularly dull and dead when compared with the racy speech of the countryside: moreover, since it is not spoken by anybody outside school, it is imperfectly understood by the children in school, who may have to be furnished with a paraphrase in colloquial Malay before they succeed in grasping its meaning.

52. This witness urged that the work of teaching Malay children to read is much handicapped by the use of such texts, and that a more rewarding approach is probably represented by such a recent publication as "Mari Kita Berbual". This particular book was prepared for pupils learning Malay in Chinese schools, and gives a number of Malay dialogues dealing with everyday situations which are likely to interest children of primary school age. On account of its familiarity of phrase and incident, some Malays are said to claim that it would find a welcome among Malay teachers and pupils.

53. We have not methodically examined the current Malay readers, or indeed any other text-books, and we have formed no collective view, as a Committee, of their suitability. But several members of the Committee have a close professional acquaintance with most of them, and we think a case has been made out which indicates a need for such an examination by competent persons. It seems likely that the task may prove a large one, entailing a careful scrutiny of the various dialects of the Malay

language and their geographical distribution, with a view to selecting only those colloquial forms which are common to most of the States. The whole problem of text-books will gain in importance with the establishment of an all-race school using two languages, and we suggest that it should be separately studied and reported on.

#### School Premises.

54. During the re-organisation period there will be three types of primary school co-existing alongside one another (apart from the Chinese and Indian vernacular schools, with which this report does not deal). These are the National Schools, the Malay vernacular schools, and the so-called village schools. This being so, we cannot omit a reference to the question of school buildings.

55. We suggest that the National School should be accorded the fullest preferential treatment over other types of primary school in the matter of premises, and we hereby submit a claim on its behalf for the best buildings the country can afford, subject to one proviso. This is that the erection of new school buildings, or the conversion of existing ones, should not be allowed to become a bottleneck to constrict and retard the entire process of re-organisation. The re-organisation programme will in any case have to contend with two bottlenecks, finance and the training of teachers—and we cannot contemplate a third.

56. But, this reservation made, we declare our conviction that the standards of taste, amenity, and efficiency that have hitherto viewed as acceptable the kinds of building in which Malay schools are commonly housed, are much too unexacting. We picture the National School as typically housed in a building consisting of separate classrooms arranged in line so as to give maximum coolness and quietness, the classrooms being divided by permanent partitions, and the school itself surrounded by playing fields of about six acres for a population of 480 pupils (and proportionately for smaller or larger populations).

57. We therefore recommend further inquiry into the question of building materials, the design of school premises, and the size of classroom. It may be that the traditional building materials will not always be the cheapest or considered to be the best suited to their purpose.

58. As regards classrooms, we feel that each room should be an entity in itself, capable in sympathetic hands of assuming a character of its own, and being as far as possible sound-proof. We appreciate that in a tropical country ventilation requirements make complete sound-proofing impossible, and that the activity methods for which we are pressing sometimes tend to be noisy. But we take these points as reasons for reducing, as far as may be, the distractions which noise can cause. Moreover, classrooms need not and should not all be of the same size, and the most suitable sizes of rooms for different purposes would repay investigation afresh. In short, the whole problem of getting efficient buildings at minimum cost is so complex and many-sided that we should like to see it specially remitted to a small group of experts.



## CHAPTER V.

## POST-PRIMARY EDUCATION.

1. The six-year primary course is designed not merely to give effective command of Malay and English fitting to the powers of expression of twelve-year-old children, but also to lay the foundation for vocational activities consonant with various aptitudes and levels of intelligence. Too often children enter the academic stream and continue there until repeated failure forces them to give up the unequal and profitless struggle. They find themselves with their natural skills undeveloped, thrown into jobs for which they are unsuited and to which they bring the minimum of interest. Or else they are diverted too late to the development of these skills, as the failures of the academic stream, with all the handicaps that a sense of failure brings in its train. To avoid this waste, extended provision of post-primary courses with a wide variety of vocational bias is imperative in order to ensure that the "right child gets into the right school at the right time".

2. We have already explained our assumption that some 20 per cent. of the school population will be unable to take immediate advantage of more than the six-year primary course, that some 60 per cent., representing children in the middle range of ability, will be able to pursue courses preparatory to the crafts and trades with advantage to themselves and society, and that the remaining 20 per cent. can profitably proceed along the academic stream towards the University and other institutions leading to the professions. There is nothing sacred about this distribution, which indeed, so far as Malaya is concerned, is based largely on guesswork; it may well have to be revised, when we have at our disposal finer means of discrimination than are available at present. Meanwhile, it gives one indication of the soundness of which we are persuaded.

3. In the selection of children for different types of post-primary education it will be easy to make mistakes. Even children of very good ability are not all pre-destined by nature for the academic stream. Some of them are interested in applying knowledge and skill to everyday life and work, rather than in dealing with abstract ideas, and these will be better placed in schools with a technical orientation than in English schools of the "grammar" type. In order that errors in placement may be put right without delay, some simple machinery should be set up for arranging transfer of the doubtful case from one kind of post-primary school to another. Early guidance of pupils into suitable types of schooling should go far to achieve two desirable educational aims: the prevention of waste of time and human material, and the encouragement of high standards of attainment.

4. The part of the population which would profit by training in the crafts and trades, or by preparation for semi-skilled occupations is a large one. Energetic efforts should be made to meet its needs, especially as it contains many Malay children who, through lack of opportunity and proper guidance, fall into habits of stultifying aimlessness in some of the most important years of their lives. We do not hesitate then, despite the financial implications, to recommend a further two years of free education to absorb the attention and guide the interests of as

many as possible of this group. Emphasis should be given to character training, to the building up of a population capable of physical endurance and moral courage, able not only to master the manual and mechanical dexterities required in the modern world, but also to stand up to the day-to-day problems of existence in a sturdy and forthright manner, imbued with a strong sense of service to the new community they are helping to create. These courses covering a wide range of directed activities, will need teachers of stamina and vision as well as of proved skill in their crafts and trades. Ideally, such teachers would require special selection and training, but as it is imperative that this scheme should be put into operation with the minimum of delay, all available sources of supply should be exploited.

5. Entry to the Junior Technical type of school should be normally through a two-year post-primary course and not after failure in the academic course: though, as we have said, nothing should prevent the transfer to a vocational course (and the sooner the better) of any pupil who is seen to have been unsuitably admitted to the academic stream. In addition, domestic science centres, model homes, travelling and fixed housecraft units, craft schools, camp schools, elementary trade and commerce centres should be brought into being, either as extensions to existing schools or as separate units in favourable areas.

6. In these courses it should be possible to develop aptitudes which often lie dormant and decay because of the lack of proper guidance and opportunity. They should be able to supply better craftsmen, with their crafts related to local needs, a steady stream of entrants to the Junior Technical Schools, to pre-nursing training, to the police and armed services, to commerce and to the technical departments of Government.

7. It should not be forgotten that we are referring to young people in their early teens, who are bilingual, and who should therefore be more acceptable to those agencies and Government departments in which a knowledge of English as well as of Malay is desired. On leaving the two-year school at 14 plus, they may be too young for entry into business and technical departments, but a foundation will have been laid upon which can be built the bridge between leaving school and entering upon a life's career.

8. It was made clear to us in evidence that a large and important section of Malay opinion is much exercised about this educational hiatus between the end of primary schooling at twelve and the beginning of something like steady work at sixteen or seventeen. There seems little doubt that these years, which should be among the most formative of life, become for numerous young Malays of both sexes a time of falling back, or at least of stagnation and of non-fulfilment of promise and hope. The problem of finding some appropriate educational filling for the 13-17 gap has thus forced itself on our notice as one of the most serious and least tractable of all that we have had occasion to consider.

9. Much as we should have liked to recommend a four-year post-primary school, we are obliged to recognise that so extended a programme is not yet practicable, and that for the moment

no realistic case can be made for anything more ambitious than the two-year school we have proposed. Nevertheless we believe that the permanent solution of this particular issue must include universal post-primary schooling of at least four years' duration, and that eventually such provision will have to be made in Malaya. Meanwhile we recall the various steps which have been taken or planned in Britain to fill the corresponding gap there—the Service of Youth, the County College, the Youth Employment Service, the Evening Institute, the Young Farmers' Club and the rest.

10. It is not a part of our duty to suggest the establishment of auxiliary services of this kind. In any case some of them already exist and do useful work in Malaya. We are perhaps entitled to urge the paramount educational importance of smoothing the passage of Malay youth through adolescence in every possible way, and to point out that the success of our two-year post-primary school will depend very much on what effective help it gets from other agencies in this task. Among the help which is likely to be effective is that which youth organisations can give, especially organisations that know how to strike root in the kampongs. Again, the Departments of Labour and of Social Welfare would render the cause of education a signal service, if between them they could devise and operate some simple measure of vocational guidance for juveniles. In general, it would be advantageous if a senior officer of the Department of Education were specially charged with inventing and launching similar schemes of co-operation with other Departments in the interests of the 13-17 age-group.

11. In the context of the training and guidance of adolescents, a brief reference may be permitted to the peculiar significance of short residential training holidays of the type arranged in Britain by the Outward Bound Trust. The Sea School and the Mountain School of the Trust provide residential four-week courses, based on conditions of self-discipline, teamwork, adventure, physical fitness and some hardship and risk. They bring to bear on youthful characters the inspirational and educative power of the great forces of nature, and they proceed on the principle that it is when physical strength and endurance have been tried to the utmost that we become most sensitised to beauty, and aware of deeper emotional possibilities in ourselves. Malaya has sea and hills, jungle and rivers as a challenging setting for educational experiments of a similar kind, and we believe that in imaginative hands the Outward Bound message might be translated into a form of youth work well suited to Malayan conditions and valuable to the younger generation of Malays.

12. Furthermore, some Government Departments, with advantage to themselves, might institute schemes of training which would help to turn otherwise neglected boys into useful skilled technical subordinates. The Drainage and Irrigation Department has already proposed in the draft Development Plan establishing a training school in Ipoh and extending the workshops there to take boys at the age of 16 for a two-year course. This department might perhaps consider taking some of the output from the two-year post-primary schools and lengthening the period of training. Two types of technicians would be produced by this training scheme: those concerned with the operation and

maintenance of engineering installations and those concerned with minor construction and repair. The former would be on the permanent staff, and the latter would be contractors in a small way, or on a daily-paid basis. Similarly, other departments such as those dealing with Telecommunications, Forestry, Mechanical Engineering and Electricity might be able to make use of boys who had received training in the two-year post-primary schools, and had already acquired some skill in the handling of tools.

13. We suggest, too, that the police and armed services could provide special schools, not only for sons of serving personnel but also for others whose physique and general outlook seem to fit them for these particular careers. In many ways it would be desirable to take and train these boys at, say, 14 years of age in institutions under the aegis of the police and armed services in which, in addition to a general education, instruction in preparation for a life in these services, and moral and character training would be emphasised. This would be an advance on the present somewhat haphazard system which has to draw upon those who may have dwelt in idleness in their kampongs for four or five years. Even allowing for the possible wastage in our proposed scheme, there should be a steadier stream of entrants of an improved calibre.

14. Again, the vast majority of Malays are agricultural in tradition and outlook, but they appear often to suffer from an unprofitable conservatism in methods and approach. Firm and drastic efforts have to be made with the younger generation to break the cycle of apathy which is surely mortifying the initiative and productivity of the Malay agricultural population. New methods in old hands have a way of becoming old methods once again, and if we are to see a fresh and vital approach to agriculture we must train the rising generation in new environments under the tuition of trained experts. We are proposing nothing new: elsewhere agricultural settlement schemes with farm schools as the centres of inspiration and training have been set up by enlightened Governments who recognise that if the land is lost, all is lost. We urge, therefore, perhaps in conjunction with the Rural and Industrial Development Authority and with the active co-operation of the Agricultural, Veterinary, and Drainage and Irrigation Departments, that land settlement schemes with farm schools be set up in suitable areas. Greater use could also be made of the Animal Husbandry Station at Kluang.

15. At the moment the College of Agriculture at Serdang provides training for those whose ambition is mainly to qualify for positions in the Department of Agriculture. The saturation point has already been reached and there are more people being trained than there are Government posts for them to occupy. It was hoped that surplus students would return to their kampongs to translate into action the theories they had seen applied and had helped to apply at the College. This does not appear to work out in practice, as there is either no land available or the resistance to new methods (backed by age-long tradition) of the kampong elders is effectively discouraging.

16. Unless there is land and freedom to work it, any scheme of agricultural reform is doomed to failure. We suggest that land should be made available and that when the settlers have

received their training and are able to stand on their own feet in a particular area, the instructors in the farm schools should be moved to a new settlement, taking with them the surplus population which had accrued to the old settlement. In time each settlement should produce its own farmers and instructors, trained in the settlement school and perhaps also in the College of Agriculture or in kindred schemes of training. Children in the 12 plus to 14 plus group could not be expected to do the hard manual work of the settlement. This would have to be done by those who have come to their full strength. But in the environment we envisage, the children, as they grow up, would take their place in the scheme of things with skill, and with the feeling that they are the right persons in the right job. There will also be an expanding population in these settlements where the wastage of the old will be less than the replenishment of the young, and it should be possible for new settlements to bud off from the parent bodies. It is imperative in any land settlement schemes to guard against undue fragmentation of the land.

17. These land re-settlement schemes should not confine themselves to rice growing, but due attention should be given to enlarging the scope and variety of agriculture, e.g., poultry farming, animal husbandry, fruit farming and the cultivation of vegetables.

18. All the above post-primary classes should adhere to the bilingual principle, and use will be made of each language as may be indicated by the circumstances, provided only that there is no general neglect of either.

#### The Academic Stream.

19. It is essential that the standard of English schools should not be lowered, and it is generally desirable that the post-primary course leading to the School Certificate should not be longer than at present. Normally entry to the academic stream will be from the best pupils at the top of the primary school, though the existing method of transferring pupils from Standards III and IV of the vernacular schools to special classes in post-primary schools will have to be continued until the present vernacular schools have been absorbed into the general pattern of the National School.

20. That part of the post-primary course leading to the School Certificate—or whatever takes its place in the process of time—should be of five years' duration. Beyond School Certificate there will be advanced classes, in some cases extending over two years and in other cases one year, for those proceeding to the University, Technical College and Social and Domestic Science College. Entry to the Teacher Training Colleges should be after a one year post School Certificate course adapted specially to the needs of those aiming at the teaching profession.

21. Not all of those in the academic post-primary stream will want to pursue their studies with the School Certificate as their aim, and we propose that there should be provision for those who wish to obtain the accepted commercial qualifications at a level corresponding to that of School Certificate. At the end of the third year of the main academic course pupils seeking these qualifications should be diverted to commercial courses or commercial schools.

22. But when all else has been said, the most vital and most urgent reform in the entire field of post-primary education is the provision of more places in the academic stream itself. More English schools (not necessarily including primary classes), especially English schools serving the needs of the rural population and of girls—that is the crying need of the Malay community. We regard the present degree of under-provision in this kind as serious. We hope that, whenever an area is scheduled for reorganisation in respect of primary schooling on our proposed lines, a determined effort will be made at the same time to provide within the area enough places in the post-primary departments of English schools to absorb at any rate fifteen per cent. of the group leaving the National School at the age of 12 plus. Fifteen per cent. may be taken as equivalent to what we called earlier the "brightest fifth" minus transfers to commercial and technical courses and minus unavoidable wastage.

23. In 1950 there were, very roughly, 468,500 Malay children in the six-year age-group between six and eleven plus. Of these some 207,070, or nearly one half, were actually in primary schools. The position as regards the post-primary academic stream is much less favourable. If all the above 468,500 children were in primary schools, the group leaving school at the age of twelve would number some 78,000. If again, we are right in thinking that, say, fifteen per cent. of these would be fitted by nature to make proper use of places in the academic stream, some 11,700 such places would be needed to accommodate that percentage. In fact, the 1950 intake to Special Malay Classes was about 2,500 and there were perhaps another 1,000 Malay children in Standard III of the English Schools. This aggregate of 3,500 represents less than one-third of all the Malay children who could, on our assumption, profit by post-primary schooling of the academic kind. And it represents only two-fifths of those actually completing Standard VI in existing Malay vernacular schools.

24. Another almost equally vital question is how many of the 3,500 Malay children who in 1950 stood ready to enter the course that leads to School Certificate, will still be at School six or seven years later, at the time when the School Certificate examination would normally be taken. There can be little point in providing more English schools, if the courses they offer are not going to be followed to completion by the pupils for whom places in them have been found. We do not wish to enlarge upon the well-worn theme of wastage, whether in the primary or the post-primary school. Figures given in this Report suffice to show that it is still very heavy in both places. Here we merely emphasise that it is also infinitely damaging to the educational interests of the Malay community. Educational reform will not be able to help the Malays much in handling their social and political problems until Malay parents acquire the habit of insisting that their children should complete whatever phase of schooling they embark on. The issue is fundamental, and can be effectively dealt with only by the Malay community itself. The leaders of that community will, we believe, be well-advised to pay it close attention.



## CHAPTER VI.

## SPECIAL ARRANGEMENTS FOR GIRLS.

1. It is imperative that Malay parents—especially mothers—should shake off their age-old, and now long outworn, prejudice and apathy, and should insist on their daughters being given the opportunity to fit themselves, as the daughters of the other races of this country are already doing in their rapidly increasing numbers, for the complexities and difficulties ahead of them. If this is not done, and not done with courage, the present intellectual disparity between the sexes will increase, and will destroy the full effectiveness of our proposals.

2. As a general rule, our proposals are to be taken as applying to girls equally with boys. Our approach to the problem of girls' education takes it for granted that facilities for higher education and for vocational and occupational training are just as much needed for girls as for boys.

3. At the primary school stage it is unnecessary, in our view, to differentiate between boys and girls, and it is possible and desirable to apply equal treatment there, both as regards quality and quantity of educational provision.

4. At the educational stages later than the primary, the call for a broad and flexible policy of equal rights remains; but along with it comes a further call for special arrangements and special agencies to meet the needs of girls, and for special study of what precisely those needs are. On the one hand, we should like to see equal treatment applied in respect of such matters as playing fields, use of laboratories, availability of post-School Certificate classes, and hostel accommodation for girls entering Special Malay classes and English schools generally. On the other hand, what we have in mind by special study of girls' needs can be illustrated by the problem of applying domestic science to Malayan conditions. In this connection the "rural girl" is often spoken of. It appears to us that no one really knows who the "rural girl" is, what she really wants, or what she can do. We recommend that this problem of the "rural girl" is worthy of further investigation.

5. We have declared above, and would like to repeat here, our belief that in the present condition of Malay education the most important of all human factors is trained women. We do not want to see any poor relations where educational provision is concerned, but if and when some kind of poor relationship proves inevitable, we should prefer its incidence to be on boys rather than on girls. The social loss would be less.

6. The demand for the educational services of women takes three main forms. There is first the need to identify girls of first-class ability at a point not later than the end of the primary school course, and thereafter to turn them into highly trained women at the full professional standard. At the same time, there is the need for a greatly increased number of women with improved knowledge of how to organise home life. There is a need, again, for large numbers to serve as teachers in girls' and mixed schools and the first three standards of primary schools

for boys. At present, by far the larger part of primary school teaching is done by men. We are clear that, speaking generally, it is better done by women, and that the gradual replacement of men by women in primary school work should be an object of policy. This would involve increasing many fold the existing intake of women teachers.

7. So much importance do we attach to this whole matter that we urge that the approach to it should be on a broader front than that of school organisation alone. Malaya suffers from the lack of any articulated group of educated women concerned with the education and general advancement of girls, and making it their business to keep under continuous review the problems of girls' education as a whole. There is nothing, for example, to correspond with the Headmistresses' Conference in the United Kingdom, and we are persuaded that some permanent association of women professionally interested in the education of girls could profitably be established.

8. Such a body would doubtless consist partly of unofficial persons and partly of women in one branch or another of the Government service. If it should prove possible to carry out the recommendations we make elsewhere for setting up a new panel of Inspectors of Schools, we should hope that a number of those appointed would be women, who, in addition to their official duties, would be a strong re-inforcement of the kind of professional body we are contemplating.

9. Another important requirement is for a Social and Domestic Science College which would serve the needs of the Federation generally and of the Departments of Education, Social Welfare and Medicine in particular. The college should provide a full three years' course, as well as a variety of shorter and more specialised courses.

10. In the third place, it was put to us in evidence that in attempting to make the best use of the ablest women in the country, priority should be given to a scheme designed to collect a number of highly trained women on the one hand and of girls of high capacity on the other, and to set up a residential school where the women could train the girls.

11. Fourthly, we have noticed that a comparatively large number of Malay girls drop out of English schools after Standards IV or V. Leakage at such a point is in a literal sense waste, and in the present circumstances of the Malay community must be regarded as particularly damaging and destructive. Every effort should be made to ensure that girls who climb so far up the educational ladder should not step off it until the School Certificate stage at least has been completed (or some corresponding stage in a non-academic stream). We trust that the methods of selection we propose for post-primary education of different kinds will be of help here, in so far as they may lead to better discrimination of the type of schooling for which individual children are suited.

12. However, the fact has to be faced that stopping this kind of leak can only be a gradual process, and that, in spite of all efforts, some girls will continue to abandon their schooling at 13 plus or thereabouts. It does not follow that they need

be lost to education altogether. We hope that some machinery may be set up by which the education authorities will keep them in sight and assess their aptitudes, with a view to maintaining in their own areas their contact with, and interest in, educational developments such as those we speak of elsewhere in this report.

13. It is probably undesirable to attempt to interest girls in domestic subjects before the age of 10. We are convinced, however, that from the end of the primary school course onwards, and perhaps also for the last two years of that course, much more time should be given to home-making and health education subjects than they now receive. At present, in mixed schools particularly, there is reluctance to provide school time for domestic science lessons for girls except on Saturday mornings, for fear the girls should fall behind the boys in the other school subjects. This rather apologetic provision on Saturday morning is, in our judgment, inadequate. We would urge some simple study of dietetics, mothercraft, preventive medicine, and so on, taking up not a mere couple of hours a week, but, for the category of girls we have mentioned, approximately half their school time. We should like to see the other subjects of the curriculum carefully related to the domestic subjects, so that arithmetic, for example, would be taught through the family budget, and points of citizenship would be approached from the angle of the family as a unit of civic society.

14. The means to these ends would include the planned establishment of a series of housecraft centres in key places throughout the Federation. These centres should be sited in such a way that girls in primary schools would have either a suitably equipped room in their own school for housecraft teaching, or the opportunity to go in turn with other schools to a housecraft centre. In rural areas a model house should be available for teaching purposes, and in still remoter areas arrangements should be made for periodical visits by travelling housecraft units.

15. In the two-year post primary schools of the non-academic type which we are proposing, we envisage the provision of various housecraft courses. Such schools should also be used where possible for courses aimed in the general direction of hospital nursing, occupations connected with social and infant welfare, and so on. We realise that girls who leave these schools at 14 plus will still not be immediately eligible for appointment as nursing probationers, and that the schools will not be able to offer the full preliminary qualifications which hospitals require, before nursing training proper begins. But, in our view, they could and should give the early stages of planned courses which might be completed later in a Junior Technical School for girls.

16. We visualise such courses as being open to girls and young women whether enrolled in full-time attendance at the school or not. A further part of the provision at this level would be cookery centres open to all, including boys, whether on the school roll or not.

17. In the post-primary academic school, Housecraft and Needlework (Domestic Science) together with General Science would normally be provided for the first two years of the course. For the remaining three years, girls would choose to take either General Science or Housecraft.

18. A programme of this kind raises important issues both in regard to the training of women teachers and more generally in regard to priorities in determining the best use of limited woman power. On the latter point, we are inclined to suggest that the highest priority should be given to devising the fullest training for the ablest women. The next most urgent need is, in our view, for trained women teachers to fill vacancies first of all in primary schools and then, in accordance with the principle stated above, increasingly in primary classes of boys' schools.

19. On the point of teacher training, apart from the general work of the training colleges, three further types of provision would seem to be necessary. First, for fully trained Domestic Science Supervisors; at least one of these would be needed in each State. Next, selected students might be given a third year course at the Women's Training Colleges to train them as specialists in domestic science. Such students would be marked down towards the end of the normal two-year course, and the choice would fall only on those who had shown during that course that they had a flair for domestic science. In the third place, every opportunity should be taken of sending Malay women of ability and with adequate command of English for eighteen months' training of the kind now being developed in the Institute of Education of the University of London. This latter type of training, since it is not aimed at any academic qualification, can be adjusted closely to fit the needs of particular students; it is intended for those who have had no opportunity for university education but who have the capacity to profit by it. Such students would preferably be between twenty-four and thirty years of age.

## CHAPTER VII.

## THE TRAINING OF TEACHERS.

1. Items (ii), (iii), and (iv) of our terms of reference call on us to consider various matters concerning the Malay Training Colleges. If the recommendations we are making for the re-organisation of the Malay vernacular school are accepted, however, the Malay Training Colleges as such will disappear, because the school teachers (who must clearly all have the same training) will be drawn from every race, and in that event College staffs will also be drawn from all races. We have therefore ventured to re-interpret these items as covering the training of teachers for schools in which Malay pupils will be educated in the new conditions that we propose.

2. In the matter of teacher training our main suggestions are concerned with the full-time residential colleges. We recognise that for some time to come the output from such colleges cannot supply the full needs of the schools, and that some proportion of the teachers (we hope a rapidly diminishing one) will accordingly have to be trained elsewhere. We shall have something to say later about expedients and makeshifts for supplementing the output of the colleges. Here we record and emphasise our belief that the children will not get the teachers they deserve nor will the country enjoy the educational fruits it has a right to look for, until all the staffs of all the schools have undergone a course of training lasting at least two years in a full-time residential college. We hope that the eventual provision of such training for all teachers may be declared a settled point of Federal policy.

3. At present there are two such residential colleges, one for men at Tanjong Malim and one for women at Malacca. The Draft Development Plan contemplates expanding the Malacca college and building three new colleges. It further proposes a Training Centre for teachers in Indian schools, and certain Government Middle schools from which students can be selected for training as Chinese vernacular teachers. There are no doubt good reasons why separate provision should for the present be made in respect of teachers in Chinese vernacular schools.

4. As, however, the need for this type of teacher decreases, and as Chinese and Indian parents take advantage of the expanding numbers of the new reorganised primary schools, the institutions giving special training to Indian and Chinese vernacular teachers will, we assume, turn over to the provision of teachers of all races within the framework of the reorganisation scheme. Those institutions would thus, in effect, come to form a sixth residential training college assimilated in character to the earlier five. This eventual destiny should be borne in mind in planning the interim arrangements for Chinese and Indians.

5. When we use the expression Permanent Training Scheme, we refer to these five (later six) residential colleges, together with the Department of Education in the University of Malaya. We have been given to understand that the output of a seventh residential college may be reckoned on by 1960.

## A.—The Permanent Training Scheme.

6. We recommend that, apart from Education Officers, there should be two classes only of qualified teachers. Here we have taken into account the marked difference in attainment and progress between pupils in the primary departments of English schools and pupils in the Malay vernacular schools. There is no doubt that the former are at a great advantage in having for their teachers persons who on entry to their professional training possess academic qualifications much higher than those of their colleagues who are destined to teach in Malay schools. The two classes of qualified teachers should be (a) holders of degrees from approved Universities who have also taken a Diploma in Education or some other post-graduate qualification deemed to be equivalent; (b) persons who, having passed the School Certificate Examination and continued their studies beyond it for at least one further year, have satisfactorily completed a course of professional training in a Training College.

7. The graduate course is a matter for the University, and this Committee is not concerned with it, except to say that from the men and women who have taken it will be drawn (1) teachers for those classes in the schools which provide the School Certificate course, and for any classes above School Certificate level, and (2) teachers in the Training Colleges themselves.

8. The non-graduate courses, on the other hand, are our particular concern, and we consider that they should sub-divide into two types, one giving training in primary method and the other giving training in elementary method. The two types will have some common content and may appropriately be provided by one and the same training institution. Primary work, in the sense we attach to the term here, means work in the first three standards of the primary school. Elementary work means work at any point in the system between Standard IV of the primary school and the beginning of the School Certificate course proper; elementary work is, therefore, done both in the top forms of the primary school and the lower forms of the post-primary school.

## Qualifications for Admission.

9. In our view all courses within the Permanent Training Scheme should be open to qualified members of any racial group who are Federal citizens. The point is entailed by our conception of the new primary School as an all-race institution. A qualified member of a racial group is one who has passed School Certificate, including the Malay language, and has pursued an approved course of post-School Certificate study of not less than one year's duration.

10. We consider, further, that there should be a minimum age for admission, and we would fix it at 18 plus. Experience points to the conclusion that to send young people to college under this age is not satisfactory. The necessary stage of emotional stability and physical and intellectual staying-power is not, in general, reached before 18, and without these the student is not fitted to take part with advantage in the many and varied activities of college life. It follows that the present practice of appointing pupil teachers would not continue.

**Selection for Admission.**

11. Malaya is in urgent need of the best available material for training that the country can produce. The only way of obtaining it is to select by merit in open competition from among candidates who possess the preliminary qualifications that we have mentioned. We propose therefore that, subject to the reservation mentioned below, entrants should be chosen on this principle by interview and in the light of a confidential report from the Head of their school on their post-School Certificate work. We have considered the question of a special entrance examination, and agree that it may become necessary at a later stage to introduce one. But until the supply of candidates with the minimum qualifications exceeds the demand, it is not clear what useful purpose such an examination would serve. Our faith in examinations is not strong enough to incline us to welcome them when they can be dispensed with.

**The Quota System.**

12. Our proposal would greatly modify the method of State quotas at present in force at the Tanjong Malim and Malacca Colleges. According to that method, each State is allotted a proportion of the vacancies occurring in College year by year. The State, in respect of Tanjong Malim, pre-selects twice as many pupils as its quota allows and these present themselves for an entrance examination conducted by the College. The fifty per cent. of the State's candidates who do best in the examination are given places, and the other fifty drop out. The former return to their own State on the completion of their training, and join the teaching service there.

13. These arrangements were evolved, we understand, because it was felt that no State ought to be without representation among the students of the College, and because there was thought to be a difficulty in posting young men after training too far away from their home district and outside the State where they were born. Educationally, as has been often remarked, the scheme is open to the objection that the less developed States cannot always fill their quota with properly qualified candidates while other States may have more qualified candidates than their quota permits. College standards are consequently depressed in two ways—by the acceptance of some candidates who happen to belong to the right State but are academically inferior, and by the rejection of others who are academically superior but happen to belong to the wrong State. Nor is the College the only sufferer. The heaviest loss is borne by the very States the system is designed to protect, for they receive back their academically inferior candidates as recruits to their teaching service. Thus the problem of raising their educational standards becomes progressively more intractable.

14. Several of the recommendations we are making have a bearing on the quota question, and together they alter its whole character. In the educational system which our report attempts to foreshadow we are not dealing with Malay Colleges or schools, or even with Malay teachers as a special group. We are dealing with Colleges and schools where staff and students will be of all races. Moreover, in regard to the organisation of the new system, we shall propose later that the bodies which employ teachers in primary schools should include, besides the States, three kinds

of Local Education Board. In a context so greatly changed it is not easy to see how or why the quota method should operate. In principle we should be glad to see the method dropped, since it joins together two things which ought to have no connection—selection for admission to training on the one hand, and placing in employment after training on the other.

15. A double problem, however, remains. We feel that there are real difficulties in the way of appointing "foreigners" to serve in the new type of school in some rural areas. In many kampongs up and down the country the local dialect differs so much from what may be called Standard Malay that even to Malay teachers themselves it appears almost a distinct language. In such cases it is clearly desirable to employ teachers who are familiar with the local dialect and customs, in order that good understanding and close co-operation may develop between teachers on the one hand and parents on the other. We attach so much importance to the social function of the school in kampong life that we are prepared to compromise temporarily (we hope no more than temporarily) with the principle of open competition for entry to the Training Colleges.

16. We accordingly propose that for the present a small percentage of the vacancies in the colleges should not be filled competitively. These special places would be filled instead by persons nominated by States after having passed a qualifying test conducted by the Board of Studies, whose establishment we recommend below. In making this proposal we record our opinion (a) that the non-competitive method of admission should be applied only in respect of candidates who are earmarked for later employment in specified rural areas; (b) that this method should not be used as a loophole to admit any candidate who cannot pass the qualifying test; and (c) that the special places should be allocated to States year by year at the discretion of the Department of Education. Any special places not taken up by the States would be added to the number to be competitively filled.

17. Even if this compromise serves the purpose for which it is intended, it will sometimes happen that some States will have teaching vacancies which they cannot fill with their own "nationals", and others will have more successful trainees than vacancies to put them in. In that case, there can be nothing for it but that students for whom no vacancies exist in their own State should make their own arrangements with other States which still require teachers to bring their establishment up to strength. This, we are informed, is already common practice in other services than the teaching service.

18. In our view, it would be no bad thing thus to impress on entrants to the Training Colleges that the choice of a career is, after all, an important personal responsibility, and that it is a personal responsibility also to seek the appropriate training and to find one's way into the chosen field of employment. A common acceptance of an individualistic outlook of this kind would have a psychologically bracing effect on the teaching profession, and might help to dispel the enervating notion that intending teachers are "school fodder" whose main obligation is to submit to being churned through a Government conditioning machine.

19. If one-half of the problem is the reluctance of States to appoint "foreigners", however well qualified, the other half is to ensure that rural schools no less than urban ones should have the benefit of the best trained and qualified teachers. We regard it as of major importance that some solution should be found to this second half, since otherwise those parts of Malaya which are at present weakest educationally will remain so indefinitely. It may be necessary to require of all teachers that they should, if called upon to do so, serve for not less than three years in rural districts before being permitted to cross the first efficiency bar. Such a requirement would involve a system of secondment between the urban employers of teachers on the one hand and the rural employers on the other (i.e., if our local administration proposals are accepted, between Education Boards in municipalities and Town Board areas on the one hand, and Rural District Education Boards on the other; see Chapter IX).

#### Duration and Content of Courses.

20. The work of a well-regulated Training College will include a programme of educational research, and students will be kept informed of its progress and encouraged to play a part in it when occasion offers. The individual work of students is better done when they feel that the institution to which they belong is not merely handing down old knowledge, but also making a contribution to new knowledge, and moreover welcomes their co-operation in the latter task. In the same way, a complete training course will afford opportunities for further study in particular academic fields at the choice of the individual student. In this sense, the re-organised Training Colleges which we propose will continue the general education and advance the further education of students, in addition to providing their professional training.

21. The attention to general education, however, will be given in a different spirit and for different reasons from those which inform the existing courses at Tanjong Malim and Malacca. It will not be governed by the need to make good the deficiencies of earlier schooling. It is this need which prolongs the existing courses to three years. In our scheme, college entrants will, as we have said, have taken School Certificate and will have followed it with an additional year in a post-School Certificate Class. They will consequently begin their college work at an academic level appreciably higher than that reached by the present type of student at the end of the first college year. The college course will thus in future be able to focus more sharply on its chief pre-occupation—the professional training. And it can be completed in two years, without neglecting either some brief participation in research or the further study of an optional subject.

22. The professional training proper will consist of two parts, one being teaching practice in schools, and the other a study of educational theory, methods and organisation.

23. The practical part is of equal importance with the theoretical. For this reason, we propose that no student should receive the College award until he has satisfied External Examiners in practical work, in addition to passing the written

examination. The assessment of practical work for this purpose should be undertaken by the Inspectorate (see Chapter VIII) in consultation with the College staff.

24. We do not presume to specify how many sessions in a two-year course should be devoted to school practice. But we stress the importance of a generous allowance of time for practical work, provided it is done in proper conditions and after adequate preparation. The best results are obtained when the student can count on encouragement and on shrewd and sympathetic comment and advice both from his supervisor at the college and from the teaching staff at the school where he practises.

25. It is necessary also to see that his time in the practice school is suitably divided between taking classes himself and observing the teaching methods of the school staff. This division of time is a very individual matter, for students differ widely in the quantity of observation work they need or can profit by. Students, moreover, should not be left with nothing to do in the practice school. If they are neither teaching nor observing, some quiet place should be at their disposal where they can mark written work or prepare a forthcoming lesson. On all these counts every endeavour should be made to ensure that men and women on the staff of practice schools are of more than normal competence, and are personally happy to give time and thought and sympathy to visiting students.

26. The teachers to be trained under the Permanent Scheme will teach in the new type of primary school. It is essential, therefore, that their teaching practice during training should be carried out in the new type of school. It follows that Tanjong Malim and Malacca town should be among the areas earmarked for earliest re-organisation. Suitability for early re-organisation must be a major factor also in deciding in what areas the three new Training Colleges should be sited.

27. Turning now to the academic part of the course, we consider that its prime object should be to give students a clear and vital conception of what the educational process is. It should impress upon them that the teacher does not come before his pupils with a dish of fixed subject matter in one hand, and the problem of how to induce them to swallow it in the other. Children do not learn by receiving information from school-masters. Learning is seeking; it is an active quest for insight or skill or knowledge, the absence of which is felt as a deprivation. Young minds will discover almost anything and achieve almost anything, if they see purpose in doing so, and they will soon see purposes when they begin to be aware of needs.

28. The teacher's first task is to learn to live with children in a particular way; to live as it were inside a group of children, acting as a unifying force within the group, fathoming the motives that stir them, and acquiring the art of matching those motives with corresponding and satisfying goals. To set children on the paths of discovery and achievement, teachers in turn need to have disciplined, inquiring, problem-solving minds, confident enough to shake free of preconceived ideas and practices, and humble enough to learn anew with and from their pupils.

29. If the young teacher is to treat his pupils in this way, he must have experienced similar treatment at the hands of his own teachers. If he is to stand for and to impart a way of living, he must have had the chance of practising it. It is the business of the Training College to afford him that chance.

30. To this end, it is better for him during his College years to delve a good depth into a few subjects than to scratch the surface of many. There is always an enormous temptation, in planning syllabuses, to overcrowd and overload. We believe it should be strenuously resisted.

31. We take it for granted that the academic curriculum will consist of some subjects prescribed for all students, and of other subjects arranged in groups of options intended, under the general guidance of the College staff, to stimulate and give a certain play to students' individual interests and preferences. It seems appropriate to mention here that we think of subjects such as gardening and handwork as being included among the options. These manual subjects are singled out for mention merely because a number of the memoranda we have received urge that they should be dropped from the course. Our own view is that they form, when taught imaginatively and with due attention both to theory and to practice, an element of importance in the total activities of the Training Colleges, and we should therefore deplore their removal. But we think the teaching of them is likely to yield the most satisfactory results when there is no indiscriminate compulsion upon students to take them.

32. We do not propose to enter into any more detailed specification of the curriculum in colleges which have not yet even been constituted, but it should be pointed out that a study of the Malay and English languages will be an essential part of that curriculum. Details can be satisfactorily worked out only by experimentation and after much more intensive inquiry than we have been able to give. The appropriate body to approve Training College syllabuses, and to conduct the final examinations, would be a Board of Studies, on which would be represented the college teaching staff, the Heads of practice schools, the Inspectorate, the University of Malaya and the Department of Education of the Federation. We recommend that such a Board should be set up.

#### Student Activities and Welfare.

33. It is expected that in these Training Colleges will spring up all the normal student activities and extra-curricula interests found in any well organised college. Such activities will provide for the development of both mind and body. They will include games and sports of many kinds, debating societies, art and drama groups, musical and choral societies and the like. There should also be provision for an officers' training corps.

34. The student population of the colleges will be in their nineteenth year when they first enter, and in their twenty-first year before they leave. Both in chronological age, and in intellectual attainment, and in emotional maturity they will be very different people from the youngsters who have hitherto passed through Tanjong Malim and Malacca. It is important

that they should be dealt with by those in authority as fully responsible persons, on the simple ground that they will then be much more likely to behave as such than they would be if they were treated in any other way.

35. The life of the new Training Colleges ought, in our view, to approximate as closely as may be to the life of a University. We should hope that students may be encouraged to exercise the same powers of self-government as are commonly accorded to the under-graduate body, in all matters outside their formal studies and the mild disciplinary rules which are essential for regulating the life of every residential community.

36. In this context we wish particularly to suggest that, as in the University, students who can afford to pay tuition fees and other college dues should do so, and should also be financially responsible for their own maintenance, where possible. As a corollary, there should be generous provision of assistance for all who are not in a position to do these things. But even where students (of either sex) are having all the cost of their training met from public funds, we should think it wise to throw on to them some responsibility for managing their finances. Any student who proved incapable of the proper discharge of this responsibility might have to leave the College.

#### Training College Staffs.

37. We wish to emphasise the importance of paying special attention to the selection and training of those responsible for the training of teachers. Members of College staffs whether expatriate officers or federal citizens will be graduates or holders of special professional qualifications. It is acknowledged that women frequently make the best primary teachers, and that amongst them are to be found the best instructors in primary method. We consider it essential therefore that women should be included in the staff of the men's colleges. In general the college staffs must be competent in Malay and English and if persons appointed from overseas do not know Malay, they will be expected to learn it within a specified period. All members of staff should have had experience of teaching, and should be vouched for by reliable observers as successful teachers. Qualifications and experience in teacher training will be an advantage, though not an invariable requirement.

38. It will be possible to fill some appointments in the Colleges by selection from the existing educational establishment in Malaya, and by sending those selected to the United Kingdom for special courses. Other posts will have to be filled by appointment from overseas. All the selections call for great care and it is vital that, once they have been made, continuity should be maintained, and that persons appointed to the colleges should not be transferred to other departmental duties. The building up of the Colleges into purposeful academic societies will be a delicate and an arduous task, and the constructive vision and team-work needed can be forthcoming only from men and women who know, and are glad to know, that they will remain on the job for a good number of years.



**B.—The Emergency Supplement.**

39. Figures supplied to us by the Director of Education make it clear that the Permanent Scheme is unlikely to develop rapidly enough to provide, within the next ten years, all the teachers called for by our proposed re-organisation of primary schooling. We therefore propose that a type of full-time emergency training should be attempted, though not in the Training Colleges themselves, whose resources should, we consider, be devoted wholly to the work of the permanent kind we have just described. These full-time emergency courses will be of one year's duration.

40. Students undergoing this type of training would not be expected (as are students in the normal classes) to undertake paid teaching in schools concurrently with their training. Such periods as they would spend in the classroom would be for observation and for teaching practice. The emergency training centres would be under the charge of a full-time supervisor, preferably one specially recruited for the purpose, who had had recent experience in teacher training. Certain subjects in their curricula could be taught by the present Normal Class instructors, and we should hope also that members of Training College staffs might be able, at any rate informally, to give occasional teaching and other assistance. Indeed, each Training College might well "adopt" one or more emergency centres, and, with the supervisor's approval, generally keep a parental eye on them.

41. Premises in which the emergency courses could be held present a problem. It has been suggested to us that a partial solution might be found by using selected English school buildings, at times when they were not in use for their normal purposes. These courses will, we assume, gradually disappear as and when their clientele can be absorbed into the developing Permanent Scheme.

42. The purpose of these courses would be exclusively to provide more teachers, speaking both Malay and English, for service in the new primary school. Trainees under this scheme would therefore go into the same work as students emerging from the Training Colleges, though their formal qualifications would of course be lower. In these circumstances, and in order to avoid the multiplication of grades of teachers, it would be prudent to have some provision for relating their position to that of Training College graduates.

**C.—The Temporary Makeshift.**

43. It will be a long time before the re-organisation of primary schooling can be completed over the whole country. Only 42.5 per cent. of the primary-school-age population of all races is at present at school, and that population appears to be increasing by something like 20,000 a year. For these reasons, Malay vernacular schools of the existing type are bound to be needed for a number of years and it may even prove necessary, though we hope not, to open new ones. The training of Malay teachers of the present type will therefore also have to continue. We propose that the training should be given in normal classes. As the output of teachers of the new type from Emergency Training Centres and Training Colleges increases, so the need for such normal classes will gradually disappear.

**THE INSPECTORATE.**

1. In thinking about items (iii), (v) and (vi) of our terms of reference, it has occurred to us that the efficiency of schools and training colleges might be raised, if they were visited at intervals by an independent inspectorate.

2. We are mindful that the revolution in teaching method which has taken place in the public education system of Britain during the past fifty years, and which has so happily transformed every kind of teaching from the kindergarten to the sixth form is due in no small measure to the work of H. M. Inspectors of Schools. In Malaya, where repetition in unison and similar kinds of stereotyped drill based on rote-learning still too often pass for teaching, the change-over to activity methods will involve a transformation as radical as that of the last half-century in Britain. The movement towards improved methods has indeed begun and has made important, though fluctuating, headway; but if it is to increase its pace and to become general in all parts of the country and in all types of school, the pioneers in the schools will need the continuing support which only a highly qualified inspectorate can give them.

3. There is much evidence, including that of the Director of Education, that for a long time heavily increasing administrative duties have handicapped all education officers in Malaya responsible for the supervision of schools. The functions of Senior Inspectors of Schools have greatly changed since before the war, and the changes have left them with much less time for school inspection. They may have Assistant Inspectors of Malay, Chinese and Indian Schools to help them, but these officers are being involved also in more and more administrative work which ties them to their desks or buries them in committees. Consequently the inspecting function of the Department of Education is in practice becoming less and less thoroughly carried out.

4. Furthermore, the techniques of educational administration and those of school inspection are different and call for different gifts. It cannot be assumed that one and the same person even if he had time for both tasks, would be equally effective in either. While both are certainly essential in any developed educational system, the general experience, we should say, has been that such a system works better if a clear distinction is drawn between them, and if each is entrusted to its own kind of specialist. We therefore recommend that there should be set up a panel of ten inspectors of schools who would be unhampered by routine administrative duties within the Department of Education and therefore free to live and work in the field. Between them, the members of the panel should possess expert knowledge of teaching methods over the whole range of school subjects. Five of their number should, if possible, be women.

5. An inspectorate of this kind is ideally a closely knit body and does its work as a team. Although its members will normally be stationed in different parts of the country, they

will be frequent visitors to headquarters and will frequently come together in threes and fours for the business of inspecting individual schools. In addition to this close association amongst themselves, they will also maintain direct connection with all other partners in the enterprise of education. They will organise courses for teachers in the service, and they will prepare hand-books of suggestions on many matters concerning methods of teaching. They will have important functions in connection with the Training Colleges and will assist them in planning their curricula, in the conduct of their examinations, and in assessing the practical work of their students. From time to time they will carry out full inspections of the Training Colleges.

6. Always, however, their chief task is bound to be the inspection of schools. It may be helpful to give some indication of how this work is understood and carried out in Britain. It is common for the small primary school to be inspected and reported upon by a single inspector. In post-primary schools where teaching is done in the main by specialists, the work of inspection naturally becomes more elaborate. We quote the account given in the Report of the Ministry of Education entitled *Education in 1949*.

"The tradition of full inspection of secondary schools, built up over a period of more than 40 years, has been to provide (where a school contains say, 200-250 pupils) a main panel of four inspectors who spend three or four days at the school, do their best to obtain a general picture of its aims and its success in fulfilling them, of its material conditions and its organisation, of its activities and corporate life, and of the quality of the education it offers, and cover between them the following subjects: religious instruction, English, History, Geography, classics, modern languages, mathematics and science. Specialist inspectors may visit each for a single day, to deal with some or all of the following: art, music, housecraft, handicraft, physical education and school meals. On the evening of the last day but one of a full inspection, the main panel (and any specialist inspector who can spare the time and has a particular contribution to make) meet to pool their findings, correlate their impressions, and build up a combined picture of the work of the school as a whole. Next morning, they discuss the work with individual members of the staff and with the headmaster or headmistress and in the afternoon the reporting inspector, with one or more colleagues, meets the governing body together with the headmaster or headmistress, to discuss points of common interest arising out of the inspection. When the inspection is over, the inspectors who have been concerned in it send contributions towards the report to the reporting inspector who writes the report, obtains the agreement of the panel to its terms, and submits it to the Minister.

"It may be objected that this account of how inspections are organised omits the kernel of the problem which is how the inspector does his work in the classroom. This is quite true; it does. And for a very good reason. Inspectors are encouraged to be independent people; they are selected because they appear to be capable of exercising an individual judgment and of doing the job without having to be directed with too heavy a hand. It may be necessary to organise a panel to take part in a particular inspection; but once the panel has been organised, each member

of it can do his work as seems most appropriate to him. In the classroom, an inspector often hears a lesson through, sitting at the back of the room; sometimes he may wish to question the class; he may hear some of the pupils read; he may examine the syllabus, the record of work done, or the pupils' exercise books; sometimes he may ask them to write a piece of English or the answers to some questions, or to do some examples in arithmetic. There is no set formula, and consequently there is infinite variety of method. He is a visitor to the school, doing his work in the way that seems best to him, looking more for positive merits than for inevitable defects, ready to offer constructive criticism and help on the basis of what he finds going on, out of the experience he has been fortunate enough to gain through his continual contact with schools."

7. School inspection, so conceived, calls for imagination, broad sympathies, and a certain magnanimity, combined at the same time with vigilant attention to detail and the power of keeping high standards in view even when their realisation belongs to a distant future. Falstaff, ready to plead at large for all feeble performers with "Tush, Hal, mortal men, mortal men" would not have made a good inspector; so inclusive a tolerance leaves the critical faculty no scope. Conversely, in the hands of small-minded persons, school inspection can soon degenerate into a fussy hunting after things amiss, and into a morbid pleasure in rendering unfavourable reports; some such may even think of inspectors as a kind of educational security police whose main job is to see that all teachers toe a line laid down by headquarters. The real role of the inspector of schools is something very different. It is the rôle of teacher's friend; and the art of inspecting is to discern a teacher's strong points and his difficulties, and to offer, in suitable ways at opportune moments, encouragement of the one and help with the other.

8. An inspector, therefore, will keep in friendly touch with as many individual teachers in his area as he can. He will assume that, as practitioners of the art of teaching, they are always capable of improvement and always willing to improve. He will pass on to them, out of his own wider and more varied experience, new ideas about method, recent findings of research, results of experiments tried elsewhere, and so on. But while helping and encouraging them individually in these ways, as far as he is able, he will not report on them as individuals. His primary concern is with the efficiency of the school as a whole. He is concerned with the professional competence of the staff simply as it contributes to or derives from such corporate efficiency; and with their professional prospects he is not concerned at all. He may say in a report that such and such a school is badly organised (which reflects on the Head), or that geography is poor (which reflects on those who teach the subject) or that the staff in general is weak (which reflects on all the teachers). But he will mention individuals by name seldom in the way of praise, and in the way of blame never. For what he is reporting on is not the form of persons, but the working of an institution.

9. The strength of an inspectorate whose function is to sustain the morale of the whole teaching profession and to advise on the organisation and conduct of schools, will clearly



lie in its independence. Independence in such a context includes at least three material ingredients. The first is separation from the employers of the teachers: the inspector has nothing to do with the appointment, promotion, or dismissal of teachers either in his own person or as representative of any third party; he is not himself employed by any employer of teachers, and no employer of teachers is in a position to affect his career. In the second place, the inspector, though, as we have said, he works in the field and is familiar with the educational climate of his locality, is fully protected against the pressures of local interests. In the third place, he enjoys and is expected to avail himself of unusual latitude in his dealings with the central education authorities themselves.

10. In British conditions these points are signalised both in the title and in the mode of appointment of inspectors. Inspectors are appointed by the King in Council; they are therefore known as H. M. Inspectors: and technically they are His Majesty's Inspectors and not the inspectors of the Minister of Education. The interesting relationship which has grown up between the responsible Ministry, the inspectors, and the schools is described in the following passage; the quotation is, once more, from the report *Education in 1949*.

"If the action of an inspector is questioned in Parliament, it is the Minister of Education who speaks for him there, and it need hardly be said that the Inspectorate accepts the complementary duty of following the wishes of the Minister in discharge of its functions. At the same time, in carrying out their duties inspectors are privileged and in fact required to maintain a large measure of independence: they do not, and are not expected to promulgate in school any particular form of curriculum or any particular methods at the behest of the Minister; they report to the Minister what they find and think, not what they suppose he wishes them to find or think; their reports cannot be altered without their consent (though the Minister can decline to issue them if he wishes to do so). The corollary of this is that from time to time inspectors hold different opinions and express different views in schools. Some measure of diversity is harmless; in the long run, indeed, it is essential to progress. What would be harmful would be any suggestion that an inspector had the right to press his views on a school and require it to carry out its work in his way. Schools do well to remember that an inspector's advice is really advice, and advice that need not be followed. In his dealings with a local education authority, on the other hand, he is not so free; he is there far more directly a representative of the Ministry and he is bound to conduct negotiations in accordance with the Minister's policy."

11. We are confident that the adoption in Malaya of the salient features of the British scheme would do much to improve the general standard of schools and colleges. It must, however, be borne in mind that this work is for the properly trained and experienced specialist. It would be necessary in the first instance to make arrangements with the Ministry of Education in Britain for the secondment of a small team of H. M. Inspectors. Persons so seconded could well begin their work in Malaya in post-primary schools, where local knowledge and experience are perhaps in some ways less immediately vital than they are for primary school work. After having spent a year

or two in the country, and having made acquaintance with the Malay language, they would be in a position to give valuable help in the development of the National School. It is desirable that at the earliest possible moment some members of the panel of inspectors should be recruited locally, and we hope that it may be feasible to send a few carefully selected persons to Britain to serve a full apprenticeship with H. M. Inspectorate there.

12. Persons appointed to the Malayan Inspectorate, whether local-born or coming from overseas, should be federal officers with the right to enter any State at any time for the purpose of visiting schools. On the analogy of H. M. Inspectors, they should be appointed not through the ordinary machinery of the Malayan Education Service but direct by the High Commissioner. The relationship of these inspectors to the Federal Education Department, the State Education Departments, and the local education boards would follow the same general pattern as that of H. M. Inspectors to the Ministry of Education and Local Education Authorities. The existence of a panel of His Excellency's Inspectors would not, of course, affect the right of States and Settlements to employ their own supervisors for the day-to-day business of visiting schools within their jurisdiction.

## CHAPTER IX.

## LOCAL RESPONSIBILITY.

1. In item (vii) of our terms of reference we are invited to consider whether or not it might be desirable to set up in Malaya local education authorities or other bodies with similar functions. In many places in this report we emphasise the need for close organic connection between schools and local communities and we think there are good reasons for bringing to educational administration the direct personal interest of parents, teachers, and other adults, in this way promoting the feeling that the schools belong to the community. There is a further need that those who take part in administering schools should themselves also be concerned with and take responsibility for meeting some part of the cost. The Director of Education recently gave it as his opinion in the Legislative Council that the development of education which the country desires cannot be brought about from the financial resources of the Central Government alone, and he made reference to local authorities producing funds by local taxation.

2. We find a conclusive case for the establishment of local education authorities on the two grounds mentioned. In many parts of the world the principle has been accepted that the main responsibility at least for primary education should rest on the locality, and in our view the time has come for its recognition in Malaya. Local interest in schools is not enough, nor are the spontaneous but spasmodic efforts that lead to the erection of school buildings or to the provision of some special piece of equipment. To-day the need is for some positive plan to train local committees, especially rural ones, in handling educational finance. Relating what they spend to what they have, and learning by the hard and practical way of cutting their coat according to their cloth is at once a method of solving their educational problems and a fundamental lesson in citizenship. We should like to recall and endorse the remark made by the Governor of Sarawak in his speech to the Legislative Council on May 22nd, 1950. "All depends", he said, "on the support which the local people are willing to give to their schools. Our plans are based on the belief that this support will be more readily forthcoming if the control of primary education is entrusted to local authorities, and this belief seems justified by the progress made."

3. As we shall find when we begin to estimate the cost of the proposals put forward in this report, the total expenditure called for is very high. We are clear that it cannot be met from central funds alone and that in the meeting of it local resources will have to be tapped in a way in which they are not tapped at present. Local education authorities, therefore, are not optional extensions of our scheme. They are an indispensable instrument in finding the money for it and in carrying it into practical effect.

4. What form should these local bodies take? We wish to point out in the first place that we are speaking of education authorities. What we have in mind are not bodies advisory to

some existing authority. We conceive them as functional administrative bodies having their own specific statutory powers. We propose that they should be of three kinds: the first, having jurisdiction in areas now comprised within the several municipalities; the second, having jurisdiction in Town Board areas; and the third having jurisdiction in those parts of each State which are not covered by municipalities and Town Boards.

5. We consider that these local education boards should be distinct alike from the present municipal authorities, Town Boards and State Governments. Their concern should be with education only and, in the first instance, with nothing but primary education. They should have power to raise local revenue, either by way of an education rate on property values or in other more appropriate ways. They should have the assurance that all their "approved expenditure" would attract grant from central funds in accordance with some declared formula. The formula would properly take into account variations in taxable capacity between one area and another in such a way that central grants would be high when local taxable capacity was low, and *vice versa*.

6. It is perhaps best that the members of the Boards should be nominated in the beginning; but their office should become elective as soon as possible. From the start, a proportion of the nominations might well be made from names suggested by parent-teacher associations and similar bodies in the area. It is important that the membership should be kept fairly small. We suggest that there should be not more than fifteen nominations, and that the nominated members should have power to add five more to their number by co-option. They should have an unofficial chairman. The main purpose in making nominations would be to secure the services of persons genuinely interested in and knowledgeable about education and the work of schools. Membership of the Boards would, therefore, include parents, teachers, and other unofficial persons chosen for their experience of educational and social work. The State Department of Education would therefore be represented on all three types of Board, but would not have a majority of representatives on any. It would, we think, be very undesirable that representation on the Boards should be on a communal basis in the sense of being numerically proportionate to the strength of the racial communities in the area. Clearly, however, in making nominations due regard should be had to the racial composition of the given area, in the sense that no community should go unrepresented.

7. Education Boards should exercise their powers subject to the general approval, but not the restrictive surveillance, of the State administration concerned. In the event of the State administration over-riding a Board on a matter of principle, an appeal should lie to the Government of the Federation. The main powers involved would be the following:

Education Boards should—

- (a) raise revenue within the area of their jurisdiction and determine the method of doing so;
- (b) incur expenditure in accordance with approved estimates;

- (c) be responsible for the care and maintenance of school premises and the provision and disposal of school equipment;
- (d) appoint properly qualified teachers and other school staffs;
- (e) dismiss teachers and other school staffs, subject to a right of appeal to the appropriate authority.

8. The above is a general account, intended to apply to all three types of Education Board. There are, however, special difficulties relating to Boards of the third type, namely, those whose jurisdiction would run in rural districts. We are assuming that, at any rate to begin with, it would be impracticable to have more than one such Board in any one State. There is the danger that a single Board attempting to deal with all rural areas in a State would fail of its purpose in two ways. It might in practice turn out to be a mere instrument of the State administration, and it might prove unable to promote a feeling of responsibility for education amongst the people of kampongs and mukims.

9. We therefore propose that the rural Boards should be assisted by local kampong and mukim committees, and should transact as much as possible of their business through the agency of such committees. If the principle of local responsibility is to work satisfactorily in rural areas, it will be necessary to pay attention to two crucial points. The people of kampong and mukim should feel secure in the certainty that every dollar they raise for educational purposes themselves will be matched by a sum as great or greater in grant aid from central funds; and, in the second place, that the money they raise, together with the money they attract from the centre, will all return to their own locality in visible improvements to the local schools.

10. From the standpoint of Federation finance, we hope that a consequence of our proposals would be that, over the country as a whole, local resources would quickly relieve central funds of approximately half the cost of primary education, and would gradually come to make some contribution to the cost of post-primary education. Moreover the arrangement would operate as a kind of equalisation scheme as between rural and urban areas, such that central funds, having shed some fifty per cent. of the aggregate load of primary education, would be enabled to apply grant-aid to rural areas at a more generous rate than would be needed in the more self-sufficient urban areas.

### COMMUNITY DEVELOPMENT.

1. We are much exercised about the large number of children of primary school age who either never go to school at all, or who, having at some time occupied a school place, fail to keep it long enough to bring in any educational profit. There were in 1950 approximately 260,000 Malay children between the ages of six and twelve in these two categories; and as the total number of Malay children in the age-group is expected to increase by some 9,000 a year after 1953, the proportion of the "school-less" in the whole population will rise in a disquieting way, unless more school places can be provided. The size (and the difficulty) of this particular problem is naturally much magnified if non-Malay children are included in the picture. The basic dilemma in Malaya is that the country can neither pay for universal schooling now nor afford to wait until long-term economic growth brings the cost within its reach.

2. We hope that it may be possible to make some important reduction in the school-less population during the process of re-organisation by re-deploying displaced vernacular school resources in such a way that the total of pupils in vernacular schools will fall either not at all or at least more slowly than the total of pupils in National Schools rises.

3. We should welcome also, as a temporary palliative, the widest practicable extension of the principle of the Director of Education's emergency scheme for assistance to village schools, as set out in the memorandum which he submitted to the Executive Council on July 4th, 1950. We realise that the schooling provided in such a scheme can only be of a sub-standard kind. But it is important that all children of primary school age should be brought under some kind of educational scrutiny, if only in order that the ablest of them may be identified and passed up the educational ladder. Village schools, besides providing some useful experience in their own right, could valuably assist this further purpose also, if the Department of Education were to arrange for the early transfer of the most promising pupils found in them to some more developed type of school, possibly the National Central School of which we shall speak in Chapter XI.

4. There are other palliatives which, while in no sense substitutes for formal schooling, can sometimes be helpfully applied at one stage or another to elements in the population who find themselves deprived of genuine school experience. We think here of the services of organisations which deal professionally in youth work and in simple forms of adult education; and we hope that the Departments of Social Welfare and of Information will together give earnest consideration to what they can do, or encourage voluntary bodies to do, for the school-less as a group.

5. Educationists would be sunk in perpetual gloom if they failed to give themselves frequent reminders that, in the mercy of Providence, the educational process does not depend for its operation solely upon schools. In some ways the most important

education of all is to take part in developing the community to which one belongs. Indeed, it would hardly be stretching paradox too far to say that the prime value of a good school is precisely that it provides all its pupils with a chance of making some distinctive contribution to the flavour and the growth of the school community. Certainly school attainments are of little moment by themselves, if divorced from the social competence that comes from such co-operative construction. We take it to be a profound truth that the growth of persons and the growth of societies are two aspects of a single process; that individuals develop themselves in all their dimensions only when they share actively and responsibly in the development of the community which bore and bred them; and that, conversely, the index of a truly free society is the vigour and abundance of the voluntary action by which the plain citizen, outside his own home, seeks to better his own and his fellows' lives, both individually and in collaboration with others.

6. It is because we believe these things that we feel so great an interest in the Rural and Industrial Development Authority and its programme, and hope that the Authority may have a supreme contribution to make, not merely to the economic problems with which it is primarily concerned, but also to the educational problems that are our own pre-occupation. Great flexibility will presumably be looked for in financing and carrying out the development schemes which R.I.D.A. is planning. The power to act and to spend public money on approved projects will devolve to the fullest practicable extent from the centre upon local teams and organisations. We understand, for example, that a standard pattern of procedure will be to set up a Government-owned facility for marketing rice, rubber, copra, fish, etc., and to transfer it gradually to co-operative ownership and management by the producers themselves.

7. Such methods entail a measure of directly educational work, in the sense that the managerial and technical staffs of co-operative societies and the like will have to be carefully chosen and trained from among the local people. In a much larger sense, however, and quite apart from any particular skills or attainments which it may be desirable for selected persons to acquire, there is implicit a wide range of health and agricultural and other rural betterment, involving local communities as a whole. If R.I.D.A. is disposed to pay as careful attention to the sociological aspects of its work as to the economic, it will almost inevitably find itself functioning as an agency of what in many parts of the world now goes by the name of mass education or fundamental education.

8. We see in this likelihood a circumstance of good hope for the school-less population. Not, of course, that any children of primary school age will become directly involved in the activities of R.I.D.A. But they will breathe a social atmosphere conditioned by those activities. Those activities will affect even quite young children by affecting the social pressures, requirements, and taboos that largely determine their attitudes. Children will see their elders consciously modifying the environment in many ways, and they will grow up expecting as of right to do the same when they come of age. Here is an educative influence of great force and conviction, which will of itself make the response of the younger generation to the challenges and

perplexities of living much more adequate than it could otherwise have been. Moreover, while formal schooling can expand only as general economic development proceeds, this so-called mass education is one of the pre-conditions of such development. There is a sense, therefore, in which mass education and formal schooling each sets up a demand for the other. For, on the one hand, a generation which has become familiar with the procedures and the results of mass education will soon insist on formal education for all its children. On the other hand, people who spend their childhood in school will not reap the proper harvest of that experience, unless their adult lives are set in a community re-developed and modernised on lines implicit in the mass education programmes.

9. What R.I.D.A. does or does not do will, we are clear, have an intimate and pervasive bearing on the question of "the educational facilities available to Malays" which we were appointed to enquire into, and we very much hope that a close partnership may be built up between the Authority and the Department of Education in dealing with the problem of rural education, particularly in areas where the school-less population is considerable. We hope that among the Authority's sub-committees will be included one on Mass Education, and that a Community Development Officer, as well as an Industrial Development Officer, will be included among the Authority's staff, and may perhaps serve a Mass Education Committee as its secretary and executive.

10. A Community Development Officer at headquarters would do his work mainly through properly trained subordinates in the localities. Local experience, indeed, and a sound knowledge of local languages and customs are clearly prime conditions of successful enterprise in mass education. Without these there can be no discovery or release of hidden energies and potential interests in the local community, nor any winning and holding of the local people's confidence. Hence it is well that Community Development Officers at district level should serve continuously in the same area for a minimum of five years and for as many as seven where possible. Hence also they will naturally and normally be drawn themselves from the local people.

11. The C.D.O. has further to assist technically in making or re-making a human community. He therefore needs skill in imparting an eager team-spirit to what often starts as a heterogeneous collection of persons enlisted for work on development projects. He has to keep wide open the traffic-routes between different administrative levels, and between different administrative branches at the same level, so that there may be free communication at all times up and down the whole chain of responsibility and along the laterals. He has to remember that, if there is one thing more important than that the rank and file should know what is in the mind of higher authority, it is that higher authority should know what is in the mind of the rank and file. He has to humanise the administrative and technical process, but through the usual executive organs, and not as a

separate force outside them. Mass education is essentially a particular kind of team-work between existing branches and departments of the Government machine, and between them and unofficial groups. Nor will it do for other officials to feel that, because a C.D.O. has his specialist finger in the pie, they are thereby exempted from paying heed to the human problems raised by their own work.

12. In the third place, the C.D.O. prospects for social aspirations, hopes, and needs as the geologist prospects for minerals. He is the trained person possessing the techniques for tapping and channeling the deep-lying motives of popular movements, and he will guide other members of the development teams in applying these techniques. He should combine sympathy and gentle feeling towards groups he does not himself belong to, with enough of the equipment of the social scientist to be able to marshal relevant social data with accuracy, and to give a diagnosis and a prognosis of a social situation. To this grasp of theory, he will add experience of method and a sure touch in playing, according to the tactical requirements of his purpose, on the stops of such devices as literary campaigns, broadcasting, the cinema, visual advertisement, models, shows, plays, and so forth.

13. Above all, he is not to be afraid of tensions in the community, or to suppose that he is making a success of his job only when the local people can be pictured as one big happy family. Tensions are the very medium in which his particular art must work. Tensions are evidence of needs, and needs are motives, and motives are the driving power without which social building can neither start nor keep going. In all human action, energies awaiting an outlet break through certain barriers at certain points. The C.D.O.'s business is to identify blocked energies and to help remove the relevant barriers; and to do this in such a way that the achievement of each new popular satisfaction leads to a new series of popular needs (i.e., tensions of motives or dissatisfactions) spaced out along a rising gradient of welfare.

14. In its relation, then, to the Malay community, we see mass education as an essential complement to the work of the schools. Without it the educational facilities available to Malays will remain inadequate. In our conception it is much more than a means of spreading amenities among local groups. It is community development in the term's amplest meaning, springing from the faith that even the humblest has something of his own to put into the pool of social well-being, and that what he puts in will in fact increase in value in proportion as he has been brought to understand how and why his fellows cannot do without it. As long as people feel themselves to be strangers, and (worse still) scared and frustrated strangers, in an unintelligible world in whose building they have had no share, so long will their conduct remain puerile and inept. Conversely, people grow up straight to their full stature, in a word, become educated, in so far as they make or re-make the world they live in and see themselves as responsible for the shape it takes.

## CHAPTER XI THE PROCESS OF RE-ORGANISATION

1. We have now sketched, with what we hope is reasonably sharp definition, the main changes that seem to us desirable in the educational system as it affects the Malay population. In doing this, it has not proved possible to limit ourselves to proposals touching the Malays alone, and some of the developments we recommend would have far-reaching consequences for non-Malays as well.

2. Our concern has necessarily been rather with broad principles than with matters of administrative detail. We have, however, had to consider how far we should address ourselves to the question of the precise means by which our recommendations might be carried out. We have come to the conclusion that we, as a body, are not competent to decide in any detail upon the problems of means. We have in any case had no time to deliberate upon them fully. They will doubtless differ to some extent from State to State, according to local conditions. We feel that they are essentially within the province of the Department of Education, and that they can properly be settled only by the Director, with such outside help as he may care to ask for, or without outside help, should he so prefer.

3. Nevertheless, it is our business to offer some proof of the general feasibility of what we propose, and to make some forecast of the strain on available resources likely to be involved if it were sought to bring our proposals into effect. In particular, we should give such indication as can be given of the possible speed of re-organisation in the sphere of primary schooling. For it is in the establishment of the National School that the greatest practical difficulties may be expected to arise.

4. We assume, as we mentioned earlier, that in the beginning the Government will select certain areas as suitable for conversion to the new system of primary schooling, and will schedule them as re-organisation areas. In no area will any attempt at conversion be made until it has been declared a re-organisation area. When an area is so declared, all Government primary schools within it will pass over to the new model National School as from some stated date, and every endeavour will be used to persuade aided primary schools, English, Chinese and Indian, within the area to undergo the same kind of change. We have indeed suggested that the continuance of grant-aid should become conditional upon their entry into the scheme of re-organisation. With the setting up of the proposed Local Education Boards, composed of members of all races, a sufficient



safeguard will, we hope, be present to ensure proper representation of pupils of all races in the new model schools and in addition, to ensure the co-operation of all racial groups in bringing their schools into the new pattern.

5. Once re-organisation begins in an area it will take six years to complete. As an illustration of the process, we take the case of area X, for which we happen to have figures. In X in 1950 there were forty-one class-rooms available in existing schools of all types for the first year of the primary course. Occupying these class-rooms were sixteen hundred pupils. There were twenty-seven teachers available for teaching English. Leaving aside for the moment all questions of new building or the improvement and extension of existing buildings, to start the new scheme X would thus require fifteen additional teachers in the first year, a further fifteen in the second year, and so on for six years. The complete process of re-organisation would therefore call for ninety new teachers or, say, a hundred, to allow for wastage and other considerations.

6. After the appointed date, the new intake of pupils at Standard I would begin their school life under the new system and the new system would, so to speak, accompany them on their way up the school, until they left after Standard VI. On the other hand, those pupils who were in Standard II or higher at the time the re-organisation began would remain under the old system as they moved up the school.

**SCHEME OF RE-ORGANISATION**

National School	Year of re-organisation.					
	1st year.	2nd year.	3rd year.	4th year.	5th year.	6th year.
Standard I	New	New	New	New	New	New
Standard II	Old	New	New	New	New	New
Standard III	Old	Old	New	New	New	New
Standard IV	Old	Old	Old	New	New	New
Standard V	Old	Old	Old	Old	New	New
Standard VI	Old	Old	Old	Old	Old	New

7. From the standpoint of a pupil entering Standard I, the process of re-organisation will be instantaneous; from the standpoint of any given school it will be a six-year process, and it should also be a six-year process from the standpoint of any area scheduled as a re-organisation area. Provided certain conditions are satisfied there is in theory no reason why the process should not be completed in six years for the Federation as a whole. But in practice, all the necessary conditions cannot be satisfied, so that the re-organisation of the entire primary school system of the country must take much longer.

8. There are four essential factors governing the rate of re-organisation for the country as a whole. They are (a) the supply of trained teachers, (b) the financial cost, (c) the supply of text-books, and (d) the provision of buildings. We have spoken in an earlier chapter of (c) and (d), so confine ourselves here to (a) and (b).

9. First, as to the supply of teachers. Teachers for the National School will be drawn from persons already employed in existing schools; also from persons in other walks of life who may be attracted by the prospect of pensionable service or impelled by public spirit to volunteer for training under the Emergency Training Scheme; and finally from successful School Certificate Candidates who have adequate knowledge of Malay and English and are able and willing to devote a further three years to full-time education in preparation for the teaching profession. It is this last category which, after the first few years, will constitute the chief source of supply. In the early stages, however, the fullest use should be made of the other two categories. Some Malay vernacular school teachers and some teachers of English in Malay, Chinese and Indian vernacular schools may be found whose services can be used in the National Schools. Trained English school teachers can be transferred to converted vernacular schools.

10. If it is decided to go through with re-organisation, it will become important to make a start on it as promptly, and, we would add, as dramatically as may be. We hope it will be possible to open the first Emergency Training Centre in January 1952. We suggest that no new admissions of the old type to the Sultan Idris Training College and the Malacca Women's Training College should be made after the 1951 admissions, and that thereafter an increasing part of the accommodation at these colleges should be reserved for entrants of the new type, until in 1954 the last of the old-type students will pass out, and the whole resources of both colleges will become available for the Permanent Training Scheme. Meanwhile, rapid headway should be made with the new Training Colleges contemplated in the draft Development Plan, and several more Emergency Training Centres should be opened. In this way, the advance guard of the new corps of teachers will enter the service in 1953, and output from the Permanent Scheme and the Emergency Scheme will quickly and continuously rise until a maximum is reached.

11. On the above assumptions, and on the further assumption of a wastage of twenty-five per cent. in ten years, the prospect that would present itself would be approximately as follows:

FORECAST OF QUALIFIED TEACHERS FOR NATIONAL SCHOOLS.

	Output.	Wastage.	No. in service.
1953	100	—	100
1954	400	—	500
1955	800	—	1,300
1956	1,100	100	2,300
1957	1,200	100	3,400

	Output.	Wastage.	No. in service.
1958	1,300	125	4,575
1959	1,400	200	5,775
1960	1,500	300	6,975
1961	1,500	400	8,075
1962	1,500	500	9,075
1963	1,500	600	9,975
1964	1,500	700	10,775
1965	1,500	800	11,475
Total to 1965	15,300	3,825	11,475

12. More specifically, the rise in output from year to year is accounted for in this way. If, as we suggested in Chapter VII, the Emergency Training Course is to take one year, and if the first Emergency Training Centre opens in January, 1952, one hundred teachers will complete their course and become available for service in schools early in 1953. By 1954 a second Emergency Training Centre will be supplying the market, and the first new-type products from the Sultan Idris Training College and the Malacca Women's Training College will enter the service (say 400 in all).

13. By 1955 these two Colleges, together with a new College to be opened in Penang, will, we hope, turn out 400 Teachers between them, and there will also be four Emergency Training Centres at work; our figure of 800 for 1955 represents the joint output of the three 2-year colleges and the four 1-year centres.

14. We count on two further residential Colleges (one for women and one for men) opening in 1954, so that their first output will be available after two years training by 1956. This being so, we estimate the total output for 1956 at 1,100, i.e. 700 from five 2-year colleges and 400 from four 1-year centres. A year later (1957) the five 2-year colleges will, we hope, have expanded their output to 800, which together with 400 from the 1-year centres will give a total of 1,200.

15. We envisage the opening of a sixth 2-year college in 1956, with a trained output of 150 by 1958; and the opening of a seventh 2-year college in 1958, with a trained output of 150 by 1960. Thus the output of all 2-year colleges should be 950 by 1958 and 1,100 by 1960. One-year training centres will make up the balance between these figures and those shown in the table for the same years.

16. The above table gives the basis from which we estimate both the rate of re-organisation and its financial cost.

17. In estimating the rate, the further assumptions made are that there will be a staff-pupil ratio of 1:30 in the National Schools, and that two-thirds of the teachers in them will be of

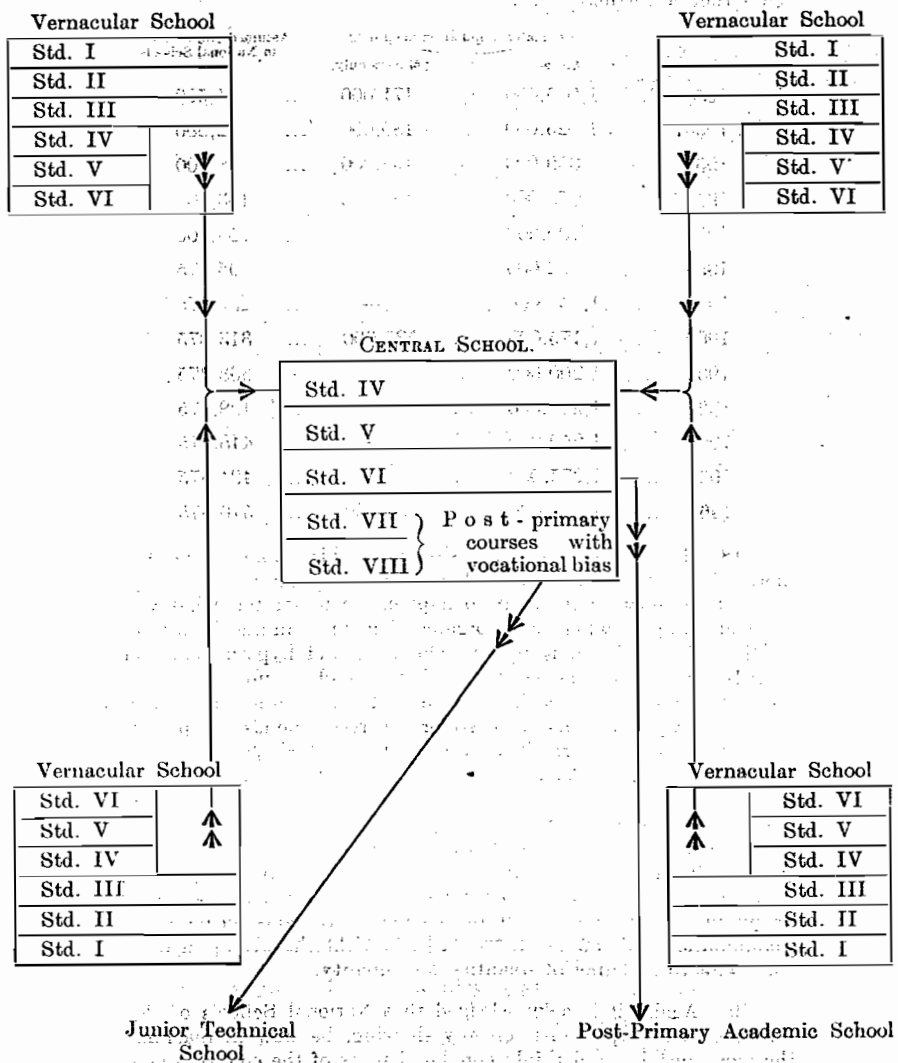
the new type. Each new-type teacher employed will therefore stand for 45 pupils in re-organised schools. We can now construct a further table:

	Estimated Population aged 6-12.		Assumed No. of Pupils in National Schools.
	All races.	Malays only.	
1953	1,000,000	471,000	4,500
1954	1,025,000	480,000	22,500
1955	1,050,000	489,000	58,500
1956	1,075,000	498,000	103,500
1957	1,100,000	—	153,000
1958	1,125,000	—	205,875
1959	1,150,000	—	259,875
1960	1,175,000	537,000	313,875
1961	1,200,000	—	363,375
1962	1,225,000	—	408,375
1963	1,250,000	—	448,875
1964	1,275,000	—	484,875
1965	1,300,000	590,000	516,375

18. It is well to emphasise that this table is neither normative nor predictive. The right-hand column does not purport to show what ought to happen, or to foretell what will in fact happen when a re-organisation programme is set in motion. That column is purely schematic and hypothetical and merely expresses the equation that would result if certain limited supplies of teachers were put into circulation in a particular way. In itself, therefore it recommends no policy. What it does is to furnish a base-line from which policy-makers can make such projections as, in view of all the concrete actualities, seem to them desirable. Thus, if any policy-maker should feel that the number of pupils in re-organised schools, as assumed in this table, were too low, it would be open to him to increase it either by reducing the staff ratio to, say 1:40, or by reducing the proportion of new-type teachers to, say 50 per cent. or by increasing the output of teachers. In considering such manipulations, of course, he would be brought sharply up against the conflicting claims of quantity and quality.

19. Again, it is acknowledged that National Schools of the fully-organised type must, on any showing, be slow in reaching the more outlying and thinly populated parts of the country; and it is probably also true that the need for the full re-organisation we propose varies in urgency in different areas. If so, it may be sound policy in the more difficult or less urgent areas to experiment with National Central Schools, to be fed from surrounding vernacular schools with pupils who would enter it after Standard III. Here is a further possible method of securing a greater coverage of pupils from a given number of new-type teachers.

20. A scheme of this kind may be roughly sketched in a diagram such as the following:



21. The general plan would be that after Standard III in the vernacular school (whether Malay, Chinese or Indian) thirty or forty per cent. of the children would go off into a middle or central school which would be organised on similar lines to the ordinary six-year National School. The middle or central school would be a bilingual all-race school, staffed as to two-thirds by new type teachers. From it, those of its pupils whose ability and attainments were deemed to be adequate could proceed, after Standard VI, to a post-primary academic school. The central school would include the two-year post-primary courses with vocational bias which we recommend

in Chapter V, and would provide an avenue, after Standard VIII, to the Junior Technical School and to courses leading to commercial and other qualifications. In some parts of the country, hostel accommodation would presumably have to be attached to such central schools.

22. Though we have given thought to the central school in relation to the scheme of National Schools, we are raising it here as an important issue for debate rather than submitting it as a specific recommendation. It is for those who will interpret in action the principles we are framing to say by what stages and methods implementation should go forward. We would like, however, to put on record our view that some system of central schools such as we have sketched would not do violence to our conception of the re-organisation process, provided that the central school were in every way treated, not as a substitute for, but as a stepping-stone to, the fully converted National School. (See Chapter IV, page 29).

23. There is another aspect of the problem to which we wish to draw particular attention. We have been impressed by the frequency with which memoranda and witnesses have stressed the urgency of doing something immediately for Malay pupils who leave school at the age of 12 or 13 years, unable to obtain useful employment, and doomed (as we have said elsewhere) to idleness. These could with advantage to themselves and to society, be given further opportunities of training and learning. We have, in Chapter V, outlined proposals for at least a partial solution of this desperate state of affairs, and we wish to emphasise here the need of attempting to translate these proposals into action without delay. We should not wait until the National Schools have been started; every effort should be made to establish two-year vocational courses for these unfortunate children, if necessary at special centres, to provide for as many children as possible in this age group. Such centres, in addition to performing their main function, would serve as experimental schools for the planning of these courses elsewhere and it should not be difficult to link up these centres with National Schools as and when developed, in accordance with the post-primary plan outlined in Chapter V.

24. The pointer-reading in our hypothetical table shows a little over half-a-million children in re-organised schools by 1965; and the table sets alongside that figure the census estimate for the same year of 1,300,000 children of all races in the primary school age-group. We have already warned that the assumptions embodied in the table need not be realised in practice and can, if it is desired, be varied in a number of ways. But if they were realised, then some five-eighths of the school-age children of the country would, even in 1965, be without places in the National School. Some readers of this report may feel disheartened by a prospect that, after more than a dozen years of the great social and educational effort we are calling for, so much of the total task may still remain to do.

25. We consider that such a view of the matter would be sound in one way, but mistaken in another. It is right to suppose that in an ultimate sense free, universal, and compulsory schooling for all children between six and twelve is implied by (though



not in) our recommendations, and that the work we seek to inaugurate cannot be thought of as complete, until the National School is able to provide a place for every child of school-age.

26. Discouragement, however, seems out of place; a glimpse of the whole challenge in its full magnitude may make some observers quail, but it is likely to work as a powerful inspiration to most participants. We are sure that, if the Federation of Malaya has by the middle of the next decade translated our blueprints into a working system of National Schools turning out nearly a hundred thousand bilingual children every year, it will have earned the right to high pride in its achievement. We are sure that it will have opened up to the Malay people the opportunities that many of them are now yearning for. And we are sure that notable strides will have been taken towards the objective of a unified citizen body.

27. The fact is, and the people of Malaya must face it, that long-term constructive enterprises such as we have tried to outline, cannot be made to yield quick results. For the sake of proper perspective here, it is perhaps worth recalling the English experience. The Education Act of 1870 stipulated that in every district so much school accommodation should be provided as was necessary to give a school place to every child resident in it. It took till 1900—thirty years—to carry the requirements out, even in an approximate way, and as late as 1895 it was the practice, in reckoning the number of school places provided, to allow a floor area of less than one square yard per child.

28. Turning now to the question of cost, we understand that in view of the level of qualifications to be required of new-type teachers, the expenditure on National Schools must be reckoned at about \$200 per pupil per year. On this calculation, and keeping to the assumed number of pupils given in our earlier table, the total running costs of the National Schools (as distinct from non-recurrent costs) would begin at \$900,000 in 1953 and rise to \$103 million in 1965 by the gradations shown below:

	Assumed No. of pupils in National Schools.	Assumed running costs of National Schools. (\$million.)
1953	4,500	.9
1954	22,500	4.5
1955	58,500	11.7
1956	103,500	20.7
1957	153,000	30.6
1958	205,875	41.2
1959	259,875	51.9
1960	313,875	62.8
1961	363,375	72.7
1962	408,375	81.7
1963	448,875	89.8
1964	484,875	96.9
1965	516,375	103.3

29. It may be as well to point out here that this table is subject to the same limitations as the table on page 69. It must also be borne in mind that in 1953 there would also be pupils in unconverted primary English, Malay, Chinese and

Indian schools, which will continue to be financed in various ways from the public purse, at an approximate annual cost of \$33 million. As the number of pupils in the National Schools increases, and expenditure on these schools rises, so also will the number of pupils in unconverted schools of all types, together with their costs, decrease. The above table shows the running costs for pupils in the National Schools only.

30. The whole expenditure from State, Settlement and Federal funds on education of all kinds was no more than \$33 millions in 1949. Thus it cannot be denied that, seen in the context of present allocations, the bill for the National School looks alarmingly large. Nor does it wear a different aspect when compared with the total public revenue, State, Settlement and Federal together; for in 1949 this came to \$307 millions.

31. We submit, however, that a crude comparison with either present educational provision or with existing Government revenue is misleading and inapposite. What one really needs to know is how great the burden of these schools will be in relation to the total resources of the community, and whether the community thinks the burden worth carrying on the terms involved. For guidance on these points information is required about the size of the national income rather than about the yield of taxation.

32. The most reliable estimates appear to put the national income of the Federation at nearly \$3,000 millions in 1947 and nearly \$4,000 millions in 1950. It seems permissible to assume that the level in 1955 is unlikely to be lower than that of 1950. We therefore take \$4,000 millions as representing the probable national income in 1955, and we assume further that there will be 500,000 children in vernacular schools in addition to the 58,500 we have estimated as attending National Schools. The average cost to Government per year for every 100 pupils in existing Malay, Chinese and Indian vernacular schools is, we are informed \$5,125.

33. On this basis the bill for primary education in 1955 would work out as follows:

58,500 pupils in National Schools at \$200 per head	\$11.7 millions.
500,000 pupils in Vernacular Schools at \$5.125 per 100	25.6
	<hr/> 37.3

This comes to less than one per cent. of a national income of \$4,000 millions.

34. A corresponding calculation for 1960 gives a cost of under two per cent. if we assume a national income of \$4,500 million for that year, viz.:

313,875 pupils in National Schools at \$200 per head	\$62.8 millions.
500,000 pupils in Vernacular Schools at \$5,125 per 100	25.6
	<hr/> 88.4

35. There would seem to be a possibility that an enlightened and determined community might think it worth while to earmark a little less than two per cent. of its gross income for primary education. If the people of Malaya decide that they have better uses for this fraction of their resources, then there is clearly no more to be said. We are concerned simply to set before them the real nature of the choice, so far as it can be foreseen at this point of time. In any case it is clear that no important educational advance can be hoped for within the limits envisaged in Council Paper No. 68 of 1949. Since that paper is expressly mentioned in our terms of reference, it seems well to direct particular attention to this manifest conclusion from our inquiries.

36. It should perhaps be emphasised once again that a relatively small part of the sums we have been speaking of would be raised in the form of Federal revenue or paid out in the form of Federal expenditure. In the long run, indeed, probably less than half would be so collected or so spent. About half would, we hope within ten years, be collected and spent directly by Local Education Boards. It must also be borne in mind that if all goes well, there will be 100,000 Chinese children receiving free education in National Schools by 1960. This would mean that the Chinese community as a whole was being relieved of whatever educational costs it would otherwise have had to meet in respect of such a school-age population. The same reasoning would apply to Indian education. To the extent of such costs, therefore the development of the National School would be accompanied by savings on other kinds of primary education. Any assessment of the net increase in the claims of education on the national income which the National School would involve, would have to take these savings into account.

37. Before taking leave of the topic of re-organisation, we venture to make one final suggestion. If it should turn out that the people of Malaya are in fact prepared to go to the trouble and expense of carrying out the reforms we propose, it is clear that the success of their efforts will depend mainly on the professional quality of the staff selected to man the new schools. It so happens that at this very juncture the Emergency Training Colleges which have been successfully at work in Britain since the end of the war, are coming to the end of their special assignment and are gradually closing down. It might be of great assistance to the whole scheme of school re-organisation in Malaya if the Government of the Federation were to take over one of these colleges for a few years, and to send to it annually a hundred or more of the Malay teachers and other local-born teachers who are regarded as particularly promising or who are marked out for posts of special responsibility in connection either with the new schools, or the Training Colleges or the Emergency Training Centres. We should like to see an approach made by the Federal Government to the Ministry of Education in Britain to discover whether such arrangements might be practicable.

## CHAPTER XII.

## SUMMARY OF RECOMMENDATIONS AND SUGGESTIONS.

## Chapters I-III.

1. In our first three chapters we give a brief account of the growth and present condition of the educational system at the disposal of the Malay community, and we try to appraise the dynamics of the situation within which measures of reform will have to operate.

## Chapter IV.—Primary Education.

2. We believe that primary schooling should be purposely used to build up a common Malayan nationality, and we urge that it should be re-organised on a new inter-racial basis.

3. Our proposed inter-racial primary school we call the National School. Its main features are that,

- (a) it would provide a six year course for pupils between the ages of six plus and 12 plus;
- (b) it would not charge fees;
- (c) it would produce pupils who were bilingual (i.e., effectively literate in Malay and English) by the end of the course, and the best of whom would then be fitted to proceed direct to an English-medium post-primary school;
- (d) its methods and procedures would throughout be based not on the receptiveness of pupils but on their constructive activity in class and out of it; stimulating them to think and act for themselves, to shoulder responsibility, and to take part in creating a purposeful school community;
- (e) it would develop a close and active association between teaching staff and parents, with a view to becoming, by a natural extension of its primary function, the focus of the artistic, intellectual and educational interests of the community it serves;
- (f) it would be administered and in part financed by a local education authority having its roots in the local community.

4. In principle we recommend the end of separate vernacular schools for the several racial communities, and their replacement by a single type of primary school common to all. We recognise, of course, that since this end can come only gradually, vernacular schools will continue for some years, concurrently with the development of the National School. We ask, however, that in the allocation of public resources to primary education priority should be given to the National School.

5. Our scheme would be seriously weakened if any large proportion of the Chinese, Indian and other non-Malay communities were to choose to provide their own primary classes independently of the National School. We have, therefore

sought to make it as easy as possible for all non-Malays to associate themselves with the scheme. Thus the National School will give, in point of staffing, premises, and equipment, the best primary education available anywhere in Malaya. It will not charge fees. It will teach English to all from Standard I onwards, and it will form the broad highway of admission to all post-primary reaches of education.

6. We propose that, after the end of the third year in the National School, special work in English should be arranged for those pupils who comprise the upper twenty per cent. of the intelligence range; the object being to ensure that the pupils concerned should reach sufficient competence in English to undertake post-primary education of the academic type in that language from their thirteenth year.

7. We believe that in this way most of such pupils may be expected to reach School Certificate Standard before their eighteenth birthday.

8. In connection with the selection, at the age of 11 plus, of primary school children for post-primary academic schooling, we recommend the appointment of an Educational Psychologist (a Federal Officer).

9. We propose that half an hour of schooltime should be set aside each day for the instruction of Muslim pupils in the principles of Islam, in the Koran, and hence gradually in the use of the Jawi script; the instruction to be given by specialist religious teachers trained for the purpose. There should be careful professional revision of the methods of teaching these matters.

10. As a consequence of this arrangement, the whole secular curriculum of the National School should be followed in the romanised script.

11. We find that there is a serious shortage of school books in Malay Schools, particularly in the upper standards. We wish to see the shortage rapidly overcome and books placed in the ownership, as far as possible, of the pupils who use them. We should favour an arrangement by which pupils who could afford to do so might buy their own books and others might be assisted to do so from school welfare funds.

12. We draw attention to the lack of suitable reading material, apart from text-books, in Malay and English alike. We emphasise the need to find a solution to this problem, if the National School is to succeed.

13. We suggest that the whole question of books for use in classroom and library is of such importance that it should be separately studied and reported on.

14. We enter a plea on behalf of the National School for the best buildings the country can afford; and recommend further enquiry by experts into the problem of getting efficient buildings at minimum cost—building materials, lay-out and design of buildings, and sizes of classrooms.

### Chapter V.—Post-primary Education.

15. It too often happens that children, on leaving the primary school, either do nothing for some years, or find themselves thrown into a job for which they are untrained and perhaps unsuited, or proceed to an academic type of schooling at which they fail. To avoid these forms of waste, we recommend a further two years of free education to absorb the attention and fit the interests of those who would profit by training in the crafts and trades or by preparation for semi-skilled occupations. In all courses throughout these two years the bilingual principle of the National School should be adhered to.

16. Domestic science centres, model homes, travelling and fixed housecraft units, craft schools, camp schools, elementary trade and commerce centres should be brought into being, either as extensions to existing schools or in some areas as separate units.

17. Entry to the Junior Technical type of school will normally be through these two-year post-primary courses with a vocational bias, and not after failure in an academic course. We look to these courses to supply better craftsmen, with their crafts related to local needs, and a steady stream of entrants to the Junior Technical Schools, to pre-nursing training, to the police and armed forces, to commerce and to the technical departments of Government. These young people will be bilingual and therefore more acceptable for employments in which a knowledge of English as well as of Malay is desired.

18. We urge that the Departments of Labour and Social Welfare should devise and operate some simple measure of vocational guidance for juveniles; and that a senior officer of the Department of Education should be charged with launching similar schemes of co-operation with other Departments in the interests of the 13-17 age group.

19. In the context of the training and guidance of adolescents we commend to the attention of all interested parties the short residential training holidays arranged by the Outward Bound Trust in the United Kingdom; we believe the experience of the Trust could be usefully adapted to Malayan conditions.

20. We further suggest that some Government departments might, with advantage to themselves, set up schemes of training which would help to turn otherwise neglected boys into skilled technical subordinates. We illustrate the theme from the Drainage and Irrigation Department, and from the police and armed forces.

21. In the sphere of agriculture we press for a fresh and vital approach by training the rising generation in new environments under the tuition of experts. We recommend that land settlement schemes with farm schools should be instituted in suitable areas, perhaps in conjunction with the Rural and Industrial Development Authority, and with the active co-operation of the Agricultural, Veterinary, and Drainage and Irrigation Departments.

22. With regard to post-primary schooling of the academic type, entry will be from Standard VI of the National School; and in the course of time this channel of admission will become the normal one; for a considerable interim period, however, the method of special Malay classes will have to continue as well.

23. The School Certificate course proper should be of five years duration. There should, however, be provision for those who wish to obtain the accepted commercial qualifications at a level corresponding to that of School Certificate. At the end of the third year of the main academic course pupils seeking these qualifications should be directed to commercial courses or commercial schools. Beyond School Certificate there will be advanced classes, in some cases extending over two years and in other cases one year, for pupils proceeding to the University, Technical College and Social and Domestic Science College. Entry to the Teacher Training Colleges will be after a one-year post-School Certificate course adapted specially to the needs of those aiming at the teaching profession.

24. The most vital and most urgent reform in the entire field of post-primary education is the provision of more places in the academic stream, especially places which can be filled by girls from any area and by pupils of either sex from the rural areas.

25. But there will be little point in providing such places, if the pupils who fill them are not going to complete their courses. We call on the Malay community to address itself seriously to this problem of wastage.

#### Chapter VI.—Special Arrangements for Girls.

26. We take it for granted that facilities for higher education and for vocational and occupational training are just as much needed for girls as for boys.

27. Indeed in the post-primary stages there comes a call for special arrangements and special agencies to meet the needs of girls, and for special study of what precisely those needs are. For we believe that in the present condition of Malay education the most important of all human factors is trained women. To impress this belief upon the public mind, and to stimulate action in accordance with it, we should like to see established some permanent organisation of women professionally interested in the education of girls.

28. Another requirement of equal or greater urgency is for a Social and Domestic Science College, which would serve the needs of the Federation generally and of the Medical Department and the Departments of Education and of Social Welfare in particular. Such a college would provide a full three-year professional course, as well as a variety of shorter specialised courses.

29. From the end of the primary school onwards, and perhaps also for the last two years of that course, much more time should be given to home making and health education subjects than they now receive. We urge that courses should be arranged to give not a mere couple of hours a week, but

approximately half the school time to a simple study of dietetics, mothercraft, preventive medicine and so on, and to relate the other subjects of the curriculum to the domestic subjects in a systematic way.

30. For this purpose a series of housecraft centres should be established in key places throughout the Federation.

31. In the two-year post-primary schools of the non-academic type proposed in Chapter V we envisage the provision of such courses and also of courses aimed in the general direction of hospital nursing and occupations connected with social and infant welfare. Girls leaving these schools at the age of 14 plus will not be immediately eligible for appointment as nursing probationers. But the schools should offer the early stages of planned courses which might be completed later in a Junior Technical School for Girls.

32. We conclude with three further recommendations:

- (a) that at least one fully trained Domestic Science Supervisor should be appointed in each State;
- (b) that at the Women's Teacher Training Colleges selected students might be given a third year course to train them as specialists in domestic science;
- (c) that every opportunity should be taken of sending Malay women of ability and with adequate command of English to the United Kingdom for eighteen months' training of the kind now being developed in the Institute of Education of the University of London.

#### Chapter VII.—The Training of Teachers.

33. We record our view that eventually all teachers in all types of school should undergo before appointment a course of training lasting at least two years in a residential college.

34. Meanwhile, we assume that, if our proposals are accepted for replacing the Malay vernacular school by an all-race primary school, the Malay Training Colleges as such will disappear, since teachers in training will be of all races and Training College staffs will be drawn from all races also.

35. The training of teachers will proceed in five different ways:

- (1) in the Department of Education of the University of Malaya;
- (2) for certain selected persons in training institutions in the United Kingdom;
- (3) in Emergency Training Centres giving a one-year course;
- (4) in Residential Training Colleges giving a two-year course;
- (5) in normal classes.

36. The needs of the National School will be supplied by the two-year residential colleges and by the Emergency Training Centres.

37. We envisage that seven two-year residential colleges will be in production by 1960. They will provide training in primary method and in elementary method. Qualifications for admission should be:

- (a) federal citizenship;
- (b) School Certificate (including the Malay language);
- (c) one year of approved post-School Certificate study;
- (d) minimum age of 18.

38. We recommend that selection for admission should be by merit in open competition from among candidates possessing the above qualifications. Selection should be made on interview and on school report. There is no need at present for an entrance examination.

39. To the principle of open competition we attach one reservation. Local dialects and customs differ widely in different parts of Malaya. If the National School is to discharge the social function in kampong life that we hope for it is desirable that school staffs should feel at home with the local peculiarities of speech, belief, outlook and behaviour. Admissions to Training Colleges must at present take special account of this need.

40. We therefore propose that a small percentage of the vacancies in the colleges should not be filled competitively for the time being. These special places would be filled instead by persons nominated by States after a qualifying test. Special places would be allocated to States year by year at the discretion of the Department of Education. Any such places not taken up by the States would be added to the number to be competitively filled.

41. If those parts of Malaya which are at present weakest educationally are not to remain so, rural schools no less than urban ones must have the benefit of the best trained and qualified teachers. We foresee that, for this purpose, it may be necessary to require of all trained teachers that they should, if called upon to do so, serve for not less than three years in rural districts before they cross the first efficiency bar.

42. Turning to the content of Training College courses, we urge that the practical side of training is of equal importance with the theoretical, and we propose that no student should receive the College award until he has satisfied External Examiners in practical work, in addition to passing the written examination.

43. A generous allowance of time should be made for school practice. School practice needs careful planning, and should be carried out in re-organised schools.

44. In the theoretical work the prime object should be to give students a clear and vital conception of what the educational process is. To this end it is better for students to dig deep into a few subjects than to scratch the surface of many. The temptation to overcrowd the syllabus is always strong, but it should be strongly resisted.

45. On particular points we express the views (a) that a study of the Malay and English languages will be an essential part of the curriculum, and (b) that gardening and handwork, while capable of providing valuable components in a training course, are best treated as optional subjects.

46. We recommend the creation of a Board of Studies to approve Training College syllabuses and to conduct the final examinations. The Board would be composed of representatives of the College staffs, the heads of practice schools, the Inspectorate, the University of Malaya and the Department of Education of the Federation.

47. In the Training Colleges there will spring up all the normal student activities and extra-curricular interests found in any well organised college, and providing for the development of both mind and body. There should also be provision for an officer's training corps.

48. In general, the life of the colleges ought to approximate as closely as may be to the life of a University. We hope that students will be encouraged to exercise the same powers of self-government as are commonly accorded to the undergraduate body.

49. We think it would be wise to throw on to students, both men and women, some responsibility for managing their personal finances, whether or not the cost of their training is being met from public funds.

50. In regard to Training College staffs we emphasise the importance of paying special attention to their selection and training, and we make the following specific points:

- (a) members of College staffs will be graduates or holders of special professional qualifications;
- (b) since women frequently make the best primary teachers and among them are to be found the best instructors in primary method, women should be included in the staffs of the men's colleges;
- (c) College staff must be competent in Malay and English;
- (d) they should be vouched for by reliable judges as themselves successful school teachers;
- (e) in the interests of continuity in the development of colleges, persons appointed to them should not be transferred to other departmental duties, except at long intervals.

51. Since the Training Colleges will not soon be able to provide all the teachers required for National Schools, we propose that, outside the Colleges and as a supplement to them, a type of full-time emergency training should be attempted. These full-time emergency courses will be of one year's duration, and each Emergency Training Centre will be under the charge of a full-time supervisor.

52. The purpose of the courses will be exclusively to provide more teachers, speaking both Malay and English, for service in the National School. Trainees under this scheme will thus go into the same work as Training College graduates, though their formal qualifications will be lower. It will be prudent to have some scheme for relating their position to that of such graduates.

53. In addition to instituting Emergency Training Centres to feed the National School, it will be necessary to continue normal classes for the training of Malay teachers who will serve in Malay vernacular schools of the existing type. The need for such normal classes will not disappear until our programme of school re-organisation on the National pattern has been carried into effect in its entirety.

#### Chapter VIII.—The Inspectorate.

54. The efficiency of schools and training colleges might be raised, if they were visited at intervals by an independent inspectorate.

55. We recommend that there should be set up a panel of ten Inspectors of Schools who, being unhampered by routine administrative duties within the Department of Education, would be free to live and work in the field.

56. Between them, the members of the panel should possess expert knowledge of teaching methods over the whole range of school subjects. Five of the ten should be women.

57. In addition to their duties of school inspection, the panel will have important functions in connection with the Training Colleges. They will assist them in planning their curricula, in the conduct of their examinations, and in assessing the practical work of their students.

58. Members of the Inspectorate will be federal officers with the right to enter any State at any time for the purpose of visiting schools. On the analogy of His Majesty's Inspectors of Schools in the United Kingdom, they should be appointed not through the ordinary machinery of the Malayan Education Service, but direct by the High Commissioner.

59. It is desirable that at the earliest possible moment some members of the panel should be recruited locally, and we hope that it may be feasible to send a few carefully selected persons to the United Kingdom to serve a full apprenticeship with His Majesty's Inspectorate there. In the first instance it will also be necessary to arrange with the Ministry of Education in the United Kingdom for the secondment to Malaya of a small team of His Majesty's Inspectors.

60. The creation of a Malayan Inspectorate would in no way affect the right of States and Settlements to employ their own supervisors for the day-to-day business of visiting schools within their jurisdiction.

#### Chapter IX.—Local Responsibility.

61. We find a conclusive case for setting up local education authorities, in order both to promote the feeling that the primary school belongs to the local community it serves, and to place on that community responsibility for meeting a reasonable part of the cost of primary schooling. We regard such local education authorities as indispensable for carrying our re-organisation proposals into effect.

62. We recommend that three types of Local Education Board should be established; one in municipal areas, another in Town Board areas, and a third in those parts of a State which are not included in municipal or Town Board areas.

63. The Boards should at first have jurisdiction over primary education only. Their membership should be nominated at first, becoming elective, however, as soon as possible.

Their main powers would be:

- (a) to raise revenue within the area of their jurisdiction and to determine the method of doing so;
- (b) to incur expenditure in accordance with approved estimates;
- (c) to assume responsibility for the care and maintenance of school premises and for the provision and disposal of school equipment;
- (d) to appoint properly qualified teachers and other school staffs;
- (e) to dismiss school teachers and other school staffs, subject to a right of appeal to the appropriate authority.

64. These powers would be exercised subject to the general approval of the State administration concerned. In the event of a State administration overriding a Board on a matter of principle, an appeal would lie to the Federal Government.

65. The approved expenditure of the Boards would attract grants from central funds in accordance with some declared formula, which would take account of variations in taxable capacity between one area and another.

66. Boards operating in rural areas should be assisted by local kampong and mukim committees, and should transact as much as possible of their business through the agency of such committees.

#### Chapter X.—Community Development.

67. We consider the case of those hundreds of thousands of children of school age who fail to obtain or to keep a place in the primary school.

68. The only final solution is to provide places in the National School for all such children. But since the date when such provision can be made is distant, there is an urgent need to think out temporary palliatives and interim possibilities.

69. We suggest:

- (a) that the development of the National School system should be planned in such a way that the total of pupils in vernacular schools will fall much more slowly than the total of pupils in National Schools rises;
- (b) that the emergency scheme for assistance to village schools should be quickly and widely extended;
- (c) that the Departments of Social Welfare and of Information, together with certain voluntary organisations, should consider what special help they can give to members of the school-less group.



70. The best of our immediate hopes, however, are pinned to the Rural and Industrial Development Authority and the contribution it may make to mass education or community development. We trust that a close partnership may be built up between the Authority and the Department of Education in dealing with rural education, especially in areas where the school-less population is large. In its relation to the Malay community we see mass education as an essential complement to the work of the schools.

#### Chapter XI.—The Process of Re-organisation.

71. We discuss the general feasibility of our main proposals, showing something of how primary school re-organisation might take place (a) in a particular school, (b) in a particular area, and (c) in the Federation as a whole.

72. We attempt to estimate:

- (a) the rate of output of trained teachers for National Schools; and suggest that, given certain conditions it might be as much as 1,500 per year by 1960;
- (b) the rate of intake of pupils into National Schools; and suggest that, given certain conditions, it might exceed 50,000 a year by 1960;
- (c) the running costs of National Schools in each year from 1953-1960, and suggest that by 1960, given certain conditions, there might be 313,875 pupils of all races in National Schools, plus 500,000 pupils in vernacular schools, at a total cost of \$88.4 million (or a little under 2 per cent. of the estimated national income).

73. We make a final proposal that the Federal Government should approach the Ministry of Education in the United Kingdom, with a view to taking over for a few years one of the Emergency Training Colleges now otherwise about to close down; the purpose being to send over annually a hundred or more Malay teachers and other local-born teachers, who are regarded as particularly promising or who are marked out for posts of special responsibility in the education service.

L. J. BARNES.  
TUNKU YA'ACOB.  
M. MAHYIDDEEN.  
MUSTAFA BIN OSMAN.  
L. I. LEWIS.  
L. D. WHITFIELD.  
N. B. MACDONALD.  
TOM BINTI D. A. RAZAK.  
E. M. F. PAYNE.

B. AMINUDDIN.  
S. M. ZAINAL ABIDIN.  
S. ESA ALWEE.  
S. NASIR.  
M. N. SULEIMAN.  
T. A. E. BARKER,  
*Secretary.*  
D. BENNET,  
*Assistant Secretary.*

#### APPENDIX I. WITNESSES INTERVIEWED.

No.	Date.	
1	29-8-50	Miss D. J. Aickman, Superintendent, Teacher Training, Federation of Malaya.
2	31-8-50	Miss K. I. Bradley, Assistant Director of Education (Girls).
3	5-9-50	Che Abdul Aziz bin Ishak (Utusan Melayu).
4	5-9-50	Professor F. Mason, University of Malaya.
5	5-9-50	Che Hashim Ghani.
6	6-9-50	Professor F. Mason, University of Malaya.
7	7-9-50	Dr. W. N. Scott, College of Agriculture.
8	7-9-50	Mr. E. L. Spooner Lillingston, Acting Director-General, Telecomms.
9	7-9-50	Che Jalil bin Haji Abdul Latiff.
10	11-9-50	Mrs. Irving.
11	11-9-50	Mr. R. Kesselring, Educational Secretary, Methodist Schools.
12	12-9-50	The Hon'ble Dato Onn bin Jaafar.
13	13-9-50	Mr. J. P. Edwards and Mr. F. G. Browne, Department of Forestry.
14	13-9-50	Rev. Br. Joseph and Rev. Br. Lawrence.
15	13-9-50	Mr. C. Day, P.W.D. Government Architect's Office.
16	13-9-50	Che Yaacob bin Ab. Latiff, Acting Director, Information Services.
17	13-9-50	Che Pateh Akhir bin Mat Shah, President, Religious Affairs Department, Klang.
18	14-9-50	Mr. D. S. Ferguson, Acting Director, Drainage and Irrigation Department.
19	14-9-50	The Hon'ble Dr. MacGregor, C.M.G., Director, Medical Services.
20	14-9-50	Dr. R. C. Burgess, Senior Nutrition Officer, Institute for Medical Research.
21	14-9-50	Mr. W. E. Lancaster, Deputy Director, Veterinary Services.
22	14-9-50	President, Federation of Malay Teachers' Associations, Malay Peninsula.
23	20-9-50	Mr. A. H. W. Lilley, Assistant Surveyor-General, Federation of Malaya.
24	20-9-50	The Hon'ble Mr. M. R. Holgate, Director of Education.
25	21-9-50	Mr. T. H. Stockdale, Chief School Instructor, Police Depot.
26	22-9-50	The Hon'ble Dr. C. P. Rawson, Chief Social Welfare Officer.
27	21-9-50	Rev. Bro. Barnitus, Bro. Visitor, Christian Brothers' Schools.

## APPENDIX II.

## SOURCES OF MEMORANDA RECEIVED.

1. Che Osman bin Maarof, Singapore.
2. Penang Malay School Teachers and Parents through Che S. M. Zainal Abidin, B.A.
3. President, Advisory Committee, Malay School, Semenyih.
4. Miss M. Lomas, Primary Supervisor, Negri Sembilan.
5. Che Abdul Razak, Bukit Mertajam.
6. Che Ismail Umar Abdul Aziz, M.A., Religious Department, Johore Bahru.
7. Malay Teachers' Association, Penang and Province Wellesley.
8. The Hon'ble the Resident Commissioner, Malacca.
9. Statement by the Honourable Mr. L. I. Lewis.
10. Statement prepared by Miss N. B. MacDonald and Che Tom binti Dato Abdul Razak.
11. Mr. H. L. Hodge, Acting Principal, Sultan Idris Training College.
12. Che Md. Akin bin Salleh, Assistant Inspector of Malay Schools, Negri Sembilan.
13. Major Dato H. M. Said, Private Secretary to H.H. the Sultan of Johore.
14. Che Abdul Rahman Maulana, Ketua, 18½ Mile, Kuang.
15. Residents of Kuang Village.
16. Mr. H. T. Ross, Government Printer.
17. Che Mohamed Ali bin Mohamed, Assistant Inspector of Malay Schools, Selangor.
18. The Hon'ble Datin Puteh Mariah.
19. President, Malay Women's League.
20. Mr. S. S. Ross, Organisation and Methods Adviser.
21. District Officer, Balik Pulau, Penang.
22. Collector of Land Revenue, Malacca.
23. District Officer, Nibong Tebal.
24. Malay Teachers' Association, Trengganu.
25. District Officer, Ulu Selangor.
26. District Officer, Kuala Langat.
27. District Officer, Butterworth.
28. District Officer, Kota Star.
29. Mr. D. W. Le Mare, Director of Fisheries.
30. Che Osman bin Ma'arof, Singapore.
31. Che Zainal Abidin bin Ali, Malay Assistant Principal, Sultan Idris Training College.
32. District Officer, Kuala Lumpur.
33. Mr. T. F. Carey, Commissioner for Co-operative Development.
34. District Officer, Kubang Pasu.
35. Che Md. Nor bin Ahmad, Handwork Instructor, Penang.

## APPENDIX II—(cont.)

## SOURCES OF MEMORANDA RECEIVED—(cont.)

36. The Honourable Captain Md. Ali bin Maideen, Malacca.
37. The Honourable Mr. T. E. Upton, Sungei Way Estate.
38. Che Asaiah Haji Zainuddin.
39. Federation of Malay Teachers' Associations, Malay Peninsula.
40. Malay Teachers' Association, Sultan Idris Training College, Tanjong Malim.
41. U.M.N.O., Muar Division.
42. Che Hassan bin Md. Isa, Pasir Puteh, Ipoh.
43. Che Haji Ariffin bin Haji Alias.
44. Che Md. Din bin H. M. Ariff, U. P. Dong, Raub.
45. District Officer, Klang.
46. District Officer, Pasir Puteh.
47. U.M.N.O., Seremban Division.
48. Che Abdul Malek bin Husin, Kuala Pilah.
49. Che Umor Ahmad, Bukit Mertajam.
50. Secretary, Harper, Gilfillan & Co.
51. Federation of Malay Students' Unions.
52. Malay Teachers' Association, Perak.
53. The Honourable Dr. Kamil Md. Ariff.
54. Malays of Kuala Lipis.
55. Che Abdul Majid, Telecommunications, Tanjong Malim.
56. Residents of Kampong Suga, Batu Pahat.
57. Che Ashari bin Ahmad, Durga, Alor Star.
58. U.M.N.O., Ulu Langat Division.
59. Che Zakaria bin Salleh, Sungei Dua, Butterworth.
60. Malay Teachers' Association, Kelantan.
61. Malay Teachers' Association, Kedah.
62. Educational Secretary, Methodist Schools.
63. The Honourable Che Nasaruddin bin Abdul Rais.
64. District Officer, Batu Pahat.
65. U.M.N.O., Tangkak Division.
66. The Honourable Mr. M. R. Holgate, Director of Education, Federation of Malaya.
67. Che Yub Shedan P.K.
68. The Honourable Menti Besar, Trengganu.
69. The Honourable Raja Omar bin Raja Ali, J.P.
70. The Honourable Che Mahidin bin Md. Rashad.
71. Singapore Malay Teachers' Association.
72. The Honourable Mr. O. J. Voelcker, C.B.E., Director of Agriculture.
73. Dato Abdullah bin Isa and eight others.
74. Secretary-General, U.M.N.O.
75. The President, Perak Malay Teachers' Association, Batang Padang Branch, Tapah.

## APPENDIX II—(cont.)

## SOURCES OF MEMORANDA RECEIVED—(cont.)

76. The Honorary Secretary, Perak Malay Teachers' Association, Kampong Gajah Branch.
77. Students of the Sultan Idris Training College, Tanjong Malim.
78. U.M.N.O., Kuala Langat Branch, Banting.
79. The Honourable The State Secretary, Trengganu and nineteen others.
80. U.M.N.O., Port Dickson Branch.
81. Che Emby bin Halim and residents of Kolim.
82. Che Abdullah, Bukit Mertajam.
83. The District Officer, Segamat.
84. The Malay Youth Association, Kelantan.
85. U.M.N.O., Kampong Bahru Branch.
86. District Officer, Yen, Kedah.
87. District Officer, Kuala Selangor.
88. The Honourable Mentri Besar, Pahang.