

REPORT OF
THE EDUCATION REVIEW
COMMITTEE
1960

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1960

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MEMBERS OF THE COMMITTEE

1. The Hon'ble the Minister of Education, Enche' Abdul Rahman bin Haji Talib (*Chairman*),
2. The Hon'ble Tun Leong Yew Koh, S.M.N. (Minister of Justice),
3. The Hon'ble Enche' Mohd. Khir Johari (Minister of Commerce and Industry),
4. The Hon'ble Dato' Wong Pow Nee, P.M.N. (Chief Minister, Penang),
5. The Hon'ble the Assistant Minister of Education, Capt. Abdul Hamid Khan bin Haji Sakhawat Ali Khan, J.M.N., J.P.,
6. The Hon'ble Enche' V. Manickavasagam, J.M.N. (Assistant Minister of Labour),
7. The Hon'ble Enche' Koh Kim Leng, M.P.,
8. The Hon'ble Enche' Mohd. Dahari bin Haji Mohd. Ali, M.P.,
9. The Hon'ble Enche' Abdul Ghani bin Ishak, A.M.N., M.P.

The Committee appointed five Consultative Committees listed in Appendix 1. The Chairmen of these Committees (Enche' T. Eames Hughes, Chairman of the Administration, and of the Finance and General Consultative Committees; Enche' D. H. Christie, Chief Education Adviser, Chairman of the Professional Consultative Committee; Enche' Abdullah bin Sahat, Deputy Secretary to the Ministry, Chairman of the Consultative Committee on Islamic Religious Instruction and Enche' K. Arianayagam, Director of Teacher Training, Chairman of the Supply and Training of Teachers Consultative Committee) attended meetings of the Committee in an advisory capacity. The Secretary of the Committee was Enche' G. M. T. Osborn. D.S.O., D.S.C. Co-ordination of the work of the Consultative Committees and servicing, research and drafting work for the Review Committee were the responsibility of Enche' T. Eames Hughes, Permanent Secretary to the Ministry of Education.

The Chairman and the Committee record their appreciation of the work done by these Officers, by the Rapporteurs and members of the Consultative Committees, and by the staff of the Ministry of Education.

They also wish to thank Dr. A. Oppenheim, Vice-Chancellor of the University of Malaya, for the help he gave to the Finance and General Consultative Committee.

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REPORT OF THE EDUCATION REVIEW COMMITTEE, 1960

CHAPTER I PROCEDURE

Constitution and Terms of Reference

We were appointed by the Government of the Federation of Malaya in February, 1960, with the following terms of reference:

“To review the Education Policy set out in Federal Legislative Council Paper No. 21 of 1956 (the Report of the Education Committee, 1956) which was approved in principle by resolution of the Federal Legislative Council on the 16th of May, 1956, and in particular its implementation so far and for the future; to consider the national and financial implications of this policy including the introduction of free primary education; and to make recommendations.”

Consultative Committees

2. The Government authorised the Minister of Education, Chairman of the Committee, to appoint, after consultation with the Committee, Consultative Committees to whom the Committee could refer specific issues for investigation and report. Five Consultative Committees were appointed:

The Professional Consultative Committee.

The Finance and General Consultative Committee.

The Administration Consultative Committee.

The Supply and Training of Teachers Consultative Committee.

The Consultative Committee on Islamic Religious Instruction.

3. The composition of these Consultative Committees is shown in Appendix No. 1.

Meetings held

4. Meetings of the Review Committee were held as follows:

First Meeting	...	March the 17th
Second Meeting	...	March the 31st
Third Meeting	...	May the 5th
Fourth Meeting	...	May the 19th
Fifth Meeting	...	June the 2nd
Sixth Meeting	...	June the 16th and 17th
Seventh Meeting	...	June the 30th, 1960

5. The Consultative Committees held meetings as follows:

Professional	...	13th April; 22nd April; 27th April, 1960
Finance and General	...	9th April; 21st April; 28th April; 7th June, 1960

Administration ...	12th April; 23rd April, 1960
Supply and Training of Teachers	11th April; 14th April; 26th April, 1960
Religious Instruction ...	1st March; 23rd and 24th March; 14th April; 29th and 30th April, 1960

Representations Received

6. The Committee invited representations from the public and in particular from recognised bodies of teachers or others engaged in the administration of education. 126 such memoranda, listed in Appendix No. 9 were received, and copies of each one were circulated to all members.

7. The Committee decided that it was impracticable to examine each individual memorandum in detail at its meetings. In order to ensure that each memorandum received proper consideration and that all important points were eventually brought to its notice, the Committee agreed that each member would draw attention to any particular points in any memorandum which he considered should receive further examination. The Secretary would then arrange for the appropriate Consultative Committee to report on these matters or place them directly on the Agenda for a subsequent meeting. In addition the Committee directed the Secretary to analyse the memoranda and to ensure that every important policy representation received consideration by the Committee either directly or after examination and report by the appropriate Consultative Committee.

8. By these methods we are satisfied that all memoranda submitted have received due study and attention from the Committee. We wish to express our gratitude to all those who wrote to us and so greatly assisted our deliberations.

Official Papers

9. At our request the Ministry of Education submitted a number of papers for our consideration. These are listed in Appendix No. 10, together with the reports of the Consultative Committees.

CHAPTER II

IMPLEMENTATION SO FAR OF THE EDUCATION POLICY RECOMMENDED IN THE 1956 REPORT

10. We are required by our terms of reference to consider the implementation so far of the education policy recommended in the Report of the Education Committee, 1956 (Federal Legislative Council Paper No. 21 of 1956) which was approved in principle by resolution of the Federal Legislative Council on the 16th of May, 1956.

11. In order to comply with this part of our terms of reference we have examined carefully both the objectives of the 1956 policy and the action since taken to pursue them, as well as the measures taken to implement specific recommendations. The results of our investigations are recorded in this Chapter.

Main objective of the 1956 policy

12. The main objective of the 1956 Report, indicated in the terms of reference, was to establish "a national system of education acceptable to

~~the people of the Federation as a whole which will satisfy their needs and~~

promote their cultural, social, economic and political development as a nation, having regard to the intention to make Malay the National Language of the country, whilst preserving and sustaining the growth of the language and culture of other communities living in the country". This is stated to be the educational policy of the Federation in substantially the same words in Section 3 of the Education Ordinance, 1957.

13. In our view the 1956 Committee succeeded in recommending an educational policy which was national in its scope and purpose, while at the same time preserving and sustaining the various cultures of the country.

14. Primary education in each of the four main languages of the country is provided in the language-medium of the parent's choice in primary schools receiving full assistance. Full assistance means that the entire cost of these schools is met from public funds. Faith is thus kept with the promise to preserve and sustain the four main languages and cultures of Malaya.

15. At the same time, as recommended in 1956, common syllabuses and timetables have been promulgated for use in all schools including these primary schools so that whatever language is used, all pupils learn the same things in the same way with the object of fostering a national Malayan outlook.

16. In these ways, the desires of Malaya's main racial groups are reconciled with the needs of the Malayan nation, in primary schools attended by all the nation's children.

Requirements of a policy "acceptable to the people as a whole"

17. The 1956 Report (paragraph 186) expressed the belief that "an education policy 'acceptable to the people as a whole' must provide for at least two things: it must satisfy the legitimate aspirations of each of the major cultural groups who have made their home in Malaya and it must offer the prospect of a place in a school for every child born in this country"

of languages and cultures other than Malay and English in fully-assisted secondary schools, goes as far as is reasonably possible for a national Malayan system to go in satisfying the needs of our various peoples.

A place in a school for every child

21. The second essential singled out in the 1956 Report was that an education policy acceptable to the people as a whole must offer the prospect of a place in a school for every child born in this country. We are proud to record that, as from 1958, this objective has been achieved in our country. Every child in the school year immediately following his sixth birthday can now find a place in the primary school of his parents' choice.

The "ultimate objective"

22. The 1956 Report declared that "The ultimate objective of educational policy in this country must be to bring together the children of all races under a national educational system in which the national language is the main medium of instruction, though we recognise that progress towards this goal cannot be rushed and must be gradual".

Progress towards the "ultimate objective"

23. We have investigated carefully what progress has been made towards this ultimate objective. The Education Ordinance, 1957, in Section 5 laid upon the Minister of Education the duty of securing the progressive development of educational institutions where the national language is the medium of instruction.

24. We find that progress since 1957 has been chiefly at secondary level where 135 classes using Malay only for 4,953 pupils have now been established. These classes are attached mainly to existing English medium secondary schools, thus following the recommendation quoted in paragraph 22 of bringing together for education the children of all races.

25. Some of the pupils in the newly established Malay secondary classes will take the Lower Certificate of Education in Malay this year. The Federation of Malaya Certificate of Education will be set in Malay in 1962, as soon as the pupils in the Malay medium secondary classes, first established in 1958, reach this level.

26. We understand that the Government has asked the University of Malaya to consider the feasibility of introducing the Malay medium into University courses with the ultimate aim of evolving a bilingual University in Kuala Lumpur.

27. As regards the conversion of Government Malay primary schools into Standard or National schools, effort has necessarily been concentrated during the first three years on producing teachers appropriately trained for this. The first training course, which takes three years, could only be completed by the end of 1959. The process of converting these schools as recommended in the 1956 Report could not therefore start before 1960. Two out of every three of the primary teachers trained under the new training arrangements are now being posted to these schools, in accordance with paragraph 57 of the 1956 Report.

28. We agree that it is realistic in seeking to promote the use of the National Language as the main medium in the educational system to accord first priority to the improvement of standards in existing Malay primary schools, namely to converting such schools to standard schools as defined in the 1956 Report. Nearly half of all primary pupils are in Malay-medium

schools and it is clearly in the interest of these schools and of their pupils to improve teaching standards in them and so to facilitate the passage of pupils educated at primary level in Malay to secondary and higher education. This process will eventually make possible the development of educational institutions at all levels wherein the national language is a medium of instruction.

29. We have been informed that there is a heavy demand for trained teachers of the National Language in non-Malay schools, which is now a compulsory subject from the beginning of the course in all schools and a vital feature of the national system.

30. In view of these requirements, to which we agree that priority is rightly being accorded, and taking into account the limitations of the rate at which teachers can be adequately trained, we note that it has not yet been possible to provide appropriately trained teachers to start converting former Government primary schools into Standard, or National, schools. We understand that the Minister of Education intends as from 1961 to introduce Malay medium streams into these schools as and when suitable teachers become available and we recommend that this should be done gradually.

Summary of specific 1956 Recommendations

31. As we are bound by our terms of reference to examine the implementation so far of the 1956 education policy, we now examine one by one the main recommendations of the 1956 Report as summarised in paragraph 183 of that Report. In the following paragraphs the summarised 1956 recommendation is stated at the head of the paragraph and the rest of the paragraph states briefly what has since been done to carry out the recommendation.

Ministry of Education

Recommendation (a): Education policy in general to be directed by the Minister, who will also be responsible for secondary education, teacher training and other matters.

32. (a) Under the Constitution of the Federation of Malaya, Articles 74 and 80, legislative and executive authority for education now rests wholly with the Government of the Federation. Under the Federation of Malaya Agreement, 1948, such authority rested with State and Settlement Governments except in matters of policy common to any two or more of the States and Settlements.

(b) The Education policy of the Federation is defined in Section 3 of the Education Ordinance, 1957, as follows:

“The educational policy of the Federation is to establish a national system of education acceptable to the people as a whole which will satisfy their needs and promote their cultural, social, economic and political development as a nation, with the intention of making the Malay language the national language of the country whilst preserving and sustaining the growth of the language and culture of peoples other than Malays living in the country.”

(c) Under Section 5 of the Ordinance it is the duty of the Minister to secure the effective execution of the Education policy of the Federation.

(d) Under the direction of the Minister, the Ministry is directly responsible for secondary education, post-secondary education, technical education (other than trade schools), the training of teachers and the conduct of examinations as well as for the control and payment of grants to Local Education Authorities.

Local Education Authorities

Recommendation (b): *Local education authorities to be established and to be responsible for primary and trade education.*

33. (a) Local Education Authorities have been set up in all States and in the Kuala Lumpur local authority area.

(b) Grants to Local Education Authorities are controlled and paid by the Minister under the Schools (Financial Assistance) Regulations, 1958.

The Inspectorate

Recommendation (c): *Establishment of an Independent Inspectorate.*

34. (a) The Federal Inspectorate of Schools was set up in December, 1956 and the recommendations in paragraph 45 of the Report of the Education Committee, 1956, have been implemented except that the selection, promotion and discipline of the Inspectorate is handled by the Public Services Commission and not by a Special Board, and that recruitment has so far been confined to Government teachers pending the formal establishment of the unified teaching service.

(b) The following table shows visits and inspections of schools carried out in the period 1957 to 1959:

		Full Inspection		Subject Inspection		Visits only
1957	...	225	...	69	...	33
1958	...	282	...	79	...	356
1959	...	92	...	28	...	528

(c) There are some 5,400 schools in the Federation subject to inspection. In order to deploy staff to the best advantage it was decided to decrease full inspections in order to increase visits.

(d) Owing to a shortage of funds and of fully qualified recruits, the Inspectorate is still too small to cover effectively all the 5,400 schools in the Federation, only some one-third of which have so far been inspected or visited. The present establishment of the Inspectorate is one Chief Inspector, 4 Divisional Inspectors and 24 Inspectors, giving an Inspector/pupil ratio of approximately 1 : 50,000, which is not satisfactory.

The Teaching Profession

Recommendation (d): *Radical re-organisation of the teaching profession.*

35. (a) The principle of a unified teaching profession has been accepted by the Government and the details of the unified salary scale have been under consideration in the National Joint Council for Teachers, established under Section 98 (1) of the Education Ordinance in August, 1957, to advise the Minister on the salaries, allowances and conditions of service of teachers.

(b) A large measure of agreement has now been reached on the proposed unified scale and it is hoped that it will be finalised before the end of 1960.

(c) *Legislation:*

L.N. 312/57	...	The Education (National Joint Council for Teachers) Regulations, 1957.
L.N. 392/58	...	Corrigendum to above.
L.N. 62/59	...	The Education (National Joint Council for Teachers) By-laws, 1959.

Boards of Managers/Governors

Recommendation (e): *Boards of Managers or Governors for all schools.*

36. (a) Of the total number of Assisted Schools (4,684) on 15th May, 1960, the position was as follows:

Type of Schools	Total No. of Schools	No. of Schools with Boards and Approved Instruments, or Instruments pending approval	No. of Schools whose Instruments have been submitted to C.E.O.'s but not yet to M. of E. and which are awaiting clearance	No. of Schools without Boards or Instruments
Malay medium ...	2,338 ...	482 ...	863 ...	913 I* 80 B
Chinese medium ...	1,066 ...	257 ...	290 ...	495 I 24 B
Tamil medium ...	811 ...	226 ...	335 ...	83 I 167 B
English medium ...	469 ...	166 ...	237 ...	43 I 23 B
TOTAL ...	4,684 ...	1,131 ...	1,725 ...	1,534 I 294 B

(b) Progress in approving Instruments of Management/Government has been slow for the following reasons:

- (i) Instruments prepared and submitted by the Boards to the appropriate authorities have to be checked by the Registrar to ensure that they are in accordance with the law and the Regulations and the directions of the Minister.
- (ii) Delaying tactics have been adopted by many present Managements since they are reluctant to relinquish any degree of control under the approved Instruments which lay down new rules for the composition of Boards and require the appointments of representatives of the Minister or of the Local Authority.
- (iii) It is difficult particularly in the more isolated part of the rural areas to find suitable persons for appointment to the Boards.

(c) *Legislation:*

- L.N. 33/58 ... The Assisted Schools (Management) Rules, 1958.
 L.N. 34/58 ... The Assisted Schools (Instruments of Management/Government) Rules, 1958.
 L.N. 35/58 ... The Schools (Financial Assistance) Regulations, 1958.

The Schools

Recommendation (f): *Two kinds of schools only— independent or assisted primary schools and independent or direct grant secondary schools. All assisted and direct grant schools to be treated alike as regards grants.*

NOTE: * I denotes schools without Instruments. B denotes schools without Boards.

37. (a) This recommendation has been implemented except that under Sections 26 and 37 of the Ordinance, primary and secondary schools other than Standard or Standard-type primary schools or National-type secondary schools are receiving partial assistance for such period as the Minister deems sufficient to enable such schools to conform to the full requirements of the new legislation.

(b) All former Government schools are now fully assisted schools.

(c) There are a number of higher educational institutions, teacher training colleges and training schools administered by other Ministries which have been exempted from the Education Ordinance, 1957, either in whole or in part.

Conversion of Primary Schools to Standard/Standard-Type Schools

Recommendation (g): *Conversion of existing primary schools to standard schools (Malay medium) and standard-type schools (Kuo-Yu or Tamil or English medium) all with teachers similarly trained. Continuance of non-standard primary schools to be permitted with Government assistance as at present during the transitional period.*

38. The first batch (1,500) of Standard and Standard-Type trained teachers from Day Training Centres and Training Colleges have recently completed a 3-year course and have been posted to Primary Schools throughout the Federation. Progress in converting primary schools to Standard Schools (Malay medium) and Standard Type Schools (Kuo Yu or Tamil or English medium) must depend entirely on the output of these trained teachers. It is clear from paragraphs 57, 153 and 183 (g) of the 1956 Report that the basic criterion of "standard" and "standard-type" schools is that they should be wholly staffed by teachers trained to this standard. We understand that it is the intention of the Minister to hasten the establishment of "standard" and "standard-type" schools as so defined by selecting particular schools for complete staffing by these teachers as from 1961. (See also paragraphs 27 to 30.)

Malay and English Compulsory Subjects

Recommendation (h): *Malay and English to be compulsory subjects in all primary and secondary schools. Instruction in other languages to be made available in primary schools when needed.*

39. Under the Schools (Courses of Studies) Regulations, 1956, the timetables and the subjects to be taught in all primary and secondary schools were laid down as notified in G.N. No. 494 of 11th February, 1957, now superseded by G.N. 1815 of the 14th May, 1959. Under these directions Malay and English are compulsory subjects in all primary and secondary schools. Instruction in other languages means instruction in Kuo Yu and/or Tamil in primary schools where the normal medium of instruction is neither of these languages, or instruction in Tamil when Kuo Yu is the normal medium of instruction and vice versa. Such instruction has been given in so far as suitable teachers have been available, under the terms of paragraph 63 of the 1956 Report, when the parents of 15 children from any one school request such instruction. While we note that there has been a shortage of such suitable teachers in the past we recommend that in future the Ministry should make every endeavour to provide them when required.

National Type Secondary Schools

Recommendation (i): *The establishment of one type of National secondary school open to all races by competitive selection and with a common syllabus, a flexible curriculum permitting the study of all Malayan languages and cultures and room for diversity in the media of instruction.*

40. (a) At the beginning of 1960, there were 168 fully-assisted National-type secondary schools, 41 partially-assisted secondary schools and 153 independent secondary schools.

(b) The partially-assisted secondary schools were maintained by the Minister under Section 37 of the Ordinance whereby he is empowered to maintain secondary schools for such period as he deems sufficient to enable them to conform to the requirements of the National-type secondary school.

(c) In 1958, secondary classes in the medium of the National Language were set up for the first time and there are now 135 of these classes containing 4,953 pupils.

Lower Certificate of Education and Federation of Malaya Certificate of Education

Recommendation (j): *The introduction of the Lower Certificate of Education and the Federation of Malaya Certificate of Education to be taken by candidates from all secondary schools.*

41. (a) The Lower Certificate of Education was introduced on an experimental basis in November, 1956. The experiment proved successful and in 1957 and thereafter the certificate has been awarded every year and the examination has also been used for the purpose of selecting pupils for further secondary education.

(b) The Lower Certificate of Education may be offered either in the National language or in English. Entries for the full certificate for the years 1957 to 1959 were as follows:

1957	...	16,822
1958	...	22,014
1959	...	22,436

(c) The Federation of Malaya Certificate of Education was taken for the first time in 1957. It is at present set in English but will also be set in Malay as from 1962. The following figures indicate the increasing use which is being made of this examination:

Year	S.C. alone	F.M.C. alone	S.C./F.M.C. combined
1957	6,608	273	2,032
1958	7,198	105	2,885
1959	6,889	192	5,061

(d) These examinations are open to private candidates without any age limit, subject to qualifying tests for candidates for the F.M.C.E. and O.C.S.E. Pupils taking them from assisted schools must, however, be of the correct age for Form III or Form V.

Post-Secondary and Further Education

Recommendation (k): *Provision for post-secondary education, and further and part-time education.*

42. (a) The policy in respect of Sixth Forms which was current at the time of the Report of the Education Committee 1956 has been continued, and in the past three years there has been gradual expansion of VIth Forms at selected centres where staff of the required calibre are available. In order to cater for deserving pupils from States where there are no VIth Forms, two residential hostels were built—one at the Penang Free School and the other at the Victoria Institution in Kuala Lumpur. In 1958 the University of Malaya adjusted its academic year to fit in with the school terms. This permits pupils in VIth Forms to complete two full years of VIth Form education following which they can sit for the full Higher School Certificate examination.

(b) The following table gives details of VIth Form enrolments in the period 1957-1960:

	Boys	Girls	Total
1957, ...	671	194	865
1958 ...	1,022	332	1,354
1959 ...	1,091	394	1,485
1960 ...	1,163	402	1,565

(c) The Further Education Scheme which was worked out in 1957 was launched in early 1958, and has developed on a substantial scale to deal with:

- (i) Over-aged pupils,
- (ii) Those who have been unable to continue their education in regular schools,
- (iii) Those who are in employment and wish to improve their status and raise their standard of general, technical or commercial education, and
- (iv) Those who wish to study the National language.

(d) No fees are charged in National Language classes which range from Std. I to Form V.

(e) Pupils may enrol for individual subjects or for full courses. The latter provide minimum courses leading to the award of certificates in public examinations, i.e., the Lower Certificate of Education, the Federation of Malaya Certificate of Education, and the Higher School Certificate.

(f) The medium of instruction to be used, the range of classes, the places where they are to be established, and the subjects to be taught are determined by popular demand.

(g) Expansion in Further Education is as shewn in the following table:

Year	Total number of Centres	No. of Classes (all media)		Total number of Classes	Total enrolment
		Primary and Secondary	H.S.C.		
1958 Dec. ...	112	501	39	540	10,807
1959 Dec. ...	136	540	74	614	23,569
1960 Mar. ...	207	1,020	117	1,137	32,362*

Technical Education

Recommendation (l): *Technical Education should be organised and developed on three levels:*

- (a) *Technical Colleges;*
- (b) *Technical Institutes;*
- (c) *Trade Schools.*

43. (a) The 1956 Report proposed the establishment of 14 Rural Trade Schools by 1960. Owing to the shortage of capital funds in 1958 and 1959, only 8 such schools will be operating by the end of this year.

(b) These schools have now been re-named Sekolah² Lanjutan Kampong and offer a three-year course at secondary level leading to the Lower Certificate of Education. The courses have been planned to have a strong rural bias with instruction in handicrafts, elementary agriculture, elementary horticulture, animal husbandry and housecrafts. The main medium of instruction is Malay.

* In 1960 some 23,000 pupils are studying the National language.

(c) In 1956 there were 4 Junior Technical (Trade) Schools and two of these, as proposed in the 1956 Report, have been converted to Technical Institutes. It has been found that the remaining two are unsuitable for conversion.

(d) It has also been found that there is a continuing demand for courses as provided in the Junior Technical (Trade) Schools which are basically pre-apprenticeship courses.

(e) The Technical College, Kuala Lumpur, has been developed and now provides the following courses:

- (i) Diploma courses in Engineering, Architecture and Surveying which train technical cadets for Government services.
- (ii) In 1960, courses are being started which will provide a five-year course leading to full professional qualifications in Engineering, Architecture and Surveying.
- (iii) A preliminary one-year course to facilitate the entry into the College course for pupils from remote rural areas who may be at a disadvantage in competing for entry on the results of the Federation of Malaya Certificate of Education or the Cambridge Overseas School Certificate examination.
- (iv) It is possible for those students who in the course of training obtain a Higher School Certificate to be transferred to the University to take the University degree course in Engineering.

Sizes of schools and classes and the problem of over-aged children

Recommendation (m): Control of the sizes of schools and classes and a careful and gradual solution of the problem of over-aged children.

44. (a) It has not been found possible to adhere to the limit of 40 pupils per class as prescribed by the Schools (General) Regulations, 1951. Permission to raise the maximum number to 44 was first given to Chinese schools and as from 1957 all Primary Schools were allowed up to 50 pupils as the maximum in Standards I, II and III.

(b) As far as it has been practicable, the recommendations in the 1956 Education Report have been followed with regard to the size of new schools, i.e., approximately 600 pupils in separate sessions. Owing to the pressure for school places and the scarcity of suitable sites it has not always been found possible to adhere strictly to this limit in crowded urban areas.

(c) The application of the rules recommended in Appendices 5 and 6 of the 1956 Report has resulted in bringing the matter of over-aged children in schools under control, although the problem has not yet fully worked itself out owing to the continued presence in schools of some children who were admitted or retained, when over-aged, in past years.

Re-organisation and expansion of arrangements for the training of teachers

Recommendation (n): As in paragraphs 122-127, 136-144 and 149-152 of the 1956 Report.

45. (a) 12 Day Training Colleges and Centres have been established for training teachers, with basic L.C.E. qualification, for Standard and Standard-type Primary Schools. It has been found necessary to modify the 1956 recommendation that this course should be one-year full-time, followed by two years part-time, training. As it was not possible in some centres to provide sufficient facilities for teaching practice for the large number of teachers-in-training the course is now a two-year full-time one followed by a

one-year part-time course for those teachers doing their teaching practice. This is in fact a better training course than the one recommended in the 1956 Report.

(b) In addition, 3 residential training colleges have been converted for the training of teachers at the same level for Primary schools.

(c) The annual output from these colleges and centres is at present approximately 1,500.

(d) In view of the time lag in producing a sufficient number of primary teachers trained under the above arrangements, existing teachers in non-standard Malay schools are being trained by correspondence at the rate of about 1,000 per annum.

(e) For secondary schools, approximately 450 teachers for the lower forms complete their training annually at the Malayan Teachers Colleges at Penang, Brinsford and Kirkby. The leases for Kirkby and Brinsford expire in 1962 and 1964 respectively. Construction of one replacement in Malaya starts in 1960.

(f) The Language Institute now produces 120 newly qualified language teachers per annum and this output will later be increased to 150. The demand for trained teachers of the National Language, however, far exceeds the supply.

Common-content Syllabuses and Time-tables for Schools

Recommendation (o): Orientation of all schools to a Malayan outlook by the introduction of common-content syllabuses and time-tables for schools.

46. The major part of the work of preparing and issuing common-content syllabuses for use in schools has been completed. Syllabuses were promulgated by the Minister on the advice of the General Syllabuses and Time-tables Committee and its working parties for whose work this Committee desire to express gratitude. Syllabuses have been issued for all compulsory subjects. The Committee agrees that the few remaining syllabuses for optional subjects still to be prepared can best be undertaken by the Ministry as and when the need arises, in consultation with any interested party.

The National Language

Recommendation (p): Measures for fostering the development of the national language and promoting a better knowledge of it among all who live in the Federation.

47. (a) The following steps have been taken since 1956:

- (i) The National Language is a compulsory subject at all levels in all primary and secondary schools;
- (ii) Secondary classes taught through the medium of the National Language have been set up [see paragraph 40 (c) above];
- (iii) in addition to English, with effect from 1960 the Lower Certificate of Education Examination will be set also in the National Language;
- (iv) a pass in the National Language is a compulsory requirement in the Lower Certificate of Education examination;
- (v) all non-Malay pupils are required to enter for the National Language in the Malayan Secondary Schools Entrance Examination;

- (vi) classes in the National Language are provided free of charge in the Further Education Scheme (*see* para. 42);
 - (vii) the National Language is a compulsory subject in all teacher-training courses;
 - (viii) arrangements are in hand to hold the Federation of Malaya Certificate of Education Examination through the medium of the National Language in 1962.
- (b) Recommendations for further steps in future will be found in paragraph 300.

New Legislation

Recommendation (g): *Repeal of the Education Ordinance, 1952 and the introduction of new legislation.*

48. (a) The Education Ordinance, 1952, was repealed upon the bringing into force of the Education Ordinance, 1957, on 15th June, 1957. The Registration of Teachers Ordinance, 1957 was brought into force on the same day.

(b) In addition, Regulations, Rules and Orders as listed in Appendix No. 8 have been made.

Implementation of Section 49 of the Ordinance

49. Section 49 of the Ordinance lays down that where in an Assisted School there are 15 or more pupils professing the Islamic religion, such pupils shall be instructed by a religious teacher approved by the State authority in the tenets of that religion for at least two hours each week within the hours of general instruction.

50. In 1957, the Minister set up a Special Committee to explore ways and means of achieving early implementation of this Section, in particular sources of recruitment for trained teachers.

51. The work of this Committee was held up partly as a result of changes of personnel within the Ministry and also because of the time it took to finalise the syllabuses of Islamic Instruction in primary and secondary schools with the Standing Committee on Religious Affairs of the Conference of Rulers.

52. The Ministry Committee was recently revived and we agreed to treat it as one of our consultative committees. Our recommendations for implementing Section 49 of the Ordinance will be found in Chapter XVI.

Dewan Bahasa dan Pustaka

53. The 1956 Committee noted that steps were being taken to set up a Language and Literature Agency in the Federation.

54. We are happy to note that the Dewan Bahasa dan Pustaka is now well established as an independent corporate body set up by law (Ordinance No. 25 of 1959) and is playing a foremost part in the development of the National Language.

Board of Education

55. The 1957 Ordinance (Section 11) provided for the establishment of a Board of Education. This is dealt with in paragraphs 240 to 242 of Chapter XIII.

Expansion 1955-1960

56. The following summary shows the increases in school teachers and pupils between 1955, the last full year before the 1956 policy was adopted, and 1960.

SCHOOLS, TEACHERS AND ENROLMENTS—1955-1960

	PRIMARY				SECONDARY			
	Assisted		Independent		Assisted		Independent	
	1955 (Sept.)	1960 (Jan.)	1955 (Sept.)	1960 (Jan.)	1955 (Sept.)	1960 (Jan.)	1955 (Sept.)	1960 (Jan.)
Schools ...	4,136	4,465	590	517	252*	209	118	177
Teachers ...	23,267	37,646	1,350	1,277	2,215	4,390	465	1,230
Pupils ...	719,282	1,079,005	73,761	59,214	59,818	116,280	17,501	40,694

Conclusion

57. As a result of the survey which we have made of the implementation of the policy recommended in the 1956 Report, we wish to record our opinion that that policy has been faithfully and successfully carried out within the limits imposed by financial stringency in 1958 and 1959 and by the sheer magnitude of the many-sided task.

58. We consider that these manifold tasks have been tackled in the correct order and that the three fundamentals of the new policy have already been resolutely accomplished. These three fundamentals were the introduction of Malayan syllabuses common to all schools; the establishment of teacher training arrangements on a scale which would enable the expanded education programme to be carried out; and the provision of a place in a primary school using the language medium of the parents' choice for every Malayan child of primary school age.

59. This chapter also shows that progress has been made in implementing other important recommendations such as the establishment of Local Education Authorities, Boards of Managers or Governors, and the Inspectorate of Schools; in the expansion of Technical and Further Education; in the development of secondary education, including secondary education in the medium of the National Language and the conversion of some secondary schools to fully assisted schools.

60. Though much, indeed a remarkable much, has been done in three years, there is still more that needs to be done in the fields of technical, commercial and secondary education, in implementing Section 49 of the Ordinance, and in providing appropriately trained teachers, as intended by the 1956 Report, for establishing more standard, or national, primary schools. We are making recommendations to these ends later in this Report.

61. As regards the development of the Malay language, with the intention of making it the National Language of the country, we consider that the measures so far taken as mentioned in paragraphs 23-30, 38, 39, 40, 41, 42 (c), (d) and (g), 43 (b), 45 (d) and (f) and 47, above represent firm initial steps in the process of giving the National Language its rightful place in the educational system but there is still a long road to travel before the ultimate objective of making the National Language the main medium of instruction in all schools can be fully realised.

* Includes 85 post-primary Malay and Indian schools which were classified with secondary schools.

CHAPTER III

OUTLINE OF RECOMMENDED FUTURE DEVELOPMENT

Present Policy Generally Sound

62. After examining the implementation of the policy recommended in the 1956 Report and considering the representations submitted to us we are satisfied that the main features of the 1956 policy are suited to the present needs of this country.

Chief Developments Proposed

63. The time has come, however, to march forward along the path then laid out. The chief developments that we propose are:

- (a) that the school-leaving age should be raised to 15 (*See* Chapter IV),
- (b) that universal free primary education should be introduced as from 1962 (*See* Chapter V).

FEATURES OF THE PRESENT POLICY TO BE RETAINED

64. We recommend that the basic features of the present education structure mentioned in the next fifteen paragraphs should be retained.

The Control of Education Policy

65. We agree that executive and legislative authority in all educational matters should rest with the Federal Government and that educational policy in general should be directed by the Minister (*see* also paragraph 80).

The Schools

66. We agree that the system of having two kinds of schools only, namely independent or assisted primary and secondary schools should continue.

Secondary Schools

67. In the case of secondary schools we consider that these schools should be either fully assisted or independent and that the present system of partially assisted-secondary schools should after due notice be discontinued. This means that all secondary schools will be either national or national-type fully-assisted schools on the one hand or independent non-assisted secondary schools on the other; in the fully-assisted secondary schools the main medium of instruction will be one of the two official languages although provision will be made for the study of other languages. This matter is dealt with in more detail in Chapters VIII and IX.

Primary Schools

68. For primary schools we consider that "assisted schools" must continue for a time to include partially assisted as well as fully assisted schools. These points are dealt with in greater detail in Chapter VI.

Boards of Managers and Governors

69. We consider that this system should be continued. This subject is dealt with in Chapter XII.

Common-content Syllabuses and Time-tables

70. We agree with the 1956 Report that this is a crucial feature of the education system and that all schools whether assisted, partially assisted or independent, must, unless specifically exempted under statutory authority

similar to that contained in Section 114 of the present Ordinance, observe syllabuses and time-tables as approved by the Minister under the Schools (Courses of Studies) Regulations, 1956.

Malay and English Compulsory

71. We agree with the 1956 Report that both these subjects must be compulsory subjects in the curriculum of all schools. We accept the advice of the Professional Consultative Committee that this should be done as follows:

- (a) that the national language shall be taught from Standard I in all (i.e. assisted, partially assisted and independent) English, Tamil and Chinese primary schools;
- (b) that English should be taught in all national schools from Standard I;
- (c) that in all Chinese and Tamil primary schools, a third language, i.e. English, shall be brought into the curriculum in the third year of the course and that the time spent on English in the third to the sixth year of the course in these schools should be increased so that the pupils, at the end of the primary course, reach the same standard in English as pupils in the Malay medium primary schools who have been taught English as from Standard I;
- (d) we recognise that the rate of implementation of these recommendations must depend upon the supply of suitable teachers. We recommend however that the objectives should be as stated, that the policy should be implemented as soon as possible and that it should be applied as soon as may be possible in all schools fully-assisted, partially assisted, and independent, in that order.

Public Examinations

72. We recommend that the examinations for the Lower Certificate of Education and the Federation of Malaya Certificate of Education should be continued, that they should be held only in the medium of the two official languages of the country, and that all fully assisted secondary schools should be required as a condition of assistance to prepare their pupils for these examinations. This matter is dealt with in more detail in Chapter IX.

Post Secondary Education

73. In so far as this means education in the Sixth Forms of secondary schools after completion of the normal secondary course culminating in the Federation of Malaya Certificate of Education or the Overseas School Certificate we recommend that the policy referred to in paragraph 42 should continue and that every effort should be made to provide more residential hostels attached to established secondary schools so as to increase the opportunities for higher education for pupils from remote areas. The concentration of Sixth Form education at selected centres will also make the most economical use of staff qualified to teach Sixth Forms, which is in very short supply.

Further Education

74. We consider that good progress has been made, as reported in paragraph 42, in developing the further education scheme recommended in the 1956 Report along sound lines, and that this scheme should be developed and should continue to include free national language classes.

Sizes of Schools and Classes

75. As stated in paragraph 44 above it has not been possible to adhere in all cases to the limit of 40 pupils per class. While we consider that the aim should be to keep to this limit in all cases and even to lower it, especially in secondary schools, we recognise that this is a counsel of perfection which cannot be put into practice during a period of rapid expansion. We recommend therefore that the Registrar should continue to have discretion in respect of the permissible size of classes up to the limits already allowed as indicated in paragraph 44.

76. We agree with the 1956 Report that new schools or additions to existing schools should normally be limited to 600 pupils in separate sessions. We recognise however that especially in crowded urban areas it may not be possible to adhere strictly to this limit and we recommend that any relaxation of it should be subject to the approval of the Minister in each case.

Over-aged Children

77. We are satisfied that the imposition of the age limits defined in Appendices 5 and 6 of the 1956 Report has gone a long way towards disposing of this problem, though it will still take some years to work itself out completely [*see* paragraph 44 (c)]. We recommend that age limits should be applied as set out in Appendices 5 and 6 of this Report.

78. We note that educational facilities are available for over-aged children either in independent schools or in further education classes. We therefore consider that the age limits in Appendices 5 and 6 of this Report should be strictly enforced in all fully-assisted and partially-assisted schools provided that in very special circumstances individual exceptions may be allowed at the discretion of the Minister.

The Teaching Profession

79. We support the principle of a unified teaching profession on one national salary scale along the general lines recommended in the 1956 Report. We consider that finalisation of the details of this scheme which is now under discussion in the National Joint Council for Teachers should be left to that Council whose advice should as under present legislation require the approval of the Minister.

RECOMMENDED CHANGES FROM PRESENT POLICY

Local Education Authorities

80. We recommend that the system of Local Education Authorities should be suspended and that responsibility for primary education should rest with the Minister acting through the Ministry, Chief Education Officers and Boards of Managers (*see* Chapter XI).

The Inspectorate

81. We agree fully with the principle of an independent Federal Inspectorate but at the same time recommend the modifications of the system set out in Chapter XVIII.

OTHER NECESSARY DEVELOPMENTS

Technical Education

82. We consider that the developments already initiated (*see* paragraph 43) at secondary level and in the Technical College are well conceived. The priority requirement over the next few years appears to be a substantial expansion of Sekolah² Lanjutan Kampong. These matters are dealt with in detail in Chapter XIV.

Teacher Training

83. We consider that good progress has been made with the reorganisation and expansion of arrangements for the training of teachers, a pre-requisite for the implementation of the recommendations of the 1956 Report. We do not consider that any fundamental change is required in the framework of this training but an expansion of existing arrangements will be necessary in order to deal with increasing school populations, with the developments recommended in this report in particular the raising of the school-leaving age to 15, and the expansion of Sekolah² Lanjutan Kampong. These matters are dealt with in Chapter XV.

Muslim Religious Instruction

84. The implementation of Section 49 of the Ordinance (*see* paragraphs 49-52) is dealt with in Chapter XVI.

CHAPTER IV

RAISING THE SCHOOL LEAVING AGE AND THE NEW STRUCTURE OF THE EDUCATIONAL SYSTEM

Present Structure

85. The present structure of our school system is as follows:

- (a) a place in a primary school of the language medium of the parents' choice is offered to every child in the school year after his sixth birthday;
- (b) the primary course lasts for six years and all pupils are promoted from one standard to the next at the end of each year;
- (c) pupils thus normally complete the primary course in their twelfth year when they sit for the Malayan Secondary Schools Entrance Examination. Pupils still under 13 at the beginning of the next school year are however allowed to stay in the primary school for another year and to have a second attempt at this examination;
- (d) after completing the primary course, a few pupils may enter a three-year vocational course in Sekolah² Lanjutan Kampong, which is directed mainly towards training in rural skills and will culminate in an appropriate version of the Lower Certificate of Education Examination;
- (e) other pupils qualify through the Malayan Secondary Schools Entrance Examination for places in secondary schools of a more academic type;
- (f) in these schools they study for three or four years (according to whether they pass through a "Remove" class when there is a change in the medium of instruction as between the primary and the secondary schools) for the Lower Certificate of Education. Thereafter about two-thirds complete the full secondary course and take the Federation of Malaya Certificate of Education and/or the Overseas School Certificate at the end of the full secondary course in the fifth or sixth year.
- (g) After this, and after taking also the Sixth Form entrance examination, the better pupils are admitted to Sixth Form for a two-year course leading to the Higher School Certificate. Pupils who gain the required units in this examination can qualify for admission to the University of Malaya and to Universities abroad.

Chief defect of the present system

86. The most unsatisfactory feature of this system is that most children end their formal education at the age of 12 or 13.

87. In 1960, approximately 35% of pupils who had completed the primary course in 1959 found places in secondary schools. But the proportion of pupils entering primary schools who can as things are at present be found places in secondary schools is much less than this—not more than one in six or seven. The explanation of this is that wastage in primary schools was greater before the days of automatic promotion (since 1957) and, also, that before 1957/58 many children of primary school age could not find places in primary schools at all. We thus have the paradox that although the number of places in secondary schools has been more than doubled since 1955 the chances of obtaining such a place are now less than they were for the individual primary school entrant.

88. Children at the age of 13 are too young for any normal and legal form of employment outside their own families. This creates a menacing social problem. We are therefore unanimously of the opinion that the first priority in the development of our educational system must be the raising of the school-leaving age and that the target must be to raise it to 15.

Proposed remedy

89. After consulting the Professional and the Finance and General Consultative Committees we, therefore, make the following recommendations :

- (a) that as at present places in primary schools should be found for all children in the calendar or school year immediately following their sixth birthday;
- (b) that a six-year primary course, with automatic promotion at the end of each year from one standard to the next, should be provided (our reasons for recommending the continuance of automatic promotion are in Chapter VII);
- (c) that at the end of the six-year primary course all pupils who wish to do so should sit the Malayan Secondary Schools Entrance Examination;
- (d) that the best 30% of the pupils (taken as a whole) as shown by this examination should enter the existing secondary schools including Sekolah² Lanjutan Kampong;
- (e) that a new type of secondary education (referred to in this Report for clarity's sake as post-primary education) for three years should be offered to the remaining 70% of primary pupils;
- (f) that education in secondary (academic) schools should continue to follow the present pattern, i.e. three or four years up to the Lower School Certificate of Education, then two more years for pupils who qualify through this examination to go on to the Federation of Malaya Certificate of Education and/or Overseas Certificate of Examination and then further selection for Sixth Forms.

90. A suggestion was made to us that the percentages mentioned in paragraph 89 (d) and (e) should be applied separately to each language-medium type of primary school. We do not support this suggestion. It would infringe the principle of equality of opportunity which should hold in a national system.

The New Post-Primary Schools

91. We recommend that these schools should provide a new three-year post-primary course. This course will be voluntary.

92. We envisage these schools as fully-assisted schools directly administered by the Minister, but we see no objection to independent non-assisted schools of this type provided they offer courses approved by the Minister and observe all other statutory requirements applicable to independent schools.

93. The new post-primary course will not prepare pupils for the Lower Certificate of Education Examination. Its main purpose is to raise the school-leaving age to 15 and so to provide nine years of education for all those pupils who do not qualify for full secondary education including the Sekolah² Lanjutan Kampong. There will be a three-year course after the end of the six-year primary course with a pronounced vocational content which will help these pupils to acquire manual skills which they will be able to apply according to their environment, whether urban or rural. In the early stages the teachers for these schools will be under training themselves and for this reason it will be necessary for the curriculum, to begin with, to consist largely of the basic subjects of the normal secondary academic course, suitably modified to make the course more practical. There will in fact always be a necessity for instruction in some academic subjects but as time goes on the emphasis on vocational aims should increase and this can be done as teachers are specially trained for service in these schools (*see* paragraphs 262 and 266). There should be arrangements whereby in a few exceptional cases selected pupils from the post-primary schools who exhibit a suitability for secondary education can be transferred to secondary academic schools or to secondary trade schools, but great care would have to be taken in selecting such pupils. Normally transfers to secondary (academic) schools would take place not later than the end of the first year of the post-primary course, and transfers to secondary trade schools at the end of the third year.

94. The post-primary course should include some features of the Sekolah² Lanjutan Kampong type of course and in particular would embrace handicrafts for boys and housecrafts for girls.

95. In those cases where the pupil has to change from another language medium to Malay or English upon entering the post-primary schools, it would be necessary in the first year in the new schools to concentrate effort on instruction in one of these languages and the curriculum could be so arranged. The maximum duration of the course would however be limited to three years and the system would not incorporate an additional year in a "Remove" class.

96. The language medium of instruction would be Malay or English working towards Malay as the main medium of instruction as more qualified teachers become available. To begin with, pupils from Malay schools would go to Malay-medium post-primary classes, subject to the availability of suitable teachers, and pupils from English-medium primary schools would go to English-medium post-primary schools. Pupils from other primary schools would have a choice of post-primary schools, subject to the schools available in their home areas. The long-term policy however should be to develop post-primary schools mainly in the medium of the national language. Instruction in other language subjects would be made available.

97. Daily hours of instruction should not be as long as in existing secondary schools and should be such that when new schools are built it will be possible to have two sets of pupils, one in the mornings and one in the afternoons, taught by one set of teachers but with a higher pupil teacher ratio than in the academic secondary schools.

98. In order to enable a gradual start to be made of this new type of course, using existing facilities, we propose:

- (a) that some of the present classroom accommodation in existing secondary schools should be used temporarily in the afternoons to accommodate classes of pupils taking the new post-primary course;
- (b) that, during the transition period only, and until a sufficient supply of adequately trained teachers becomes available, teachers in training should teach these classes in the afternoons and themselves attend Teacher Training classes in the mornings.

99. We agree with the Professional Consultative Committee that the arrangements proposed in the previous paragraph should be regarded as emergency measures. They will result in an overcrowding of existing secondary school accommodation and will cause some interference with the work and other activities of the present secondary schools; they should thus continue only for a limited period until new school buildings can be erected.

100. We would recommend that, subject to the availability of capital and recurrent funds, the new secondary or post-primary course should be introduced with effect from January, 1962, so that the full three-year course would be in operation in 1964. The estimates provided by the Finance and General Consultative Committee (*see* paragraph 319 and Appendix No. 2) assume that this will be the case.

101. If the Government decides on financial grounds that this programme is impracticable it would be possible either to shorten the duration of the course or to introduce the second and third years at later stages. The Professional Consultative Committee does not advise the former and the latter would not permanently solve the recurrent financial problem though it would spread out the capital cost over a longer period.

102. Another possible way of raising the school-leaving age would be to raise the entry age for primary schools while leaving the primary course at its present length of six years. This device would enable the school-leaving age to be raised to 15 with a shortened post-primary course, thus substantially reducing the cost. The Professional Consultative Committee however strongly advises against this course as educationally most undesirable. We agree.

103. It is however our unanimous view that the raising of the school-leaving age is the most urgent present requirement of educational policy, and we are also unanimously of the view that the best way of doing this would be by the early introduction of a three-year post-primary course along the lines we have suggested, and if possible as from January, 1962. We consider that first priority in educational development should be given to this proposal and we would even reluctantly agree, if absolutely unavoidable, to discard some of our other proposals in favour of this one.

Sekolah² Lanjutan Kampong

104. Our proposal is that these schools should henceforward be included in the secondary schools system. It follows from this that they should be administered directly by the Minister and not by Local Education Authorities, if our recommendation that the latter should be suspended (*see* Chapter XI) is not accepted.

105. It will, in our view, be advantageous for all types of secondary education to be administered by the same authority. Furthermore these schools are potentially of the greatest importance in the education system; they are however likely to be comparatively few in number (though we

understand that the Minister of Education is seeking to increase substantially the number of these schools under the Second Five-Year Plan proposals of his Ministry) and experimental in character for some years. We thus consider that it is desirable in the interests of balanced development, economy and efficiency for them to be, at any rate for the time being, under central control. If this recommendation is accepted existing legislation will have to be amended.

106. The point was raised during our discussions of whether the assumption by the Minister of responsibility for these schools would result in a total drying-up of capital contributions for their establishment by State Governments. We see no reason why this should necessarily be so—though we note that no such contributions have yet been made. State Governments would not be precluded, if they so wish, from making capital contributions towards the establishment of Sekolah² Lanjutan Kampong within their own boundaries. We consider that if and when this is done, there should be no discrimination against such State-built schools when the Ministry is deploying suitably-trained staff.

Other Secondary Schools

107. As stated in paragraph 89 (f) we do not recommend any change in the pattern of education in secondary schools of the academic type. Attention however is invited to our recommendations in Chapter VIII.

General Considerations

108. We have recommended that 30% of pupils should proceed to secondary education, including Sekolah² Lanjutan Kampong. We agree with the 1956 Report (paragraph 74) that only a proportion of primary pupils are intellectually capable of deriving maximum benefit from full secondary education and that it is important that this fact should be generally acknowledged.

109. It is also right for us to acknowledge that at first sight a proportion of 30% for secondary education, even assuming that 3% to 5% will go to vocational secondary education in Sekolah² Lanjutan Kampong (this is the practical limit in the foreseeable future) appears to be a generous proportion.

110. It must be remembered however that, under our proposals, not more than about 18% (out of the total 30%) will continue their secondary education beyond the third year, or beyond their fifteenth year of age. This is because the normal Sekolah² Lanjutan Kampong course only lasts three years (though some of the better pupils will continue their education in secondary trade or technical schools or in upper secondary schools) and because only about two-thirds of other secondary pupils will proceed beyond the Lower Certificate of Education, taken at the end of their third (or fourth) year.

111. Furthermore, the pressure of a steadily increasing population and an expanding economy will tend to sustain an increasing demand for persons educated at least to secondary level and to an extent greater than in a country where population and economic conditions are more stable. We therefore think it prudent for this country to cast its net for secondary education as wide as practicable especially in the immediate future.

112. We consider that our recommendations, viewed in this light, are realistic as compared with practice in other enlightened countries and provide the method most advantageous for the nation of seeking to meet what we regard as the first priority in the development of our educational system, namely the raising of the school-leaving age.

CHAPTER V

FREE PRIMARY EDUCATION

The problem referred to us

113. We are required by our terms of reference to consider the national and financial implications of the introduction of free primary education. The 1956 Report also recommended that this should receive consideration when its proposed policies were re-examined in the light of experience.

Present situation

114. Fees, when paid, are now charged at the rate of \$2.50 per month (\$30 per annum) in fully-assisted primary schools and at the rate of \$5.00 per month (\$60 per annum) in fully-assisted secondary schools.

115. In partially-assisted (English and Chinese) schools, higher fees are paid up to about \$4 per month in primary schools and up to about \$15 per month in secondary schools. Fees in independent schools are higher still, ranging to about \$20 per month in some secondary schools.

116. No fees are charged in Malay medium or Tamil medium assisted primary schools. Free places in primary schools are carried over to secondary schools or classes.

117. At present pupils in Sekolah² Lanjutan Kampong pay fees of \$3 per month, less 10% of the enrolment who get free places. It is intended that the principle of carrying over free places from primary to secondary schools shall also be made applicable to these schools as from January, 1961.

118. Free places in all types of schools are awarded in cases of need up to a maximum of 10% of the enrolment.

119. The result of these arrangements is that about half of all primary school pupils already receive education without paying fees. The total amount of school fees collected in fully-assisted primary schools in 1959 was \$12,125,050.

Recommended Future Policy

120. We have carefully examined several alternative schemes worked out for our consideration by the Finance and General Consultative Committee, in respect of rates of school fees and free places in the future.

121. The principles we have decided to adopt are that primary education should be free in all fully-assisted schools; that some increase in fees in secondary schools would be justified (the rates of school fees have not been changed for a generation); and that as an incentive to the development of education in the national language no fees should be charged in national schools and classes after the primary level.

Detailed Application of this Policy

122. We recommend that these principles should be applied as follows :

- (a) that education in all fully-assisted primary schools shall be free with effect from the 1st of January, 1962. By free we mean free of school fees;
- (b) that this free education shall mean that the six years primary course only shall be free. There would be no retentions in any class or standard in primary schools (*see* Chapter VII);
- (c) that at the end of the six-year primary course all pupils who so desire may proceed to post-primary schools or submit themselves for selection by examination for secondary schools including

Sekolah² Lanjutan Kampong (*see* paragraph 89). No pupil will remain in a fully-assisted or partially-assisted primary school for longer than the six years of the normal primary course;

- (d) that no fees shall be charged in Malay-medium post-primary schools;
- (e) that fees of \$5 per month shall be charged in other (i.e., English medium) post-primary schools, but that there shall be an allowance of free places not exceeding 10% in these schools in cases of real need;
- (f) that no fees shall be charged in Sekolah² Lanjutan Kampong;
- (g) that no fees shall be charged to pupils in Malay-medium secondary classes or to pupils from "Special Malay" primary classes moving to fully-assisted secondary schools and that there shall be a further allowance of free places not exceeding 10% of the enrolment in fully-assisted secondary schools, on proof of need;
- (h) that other pupils in fully-assisted schools, not included in (g) above, shall pay fees of \$5 per month while in a Remove Form; of \$7.50 per month in Forms I to III inclusive; and of \$10.00 per month in Forms IV, V and VI.

123. We would like to emphasize that our recommendation embraces all these proposals taken together and that we would not advocate universal free primary education except in conjunction with the rates of fees and exemptions which we have proposed in fully-assisted post-primary and in fully-assisted secondary schools.

Powers to Declare Primary Education Compulsory

124. If these proposals are accepted, free primary education for six years could be made not only universal but also compulsory, and we recommend that the Education Ordinance should be amended to enable the Minister to declare that free primary education shall be compulsory when, and for as long as, he is satisfied that there are enough places in fully-assisted primary schools.

Costs

125. The cost of these proposals is shown in Appendix 2 and Tables 2 and 12 therein show the estimated amount of revenue from school fees under the above proposals. The estimated revenue from secondary school fees (only) namely \$15 million in 1962 after making allowance for free places as proposed, approximates to the total revenue from school fees in both primary and secondary fully-assisted schools in 1959 (\$14.86 million).

CHAPTER VI

PRIMARY SCHOOLS

Intentions in 1956

126. One of the main intentions of the 1956 Report was to improve standards in what were formerly called vernacular schools.

127. This was to be done by raising the qualifications of the teachers. Teachers were to be provided for standard and standard-type schools with a basic educational qualification of the Lower Certificate of Education, to which would be added a three-year teacher training course organised by the Ministry.

128. The basic distinguishing mark of standard and standard-type schools was to be that all the teachers in them would have been trained to this standard (*see* paragraph 38). A Malay primary school would not be a standard primary school, and an English, Chinese or Tamil, primary school would not be a standard-type primary school, in the sense of the 1956 Report, unless each was staffed by teachers trained as stated in the previous paragraph. The 1956 Report referred to all other primary schools as "non-standard" primary schools.

129. This particular target of improving standards in primary schools, although clearly one of the chief intentions of the 1956 recommendations, has since been somewhat outshone by the greater urgency of finding a place in a primary school for every child and by the glow of the ultimate objective of making the national language the main medium of instruction in all schools. Also the provision of appropriately trained teachers for all standard and standard-type primary schools is necessarily a slow process: only at the end of 1959 did the first batch of 1,500 teachers so trained emerge from their training courses.

The present position

130. There are in fact, as yet, no standard or standard-type primary schools in the true sense of the 1956 Report, and increasing population pressure on primary schools is such that even with the expanded teacher training arrangements proposed in Chapter XV, the shortage of suitably qualified teachers will not be completely surmounted even in twenty years, as is shown by Table No. 18 of Appendix 4.

Policy for the immediate future

131. The process of providing appropriately trained teachers for primary schools is now, however, under way as from this year when the first batch of teachers have taken up their posts. Over the next twenty-two years the production rate will increase and the shortage will drop as shown in the Table quoted in the previous paragraph.

132. During this period however there will be a gradual improvement and all primary schools will be getting nearer to the ideal standard or standard-type school. This will represent real progress.

Development of primary education in the national language

133. We consider that simultaneously with this general improvement of all primary schools in four different languages, a process which keeps faith (*see* paragraph 14) with the promise to preserve and sustain the cultures of all communities, there must also be a real effort to extend primary education in the national language. Not only must standards in Malay-medium primary schools be improved but primary education in Malay must also be made available to more children by the introduction, for a start, of Malay-medium streams in what were formerly Government English primary schools. This is an essential move towards the ultimate objective of making Malay the main medium of instruction in all schools.

134. We understand that the Minister intends to introduce national language streams in former Government primary schools as from the beginning of 1961, and that the Ministry is now conducting a survey of teachers employed in former Government (non-Malay) primary schools and in other fully-assisted primary schools to ascertain how many of these teachers are able to teach through the medium of Malay.

Names and types of schools

135. We recommend that fully-assisted Malay medium primary schools, now known as standard schools, should be known in future as national schools or Sekolah² Kebangsaan and that other fully-assisted primary schools should be known as national-type schools or Sekolah² Jenis Kebangsaan.

136. At the same time we think that it should be remembered that none of these schools will be national or national-type schools in the full sense intended by the 1956 Report until all the teachers in them are of the standard mentioned in paragraph 127 above.

137. It will be a very long time before every primary school in the country can be fully staffed in this way. But we feel that the objective must be resolutely pursued in order to establish and maintain a uniform and satisfactory standard in all fully-assisted primary schools. These schools are the foundations upon which our whole national education system is built and it is essential that these foundations should be of equal strength in all forms of fully-assisted primary schools so that all children may have an equal start in education.

138. Fully qualified primary teachers of the new type have only just begun to emerge from the Training Colleges and Centres. Inevitably, therefore, they will be spread thinly through schools for many years. We understand however that the Minister, in certain selected schools, intends in the near future to establish national and national-type primary schools that are wholly staffed by appropriately-trained teachers. We agree that these model primary schools should be set up as examples of what all fully-assisted primary schools will eventually become. We also consider that in order to improve education in the rural areas it will be necessary to provide teacher's quarters for remote schools.

Grouping of schools

139. The 1956 Report (paragraph 64) recommended that small primary schools should, where possible, be grouped into larger units: the stated intention was to facilitate language teaching.

140. Experience has shown that grouping of schools is desirable also for other reasons and can do much to solve the staffing problems of small schools and to improve standards.

141. We understand that the Minister has for these reasons adopted a policy of grouping schools but that there are many obstacles, of capital funds, of teacher's quarters, of sites and of buildings, against rapid progress. We strongly recommend that this policy be vigorously pursued.

Transport to grouped schools

142. We would like to make one suggestion: that it should be accepted that statutory grants to grouped schools should include provision for the transport of pupils in appropriate cases. Grouping is most necessary in isolated rural areas including estates and cannot succeed unless arrangements are made for enabling pupils, without additional expense to themselves, to get to their new school. Our proposal would apparently be permissible under Section 46 of the present Ordinance.

Partially-assisted primary schools

143. In Chapter VIII we recommend that partial assistance to "non-conforming" secondary schools shall be discontinued as from the end of 1961.

144. There are at present in all some 500 partially assisted primary schools. These consist of Ra'ayat schools, Estate schools, New Village schools and schools receiving assistance under the salary contribution grant-in-aid scheme.

145. We would recommend that all these schools should be invited to apply for full assistance as from January, 1962, assistance to them on the present scale being continued in the meantime.

146. It would, however, be totally unrealistic to expect that all these schools will be able to qualify for full assistance. Many of them are small schools situated in remote areas, the teachers are unqualified or under-qualified, many of the buildings are not up to standard and it is not in many cases possible to find experienced members for Boards of Management.

147. Only very few have the resources to become independent schools. No useful purpose would be served by trying to force them to become independent—this would tend to make an unsatisfactory state of affairs worse.

148. We consider that the only solution is to make it possible for these schools to continue to receive partial assistance after 1961. Each case would be considered on its merits and partial assistance would continue in cases where the Minister considers that adequate educational facilities cannot otherwise be provided in the areas concerned. We would recommend however that no new schools of the types mentioned in paragraph 144 above should be set up and that Registrars of Schools should not grant registration to any more of these schools.

CHAPTER VII

AUTOMATIC PROMOTION

Present arrangements

149. Under the recommendations of the 1956 Report (Appendices 5 and 6) no pupil shall spend more than one year in a standard of an assisted primary school or in a Form in an assisted secondary school except with the written approval of the appropriate authority. Provision is made however for exceptions according to age in Standard VI and Forms III and V.

Representations Received

150. Some members of the public who have submitted memoranda to us advocate the discontinuance of this system of automatic promotion. We note however that the majority of Teachers Associations support its retention. We are aware that there is some public concern over this issue and we have given it the most careful consideration after obtaining the advice of the Professional Consultative Committee. The Professional Consultative Committee is unanimously and strongly in favour of automatic promotion. We are inclined to agree with them that much of the criticism against it arises from incomplete information about how the system operates.

How Automatic Promotion Works

151. Automatic promotion does not mean that there are or should be no form of internal examination until children reach Standard VI and have to sit for the Malayan Secondary Schools Entrance Examination. Neither does it mean that there are no examinations other than public examinations in secondary schools. Schools can and must hold tests to find out what progress pupils are making.

152. It is also essential that parents should be kept regularly informed of the progress of their children by being supplied with detailed reports from the school.

153. Furthermore all children should be taught in accordance with their ability and not in accordance with the standard in which they are placed. This can be done by group work in one-stream schools on the same principle as it is done by separate streams in multiple-stream schools. If this process is carefully carried out parents need have no fears that the slower children are at a disadvantage when they move up the school, as they should, with their own age group. Also it should be remembered that children develop at different rates.

154. Other considerations are that retentions for more than one year in particular standards or forms would tend to inflate the cost of education, and still further to overcrowd schools.

Express Classes

155. The Professional Consultative Committee advocates a system of "express classes" in both primary and secondary schools so that the more intelligent children can complete the primary course in five years instead of six and the first part of the secondary course up to the Lower Certificate of Education in two years instead of three.

156. If this system is adopted in any school we agree with the Professional Consultative Committee that there should be the safeguard that if any of the children from these "express classes" fail to qualify for secondary academic education through the Malayan Secondary Schools Entrance Examination taken at the end of their fifth (not sixth) year or should fail in the Lower Certificate of Education Examination at their first attempt then such pupils should be allowed to remain for one more year in either Standard VI or Form III as the case may be. (There would be no express classes in post-primary schools.)

Recommendations

157. We consider that the system of automatic promotion should be retained subject to reports (on standard forms to be devised by the Ministry for all assisted schools) being issued to parents not less frequently than once every term and to internal progress examinations being held annually. For the reassurance of parents, we invite attention to the facts that the best professional opinion (official and non-official) is firmly in favour of this system; that the teacher-training programme is now gaining momentum and will be further expanded under our recommendations in Chapter XV; and that in Chapter XVIII we are recommending ways of strengthening the inspection of schools. With better teachers and inspection, we are confident that the opinion of the Professional Consultative Committee that this system is in the best interest of pupils and schools will be vindicated.

CHAPTER VIII

ASSISTANCE TO SECONDARY SCHOOLS

The Present Situation

158. The 1956 Report (paragraph 39) recommended two kinds of secondary schools only:

- (a) independent schools (not receiving assistance from public funds); and
- (b) assisted schools called in the Report "direct grant schools".

159. Under Section 37 of the Education Ordinance, 1957, the Minister is responsible for continuing to maintain existing secondary schools which were in receipt of grant-in-aid or similar financial assistance from the Government on the 14th of June, 1957, subject to the proviso "that a secondary

school other than a national type secondary school shall be maintained only for such period as the Minister shall deem sufficient to enable such school to conform to the requirements of a national type secondary school”.

160. A system of partial grant-in-aid, which had been in use before the Education Ordinance, 1957, came into force, was accordingly continued as an interim measure. It is clear to us that it was not intended that partial assistance of this sort should be a permanent feature of the education system. It was to be a transitional arrangement until secondary schools fell clearly into one of the two categories mentioned in the first paragraph.

The Schools Concerned

161. There are, as this Report is being written, 41 secondary schools which are in receipt of partial assistance under these arrangements. The Committee has examined the position of these schools and considers that they have now been “ . . . maintained for such period as the Minister shall deem sufficient to enable such school to conform to the requirements of a national type secondary school”.

162. These schools do not at present conform fully to all the statutory requirements for Government assistance. The degree of non-conformity varies, but generally speaking it falls under some or all of the following: the school is not governed by a Board of Governors appointed under an Instrument approved by the Minister; time-tables, syllabuses and the length of courses, are not fully in accordance with requirements laid down by the Minister under the Schools (Courses of Studies) Regulations, 1956; the pupils are not prepared for the Lower Certificate of Education and the Federation of Malaya Certificate of Education Examinations.

Conclusion

163. In our view, secondary schools which do not conform fully to statutory requirements cannot reasonably expect to be subsidised indefinitely from Government funds.

Recommendation

164. We therefore recommend:

- (a) that those secondary schools which are still partially assisted should be informed that they will become eligible for and will receive full assistance with effect from the 1st of January, 1962, if in the meantime they have satisfied the Minister that they have made arrangements to conform fully as from that date or earlier with all current statutory requirements,
- (b) that partial assistance as at present should continue until the end of 1961,
- (c) that partial assistance should then be discontinued under Sections 37 and 39 of the Ordinance unless the school concerned has, in the meantime, satisfied the Minister that it has made arrangements to conform fully with all statutory requirements as from the beginning of 1962, or earlier, in which case full assistance may be granted under (a),
- (d) that schools which do not so satisfy the Minister should be regarded as independent schools ineligible for any assistance from Government funds as from the beginning of 1962.

Independent Secondary Schools

165. If any of the present partially-assisted schools decide to become independent schools as from the beginning of 1962 they would fall into the

same category as 122 English-medium, 29 Chinese-medium and 2 Tamil-medium secondary schools which are already independent and receive no Government assistance.

166. The 1956 Report contemplated the existence of such independent secondary schools and we agree that they do in fact serve a useful purpose. In the main they cater for pupils who are unable to obtain admission to fully-assisted secondary schools because they are overage for such school or have not qualified for them through the Malayan Secondary Schools Entrance Examination. Some of them do not qualify for assistance because their teachers are not appropriately qualified or because their buildings are inadequate.

167. We recommend that these independent secondary schools should be permitted to continue to play a part in the education system provided that (unless specifically exempted by the Minister under Section 114 of the Ordinance) they observe statutory requirements which are applicable just as much to them as to assisted schools. Such requirements include, *inter alia*, those relating to Boards of Governors constituted under approved Instruments of Government, the registration requirements of the Education Ordinance, 1957, the observance of common syllabuses, time-tables and courses of studies laid down by the Minister, the Education (Schools Discipline) Regulations, 1959, and statutory health requirements.

168. These requirements can be enforced by the Registrar-General of Schools on penalty of the cancellation of registration. We hope, however, that this sanction will never have to be used because as we have said the independent secondary school can play a useful part in the educational system. We are firmly of the opinion however that the schools, though "independent", should not remain completely outside the national system of education and that this can be secured by an enforcement of applicable statutory requirements, in particular those relating to common syllabuses and courses of studies.

169. If the registration of the school, whether assisted or independent, is cancelled for non-compliance with statutory requirements the school will have to close. We recognise however that it would not be desirable to make a school close down in this way unless places in other schools can be provided at once for the pupils concerned.

170. We are advised that an alternative and in most cases a more satisfactory method would be for the Minister to give directions under Section 9 of the Ordinance for the constitution of a new body of Governors under a fresh Instrument of Government issued in accordance with Section 43 (2). The effect of this would be to remove the control of a school from a Board of Governors who had failed fully to discharge the duties imposed by law upon them and to place the school under the control of new Governors who could be relied upon to observe statutory requirements. We recommend that the Minister should not hesitate to take such action whenever necessary.

CHAPTER IX

THE LANGUAGE MEDIUM OF PUBLIC EXAMINATIONS

Definition

171. By "public examinations" in this chapter we mean the Malayan Secondary Schools Entrance Examination, the Lower Certificate of Education and the Federation of Malaya Certificate of Education.

Malayan Secondary Schools Entrance Examination

172. The Malayan Secondary Schools Entrance Examination is set in the language which has been used as the medium of instruction in the primary schools. We consider that this system should continue.

Other Public Examinations

173. The examinations concerned are the Lower Certificate of Education and the Federation of Malaya Certificate of Education Examinations. These are official, national, public examinations. They are the linchpins in our national secondary system of education.

174. It is our unanimous view that these public examinations should be held only in the nation's official languages.

175. We have already explained in paragraph 18 our view that the only way to reconcile the existing basic objectives of education policy which are to create a national consciousness while at the same time preserving and sustaining the various cultures of the country, is to conduct education at primary level in the language of the family and thereafter to reduce the language and racial differential in our education system. For the sake of national unity, the objective must be to eliminate communal secondary schools from the national system of assisted schools and to ensure that pupils of all races shall attend both National and National-type secondary schools. An essential requirement of this policy is that public examinations at secondary level should be conducted only in the country's official languages. The way this can be done without hardship to pupils or teachers is set out in this Chapter and the next. We also wish to remark that the application of the policy which we recommend in what are now Chinese-medium secondary schools will enable non-Chinese to enter such schools; this development is highly desirable in the interests of national unity. It will also have the effect of opening a door to Chinese language and culture, taught by qualified teachers according to a national syllabus, for non-Chinese pupils.

176. It has been strongly represented to us from many quarters that public examinations should be conducted in the language medium of the secondary school. We agree with the principle underlying these representations. It is not reasonable to teach a child in one language and examine him in another.

177. The conclusion is that it is essential to equip the pupils in fully-assisted secondary schools with a good knowledge of Malay or English and mainly to prepare them for the examinations in the medium of one of these official languages. It is therefore essential that steps should be taken to facilitate a change in the language medium when pupils proceed from a primary school using one language to a secondary school using another.

178. This has been done for many years in the case of pupils from Malay schools going on to English-medium schools. Section 2 of a direction (G.N. 1815 of 14th May, 1959) made by the Minister under Section 3 of the Schools (Courses of Studies) Regulations, 1958, states "secondary schools shall provide a five-year course, provided that with the approval of the Minister there may be a 'Remove' class at the beginning of the course".

179. We have recommended in Chapter VIII that as from the beginning of 1962 secondary schools should be either fully-conforming and fully assisted or independent and that partial assistance to secondary schools should be discontinued.

180. We recommend that in fully assisted secondary schools a "Remove" Form should be provided for pupils who have received their primary education in a language medium other than that of the secondary

school. This form would concentrate mainly on instruction in Malay or English. The pupils concerned would already have studied both these languages for 6 or 4 years respectively in their primary schools. We have been advised that after the Remove Form they would be capable of absorbing instruction for a further 3 years mainly in Malay or English before taking the Lower Certificate of Education in one of these languages.

181. After passing through the Remove Form, pupils would be taught subjects other than language and literature subjects mainly in the medium of Malay or English. In the circumstances now prevailing in Malaya, however, we see no reason why additional explanations in some subjects should not be given in other languages so as to help both the teacher and the pupil.

182. It would be necessary to ensure that all fully-conforming secondary schools receiving full assistance should be supplied with trained teachers from the Training Colleges who can teach subjects at lower secondary level in the medium of Malay or English. Partially assisted secondary schools have not in the past been provided with such teachers.

183. We record our conviction that one of the most important requirements of a national education policy is that in return for full assistance Chinese secondary schools should train their pupils along the same lines as pupils in other fully-assisted secondary schools and that their pupils should take the same secondary public examinations in the same languages as pupils from other fully-assisted secondary schools.

184. If this policy is generally adopted in what have so far been partially-assisted Chinese-medium secondary schools, it will be possible, except in so far as independent Chinese-medium secondary schools continue, to do away with one of the most unsatisfactory aspects of the existing system whereby many pupils are at a permanent disadvantage with their fellows as regards employment prospects and develop an outlook fundamentally different from that of other Malaysians.

185. The result of this proposal will be that some of the teachers (many of whom are untrained or temporary) in schools which become fully-assisted, will be substituted by teachers trained by the Ministry. We consider, however, that it would be incumbent upon Government to safeguard the livelihoods of any teachers who can show that they have been established in the profession for a reasonable minimum period. We deal in some detail with this problem in the next chapter.

Pupils from Independent Schools

186. There will be no obligation for independent secondary schools to prepare their pupils for public examinations but any such pupils may voluntarily sit for these examinations. Any language-medium may be used in independent schools, provided current regulations about common syllabuses and courses of studies are observed. (See also paragraph 167.)

Recommendations

187. We propose that the policy recommended in this chapter should be implemented as follows:

- (a) that the present Chinese schools system of Junior Middle 1 to 3 and Senior Middle 1 to 3 should be discontinued as from 1961 in assisted schools (i.e. in all fully-assisted schools and in schools still partially assisted in 1961, after which we have recommended that partial assistance should be discontinued), and that instead a Remove class should be provided as the first year of the secondary course in all such schools;

- (b) that the organisation by the Ministry of examinations in Chinese, i.e. the Junior Middle III Examination, the Chinese Secondary Schools Promotion Examination, and the Chinese Secondary Schools Leaving Certificate, should be discontinued with effect from 1961 (i.e. they will not be held after 1960) except that the Chinese Secondary Schools Leaving Certificate Examination will be held in 1961 and 1962 for those pupils who are in Senior Middle II and Senior Middle I respectively in 1961;
- (c) that all pupils entering assisted schools [as defined in (a) above] as from 1961 should be prepared for the public examinations, i.e. the Lower Certificate of Education and the Federation of Malaya Certificate of Education (the former examination being taken at the end of the fourth year when the pupil passes through the Remove class and otherwise at the end of the third year);
- (d) that pupils in Junior Middle I and Junior Middle II in 1960 should be placed in Forms I and II, respectively, in 1961 and should sit for the Lower Certificate of Education in 1963 and 1962, respectively, thus enjoying an extra year of secondary education before taking that examination, this year being spent in a special language class;
- (e) that a generous proportion of college-trained teachers of general subjects and of languages should be posted by the Ministry as from 1961 to facilitate these developments;
- (f) that [subject to the exception in (b) above relating to the Chinese Secondary Schools Leaving Certificate in 1961 and 1962] there should be no public examinations after 1960 in assisted secondary schools other than the Lower Certificate of Education and the Federation of Malaya Certificate of Education and/or the Overseas School Certificate Examination;
- (g) that the Ministry of Education should not provide any examinations for independent schools although entries from independent schools will be accepted for the Lower Certificate of Education and the Federation of Malaya Certificate of Education/Overseas School Certificate Examinations;
- (h) that the Lower Certificate of Education and the Federation of Malaya Certificate of Education examinations shall be conducted only in the official languages.

188. We set out the effect of these recommendations in more detail and in tabular form in Appendix No. 7.

CHAPTER X

THE FUTURE OF TEACHERS FROM PARTIALLY-ASSISTED SECONDARY SCHOOLS

Safeguarding the livelihood of teachers

189. We have indicated in paragraph 185 above that we regard it as an obligation on Government to safeguard the livelihood of teachers affected by the implementation of the recommendations contained in Chapters VIII and IX. We have examined this problem with great care and sympathy.

190. If the schools concerned decide to reject the offer of full-assistance and become independent non-assisted schools the future of the teachers concerned is a matter between them and the Boards of Governors and we do

not consider that there is any Government responsibility so long as the teachers choose to remain in these schools.

191. If the schools concerned however decide in return for full assistance to become fully-conforming schools and to prepare their pupils for public examinations in one of the official languages there will have to be a modification of the language medium of instruction which will become increasingly either Malay or English, except when other language and literature subjects are taught.

How these teachers can continue to serve

192. Teachers of Chinese language and literature will, of course, still be required in these schools. Such teachers may, therefore, continue in their present employment.

193. It must be remembered in this connection that population pressure together with the stabilization of places in secondary schools at 30% of primary school leavers which we have recommended in Chapter IV will have the result of increasing the demand for secondary school teachers, and that it will not be possible immediately to provide a sufficiency of fully-trained teachers for all fully-assisted secondary schools. Many of the present teachers will, therefore, have to be retained in their present secondary schools. In such cases, under Section III, paragraph 4 of G.N. No. 1815 of 30-4-59, the Registrar may approve an adjustment of the schedule or timetable of the school according to circumstances but, of course, he will not do this to the extent of handicapping pupils in their preparation for public examinations.

194. Apart from this, we consider that the services of such teachers can also be used as follows:

- (a) as teachers of general subjects including Chinese language in Chinese-medium primary schools. Many of the present teachers in these schools have no qualifications and have only been teaching for a short time so that teaching can hardly be regarded as their vocation or permanent livelihood, and it would thus be no injustice or hardship to replace them by teachers who may have better academic qualifications or more experience;
- (b) as teachers of Chinese language and literature in any fully-assisted schools where there is a demand. Directions made by the Minister under the Schools (Courses of Studies) Regulations make provision in the time-tables of both primary and secondary schools for the teaching of Chinese to Chinese pupils. Little of such teaching has so far been arranged in the schools mainly concerned, namely English-medium primary and secondary schools, owing to the scarcity of teachers in these schools capable of teaching Chinese. If this part of the present education policy is to be fully-implemented, therefore, there will be many vacancies in English-medium primary and secondary schools for teachers of Chinese language and literature.

Teachers eligible

195. We consider that every effort should be made to provide further employment for genuine teachers. If, however, a teacher is untrained and has been employed as a teacher only for a short period it can scarcely be said that his profession is teaching or that his permanent livelihood is imperilled. We consider that the fairest way of dealing with this problem would be to adopt the rule that the teachers whose livelihood are to be safeguarded are those teachers who were teaching in partially-assisted schools at the time when full assistance was first offered to Chinese-medium secondary

schools (November, 1956) and who have served continuously since then, provided they are not aliens who have been teaching under Visitor's Permits. This would mean that teachers in newly conforming schools would be treated generally in the same way as the teachers in those schools which have qualified for full assistance since 1956/1957.

Teacher training

196. In addition we recommend that in suitable cases the Ministry should provide teacher training facilities for these teachers.

CHAPTER XI

LOCAL EDUCATION AUTHORITIES

1956 Recommendations

197. The 1956 Report recommended the establishment of Local Education Authorities to be responsible for primary and trade education. The Report envisaged that all Municipal Councils and such other local authorities as might be appointed as such by the Ruler or Governor in Council would be local education authorities, and that in other places Area Education Boards nominated or elected by local authorities in the area who are not themselves Local Education Authorities would be set up.

198. It was proposed that Local Education Authorities should be given powers to raise a local contribution for education, either by means of an education rate or by other approved methods and that Area Education Boards would decide the distribution of the financial burden within their areas; the local authorities therein would decide the manner of raising the assessed contribution.

Implementation of the 1956 Recommendations

199. In the Education Ordinance, 1957, provision was made for declaring any local authority to be a Local Education Authority; for the establishment of Joint Boards as the Local Education Authority for the area of two or more local authorities; for the constitution of Area Education Boards to be Local Education Authorities; and for the appointment of State Education Boards to be Local Education Authorities for every area within a State in respect of which a Local Education Authority in one of the other three categories mentioned had not been established.

200. In the event, one local authority, the Kuala Lumpur Municipal Council, has been declared to be a Local Education Authority; throughout the rest of the Federation, State Education Boards have been established as local education authorities in each State.

Reasons for establishing Local Education Authorities

201. The main reason for establishing Local Education Authorities was in order to associate local initiative with primary education. Another reason which carried some weight with the 1956 Committee was that it was thought that the establishment of Local Education Authorities would have the result of producing fairly substantial local contributions towards education by means of an education rate.

The present position of Local Education Authorities

202. There are now 12 Local Education Authorities in the Federation, all except one (in Kuala Lumpur) being State Education Boards.

203. It has been represented to us that at the present stage of educational development in Malaya, these authorities serve no useful purpose. We do not endorse this view and consider that some of the existing Local Education Authorities have done excellent work during the last two and a half years, substantiating the theory that there is value in associating local initiative with primary education.

Results so far

204. We feel, however, that it must be acknowledged that the system of Local Education Authorities has not worked out in quite the way anticipated by the 1956 Committee. It is clear that that Committee was thinking primarily in terms of Local Education Authorities based on local authorities, whereas in fact in all States of the Federation, and in all cases except one, Local Education Authorities are now based on State Governments.

205. Furthermore the hope that the establishment of Local Education Authorities would produce a substantial local contribution for education has not been realised. The total amount collected by way of an education rate throughout the Federation in 1958 was \$629,618. In 1959 it was \$2,439,403.

206. The cost of primary education (excluding Headquarters administration, teacher training and capital expenditure) in 1958 was \$101 million, and in 1959 \$110 million.

207. The Administration Consultative Committee has reported to us that even if the machinery for collecting education rates is improved and even if a rate not exceeding \$1 per acre on land outside local authority areas is also successfully collected under an amended version of Section 106 of the present Ordinance, then the total revenue from education rates is still likely to be insignificant in relation to the total cost of primary education.

208. Also, we note that Local Education Authorities themselves tend to add to the cost of primary education because of increased staff requirements, transport and subsistence allowances, etc.

209. It seems unlikely that the revenue from education rates will reach 5% of the cost of primary education in 1962, shown in Table 4 of Appendix 2, and there is little ground for hoping that this proportion will increase in succeeding years as the cost of primary education mounts each year.

210. Our conclusion is that the "local contribution" argument is of little weight in assessing the need for Local Education Authorities.

211. Furthermore we are advised that education rates can continue to be imposed and collected in any area irrespective of the existence of Local Education Authorities, though some amendments to current legislation will be necessary.

Alternative to Local Education Authorities

212. The alternative to primary education being administered by Local Education Authorities, now that executive responsibility for education rests constitutionally with the Federal Government, would be for primary education to be administered by the Minister, working through the Ministry, Chief Education Officers of States (who are officers of the Ministry) and Boards of Managers.

213. We are aware that this alternative would remove from the administration of primary education the participation of non-officials, except insofar as they take part as members of Boards of Managers of particular schools. The influence of good Managers can however permeate beyond their own schools.

214. We thus feel that if Local Education Authorities are abolished or suspended it would be advisable to set up in each State an advisory body for primary education.

215. Our carefully-considered opinion is that any disadvantage in discontinuing local participation in the direct administration of primary education is outweighed for the time being by the consideration that the immediate essential is the efficient and economical development of primary education according to a uniform and progressive pattern all over the country.

216. We believe, furthermore, that this development should be entirely free from political influence, except at the centre.

217. The pace of educational expansion and reform shows no signs of slackening and we consider that an overriding requirement at this stage is to keep the administration of primary education as simple as possible and free from any possibility of conflicting political pressures. At a later stage when greater experience has been gained in the operation of our new education system not only by the Federal Government but also by education administrators and teachers, by Boards of Managers, by parents and by the public in general, it might well be advantageous to revert to the system of local education authorities.

Recommendations

218. Our recommendations, therefore, are as follows:

- (a) that local education authorities should be suspended for the time being;
- (b) that, however, provision for the appointment of local education authorities should remain part of the law but that this part of the law should not be brought into force for the time being;
- (c) that, in the meantime, primary education should be administered directly by the Minister;
- (d) that the law should be amended as necessary to provide for the levying of education rates by the Minister or some other Federal authority, and that administrative and legislative arrangements for the collection of such rates should be made or initiated by the Minister in consultation with the appropriate State and Local Government authorities;
- (e) that pending the revival of local education authorities, State Education Advisory Boards should be established under new Federal legislation which would regulate the powers and composition of these Boards;
- (f) that if and when the local education authority system is restored, it would be advisable at any rate in the early stages not to institute local education authorities at levels other than those of States or of City/Municipal Councils; and
- (g) that the establishment of local education authorities by the State authority should require the agreement of the Minister, who is constitutionally responsible for education policy throughout the Federation, and that when State Education Boards are established as Local Education Authorities in future their members should be nominated by the State authority but that all such nominations should be subject to the approval of the Minister.

219. We record the recommendations as at (f) and (g) of the previous paragraph for consideration when the system of local education authorities is re-introduced. Experience so far suggests that these would be prudent safeguards which would assist the Minister in carrying out his statutory duties but, of course, we cannot now foresee clearly the situation which may obtain if and when the local education authority system is restored. Our immediate recommendations are as in the first five sub-paragraphs of paragraph 218. We elaborate on recommendation (e) in Chapter XIII.

CHAPTER XII

BOARDS OF MANAGERS AND GOVERNORS

Present powers of Boards—General

220. The present powers of Boards of Managers/Governors are based on Appendix No. 8 of the 1956 Report and are defined in the Instruments of Management/Government (which are required under the Ordinance for every school) and in the Assisted Schools (Management) Rules, 1958.

221. The Boards are responsible for the proper management of the school in accordance with current legislation and the approved Instruments of Management/Government for the school. They receive and administer the grant-in-aid paid by the local education authority (primary schools) or the Minister (secondary schools). The Head Teacher is responsible to the Managers or Governors for the discipline of the school and has control of the organisation of the school.

Powers of appointment

222. Head Teachers and other teachers are appointed by Boards of Management/Governors after advertisement and selection board procedure, except that:

- (a) the Minister or the Local Education Authority after consultation with the Board may require the appointment of a Government officer as Head Teacher in former Government schools (appointments involving promotion would in fact be made by the Public Services Commission);
- (b) the Minister may post teachers newly-trained by Government to any type of assisted school;
- (c) Head teachers in Catholic, Anglican and Methodist Mission Schools are appointed by the local head of the Mission subject to the conditions (in some cases) that the appointments of missionary teachers as head teachers are subject to the consent of the Minister or that (in some Catholic cases) the Head Teacher must be a member of the Order concerned.

Suspension and Dismissal of Teachers

223. Under the Assisted Schools (Management) Rules a teacher guilty of misconduct or failing to perform his duties in a satisfactory manner may be suspended by the Head Teacher but his salary and allowances continue until proceedings for dismissal have been concluded. We consider that this arrangement should remain as it is.

224. Any teacher can only be dismissed by a Board after due enquiry and with the approval of the Minister or the Local Education Authority as the case may be. This also applies to Head Teachers except to those who are under an additional discipline of their own Order.

225. As we have recommended in Chapter XI that Local Education Authorities should be suspended, the dismissal of all teachers including Head Teachers (with the exception noted in the previous paragraph) in future would require the approval of the Minister after the procedure for enquiry into the case required under the Assisted Schools (Management) Rules, 1958, has been carried out. We consider that this important safeguard must be retained.

Advantages of Boards

226. We have obtained from the Administration Consultative Committee a report on the functioning of Boards from which we agree that there are advantages in the system of Boards for all schools.

227. It is clear that without Boards a uniform system in all schools for the disbursement and control of statutory grants would not be possible. If Boards were abolished it would be more difficult and cumbersome to secure a voice in the day-to-day management of the schools for the owners or trustees of school property, and we agree that persons who have taken an interest in the management and progress of a school, and who may have contributed funds, should have a means of maintaining this interest and that this is best achieved through a statutory body with defined powers.

228. There is also the important consideration that it is through service on Boards of Management or Government that members of the public can best be introduced to the problems and aims of national education policy. Through such service, a pool of experience and knowledge can be created from which will become available suitable persons for appointment to Local Education Authorities, for various advisory education bodies and for all public agencies and political parties concerned with the formulation and improvement of national education policy.

229. We have in the previous Chapter recommended the suspension of the system of Local Education Authorities but we have not suggested that they should be abolished forever. When they are revived, it will probably be from the ranks of Boards of Managers/Governors that their most useful and experienced members can be recruited.

Proposed functions of Boards in the future

230. While we know the practical difficulties of establishing efficient Boards for each of 5,400 schools, many in remote areas, and while we realise that at present some Boards are more experienced and helpful than others, we consider it on the whole advisable to persevere with the system of Boards subject to the provisos:

- (a) that it should be permissible, especially in remote areas, to reduce the size of Boards and that the procedure for appointment, and the categories of persons to be appointed, to Boards should be made more flexible;
- (b) that appointments by Boards to posts of Head Teachers and other posts carrying special salaries or allowances outside the time-scale of the unified service should require the confirmation of the Minister.

A National Service Commission for Teachers

231. The establishment of a national service commission for teachers was very strongly advocated to us by Teachers Associations on the grounds that teachers have a special responsibility in the building of a united Malayan nation, and their task may be prejudiced by a discontented Education Service. The Teachers Associations consider that the best way of maintaining morale in the teaching profession would be to have a National Commission dealing with the appointment, suspension and dismissal of all teachers.

232. After discussion in the Administration Consultative Committee, it was eventually agreed that it would be impracticable to apply this proposal to all teachers. There are already some 45,000 teachers in the Federation and the number is increasing. If all appointments were to be dealt with by a Teachers Service Commission, even if this Commission were organised on a State or Regional rather than a National basis, long delays would inevitably arise in the making of appointments; also the procedure would be costly.

233. The Administration Consultative Committee, therefore, agreed that the proposal for a Teachers Service Commission could only realistically be considered in relation to promotion posts, i.e. head teachers and other superscale posts carrying salaries or allowances above normal unified service timescales.

234. We have considered the matter on this basis and while we are sympathetic to the point of view expressed on behalf of teachers, we are unable to support the proposal for a Teachers Service Commission even in this limited sphere.

235. The Commission would inevitably lead to delays and would increase the cost of education. Furthermore, many Boards of Managers and Governors in what were formerly non-Government schools have always had powers in relation to the appointment of staff, and we see no justification for stripping them entirely of these powers especially at a time when the unified teaching service is being introduced.

236. We also note that under the Assisted Schools (Management) Rules, 1958, all vacancies in the lay teaching staff of the school must be notified to the Minister and that the Managers/Governors can only proceed to fill the vacancy if the Minister has no person to nominate to it.

237. However, we wish to establish a procedure which will re-assure teachers and we, therefore, recommend that all appointments to promotion posts, i.e. posts of head teachers and other posts carrying special salaries or allowances outside the timescale of the unified service, while being dealt with in the first instance as now prescribed under the Assisted Schools (Management) Rules, 1958, and approved Instruments of Management/Government, should all be subject to confirmation by the Minister. We believe that this procedure will provide a safeguard for teachers against any unfair action by Boards of Managers/Governors.

Recommendations

238. We therefore recommend :

- (a) that the system of Boards of Managers and Governors constituted under approved Instruments of Management or Government should continue;
- (b) that the permissible size of Boards should be reduced and that the procedure for appointments to Boards and the categories of persons who may be appointed should be made more flexible;
- (c) that this should be achieved under Regulation 3 of the Assisted Schools (Instrument of Management/Government) Rules, 1958, under which the instrument for every school is required to be in a form approved by the Minister. We suggest that the Minister should, therefore, take steps to ensure that arrangements for appointments to Boards are more flexible than they are at present, and tailored as the Minister thinks appropriate to the needs of particular schools;
- (d) that while appointments shall continue to be made by Boards of Managers/Governors, appointments to those posts mentioned in paragraph 237 shall require the confirmation of the Minister;
- (e) that procedure as regards the suspension and dismissal of teachers including Head Teachers shall continue as at present (paragraphs 223 and 224) subject to the necessary modification mentioned in paragraph 225;
- (f) that subject to Instruments of Management or Government approved by the Minister there should be no discrimination in the appointment of any teacher, including head teachers, on grounds of religion or race.

CHAPTER XIII

NATIONAL AND STATE EDUCATION ADVISORY BOARDS

Introduction

239. In Chapter XI we have recommended that Advisory Boards for primary education should be set up in each State pending a resumption of the system of Local Education Authorities. In this Chapter we consider the necessity, in addition, for a national Education Advisory Board.

The Present Board of Education

240. Section 11 of the Education Ordinance, 1957, provides for the establishment of a Board of Education to advise the Minister upon such matters connected with education as it thinks fit and upon any questions referred to it by him.

241. The Education (Board of Education) Regulations, 1958, prescribe the composition and procedure of this Board. These Regulations provide for a balance of representation as between elected members of Parliament and representatives of Local Education Authorities who are elected members of State, Municipal or Town Councils, on the one hand, and experienced educationists on the other.

242. The Board however has not yet been formally constituted. We understand that this has been because of the difficulty of selecting the right persons, under the terms of the Education (Board of Education) Regulations, 1958, to serve on the Board.

Proposed Functions of the National Education Advisory Board

243. The present Board of Education has power to advise the Minister upon any matters connected with education as it thinks fit. This means that it can initiate action to make representations to the Minister on any educational issue. We are in some doubt as to whether such an arrangement will work smoothly as the Minister's responsibility is to Parliament and not to any other authority. Also we are inclined to question the suitability of the arrangement which provides for a balance of educational and political opinion on the present Board. We consider that it would be more appropriate and useful for the Board to consist mainly of experienced educationists and for its functions to be to advise the Minister only on matters referred to it by him.

Proposed Functions of State Advisory Boards

244. If State Education Advisory Boards are, at any rate temporarily, to replace State Education Boards, which were Local Education Authorities, we feel that these new Boards should have some power of initiating advice on primary education issues within their own areas. The Minister would consider such advice in its relationship to national education policy and to practice in other parts of the Federation: when appropriate, he would refer the issue for consideration by the National Education Advisory Board. This method would give the State Advisory Boards, within the limited field of primary education, greater freedom of action in initiating advice than we propose for the National Education Advisory Board but we think this would be justified as they would be dealing with the local application of a national policy and not with the policy itself which is a matter for the Minister and Parliament.

Recommendations

245. Our recommendations therefore are as follows:

- (a) that the functions of the State Education Advisory Boards recommended in Chapter XI should be advisory and should be confined to primary education only;
- (b) that these State Boards should be appointed by the Minister and may report to him on matters which can only be dealt with by Ministry or Government action;
- (c) that these State Boards should have no executive powers, but that they should have a right of making representations to the Minister on any matters they think fit which relate to primary education within the State, and which cannot be resolved at local level. This would be in addition to advising the Minister on any matters relating to primary education within the State referred to them by him;
- (d) that a National Education Advisory Board should be set up under new legislation;
- (e) that the National Board should be appointed by the Minister;
- (f) that the National Board should deal with all aspects of education (except matters pertaining to the University of Malaya), including general issues relating to primary education, provided such matters have been referred for its consideration by the Minister;
- (g) that both the National and the State Boards should consist of educationists and other persons chosen for their interest or experience in education.

CHAPTER XIV

TECHNICAL EDUCATION

1956 Recommendations

246. As mentioned in paragraph 43, the 1956 Report recommended the organisation of technical education on three levels, namely, Technical Colleges, Technical Institutes and Trade Schools.

Higher technical education

247. We consider that the Technical College, Kuala Lumpur, is developing on sound lines and we have no suggestions for alteration of the arrangements already made as described in paragraph 43 (e) of this Report.

Secondary technical education

248. We agree with a proposal from the Professional Consultative Committee that the two Junior Technical (Trade) Schools already converted into Technical Institutes [paragraph 43 (c) above] should revert to their former function and that the two Junior Technical (Trade) Schools which have been found unsuitable for conversion to Technical Institutes should remain as they are. Our reason for this is that it has been represented to us that the conversion of two of these schools has deprived industry of needed apprenticeship recruits, for whom there is a continuing demand, especially in the electrical and mechanical trades. It is also anticipated that there will be an increased demand for apprentices from the building trades.

249. We consider that there is need for more of these schools and we think that at least one school of this type should be built at a suitable centre on the East Coast.

250. At the same time we consider that Technical Institutes of the kind envisaged in the 1956 Report have a valuable part to play in the education system and in the economic development of the country. We therefore recommend that, to start with, four "Technical Institutes" should be built in Kuala Lumpur, Ipoh and Penang, and one other centre on the East Coast or in Johore.

251. We would also suggest that in future the institutions referred to in paragraphs 248 and 249 above should be known as "Secondary Trade Schools" and those in the previous paragraph as "Secondary Technical Schools". The education in both types will be at secondary level and although their functions are not identical, it is important that one category should not be regarded as superior or inferior to the other.

252. We recommend that the Secondary Trade Schools should recruit entrants from among boys who have completed nine years of education. It is considered that some boys who have completed the Sekolah² Lanjutan Kampong course would be very suitable for admission to these Schools. Boys from other schools might also be considered for entry provided they have had some training in handicrafts.

253. Selection for Secondary Technical Schools would be on the results of the Lower Certificate of Education examination from those who have qualified for further secondary education and have obtained credits in Mathematics and Science. The course at these schools would be a three-year course designed to prepare pupils either for diploma courses at the Technical College or to take courses leading to full engineering qualifications at the Technical College or the University of Malaya.

Secondary education in Sekolah² Lanjutan Kampong

254. As we have pointed out in paragraph 43 (a), only eight of the fourteen Rural Trade Schools recommended by the 1956 Report for establishment by 1960 will be operating by the end of this year.

255. These schools have been re-named Sekolah² Lanjutan Kampong and now offer a three-year course with a strong rural bias at secondary level leading to the Lower Certificate of Education.

256. We welcome this development and we consider that the number of these schools should be substantially increased and should include schools of this type for girls. We would like to see the number of these schools increase five-fold during the next five years.

CHAPTER XV

TEACHER TRAINING

Present Arrangements

257. Present teacher training arrangements are as follows:

- (a) Three residential Teacher Training Colleges and twelve Day Training Centres turn out General Purpose Teachers for primary schools at an approximate maximum rate of 2,000 per annum.
- (b) In addition, approximately 1,000 non-standard teachers are being trained by correspondence for Malay-medium primary schools.

- (c) Two residential Teacher Training Colleges at Penang and Brinsford Lodge produce 300 General Purpose Teachers for the lower forms of secondary schools.
- (d) The Language Institute, Kuala Lumpur, and Kirkby College turn out annually about 270 Specialist Teachers of Languages for primary schools and for the lower forms of secondary schools.
- (e) Teachers for the upper forms of secondary schools and lecturers for training colleges are recruited from University graduates with a diploma in education: the supply at present is very inadequate and the present shortage in assisted schools is about 1,000, only 480 being actually in service.

Proposed arrangements for increasing the supply of teachers

258. With the annual increase of pupils in schools due to the rising population (*see* Tables Nos. 1 and 16 of Appendix 2) and with the development proposals made in this Report, it is clear that there must be a substantial expansion of teacher training arrangements. Our recommendations for this, based on the proposals of the Supply and Training of Teachers Consultative Committee, are set out in the rest of this Chapter and summarised in the graphs at Table 22 and the statement at Table 23.

Teachers for Primary Schools

259. We recommend that the annual output of general purpose and language primary teachers should be raised to some 3,000 per annum by suitable alterations to existing centres/colleges and by the establishment of one new Day Training Centre, which we recommend, at Kuantan. Details are in Table 17, Appendix 4. We recommend that the present system of posting to standard or national schools at least two out of three fully-trained teachers from primary teacher-training institutions be continued as long as it is necessary.

260. There would be three separate courses: (1) a two-year course at Day Training Centres for those who have completed a full secondary education; (2) a three-year course (two-year full-time and one-year part-time) as at present for those with at least three years secondary education; and (3) a new three-year course, also for those with at least three years secondary education, which would consist of a first year part-time by correspondence, a full-time second year (with some residential facilities provided) and a part-time third year as for course (2). The third course is not ideal, and should not be a permanent feature of the training system, but it would for the time being substantially increase the output of trained teachers and extend the opportunity of training for those who do not live in the main centres; it would replace the present correspondence training scheme referred to in paragraph 257 (b).

261. A summary of the results of these proposal, showing the situation from 1962 to 1982, and including a proposal for a new local training college to be ready by 1967 will be found in Table 18 of Appendix 4.

Teachers for Post-Primary Schools

262. We recommend that the teachers for these schools should have a full secondary education and complete two years full-time professional training, which should include, in particular, training for the teaching of vocational subjects.

263. As an interim measure, however, it is suggested that a three-year part-time course be given. The teachers would attend training classes in the morning and teach in the afternoons.

264. As it is not known for certain how many pupils will wish to enter fully-assisted post-primary schools in the early stages, we recommend an intake of 2,000 part-time teachers per year for a period of five years, so that 2,000 teachers will be available in the first year (1962), the number increasing to 10,000 in five years.

265. To train these teachers it will be necessary to recruit, from teachers in secondary schools, 405 lecturers who should first be given one year's specialised training.

266. We recommend that one new training college (possibly in Johore) for the production of these teachers should be ready in 1964 and that in 1967 the Kota Bharu Training College should be taken over for such training. After that two more training colleges will be required, one by 1972 and the other by 1977. Details are in Table 20 of Appendix 4 and capital provision is included in Table 10 of Appendix No. 2. Training in the teaching of vocational subjects should be provided at all these colleges.

Teachers for secondary (academic) schools

267. We recommend that teachers for these schools (including teachers of academic subjects for Sekolah² Lanjutan Kampong) should be trained as follows:

- (a) General purpose teachers—in the Teacher Training Colleges at Penang and Brinsford Lodge, unless and until the latter is replaced by a local training college, provision for which is included in Table 10 of Appendix No. 2, to be ready in 1964.
- (b) Language teachers—100 per annum, rising to 150 by 1966, from the Language Institute and 150 per annum from Kirkby until the new training college at Pantai Valley takes its place in 1962.
- (c) These arrangements will produce teachers for secondary (academic) schools at the rates shown in Table 19 of Appendix No. 4 (which also includes a proportion of graduates).

Teachers of Technical Subjects

268. We recommend the setting up of a technical teacher training college if possible by 1962 to train teachers of technical subjects in secondary technical schools, secondary trade schools, Sekolah² Lanjutan Kampong and other secondary schools. Provision for this college is included in Table 10 of Appendix No. 2.

269. All teachers of technical subjects should have a full secondary education and should have completed the following courses at the technical teacher training college, the last year of which would be spent in teacher training:

- (a) Secondary technical schools and secondary trade schools—four-year course;
- (b) Sekolah² Lanjutan Kampong and other secondary schools—three-year course.

The proposed arrangements for training such teachers are shown in Table 21, Appendix 4. At present they get their initial training at the Technical College followed by two years further training, part of which is abroad.

270. We also recommend that the teachers of agricultural subjects in Sekolah² Lanjutan Kampong should have completed full secondary education and undergone a course at the Agricultural College followed by one year's teacher training at the proposed Technical Teacher Training College.

Graduate Teachers and Lecturers for Training Colleges

271. To meet the acute shortage of graduate teachers and lecturers for training colleges, it is recommended that more bursaries be awarded to help students in their University education, especially those with Malay language at least as a subsidiary subject.

272. In addition, we recommend that, as an incentive to enter the education service, graduates should, at least for some years, be recruited direct into the teaching service immediately after they have obtained their degrees, the Diploma in Education being an obligatory qualification to be obtained during full-pay study leave to be granted thereafter.

273. We also consider that active steps should be taken to persuade Malayan graduates of the exceptional opportunities that now exist for advancement in a rapidly expanding education service.

Teachers of the National Language and Malay-medium teachers

274. As from 1960 every teacher admitted to training colleges/centres for primary teachers is required to take Malay as a second language when it is not offered as a main language. Such teachers, after completing their training, will be able to teach general subjects in the medium of Malay up to Standard III, as well as the subject of the National Language. This will substantially increase the number of trained teachers able to teach in Malay.

275. The Language Institute and the new college now being built at Pantai Valley will both produce specialist teachers of languages, eventually at the rate of 300 per annum. All such specialists will be trained to teach Malay either as a main or as a subsidiary subject, as well as one other (non-language) subject.

276. General purpose teachers in training at Training Colleges for teaching for the lower forms of secondary schools will be required to study Malay so that they can teach the National Language in the lower forms.

277. We have already recommended in paragraph 271 above that preference in the award of bursaries should be given to undergraduates offering Malay as a subject. The object of this is to obtain teachers for secondary schools and lecturers for training colleges who can teach all subjects in Malay.

Research and a Malay Language Advisory Board

278. Effective language teaching will not be possible without research into the languages and the teaching of them, as recommended in paragraph 20 of the 1956 Report, where it was recommended that, in addition to training teachers of the Malay language, the Language Institute should conduct such research. We recommend that research until 1965 should be concentrated on the Malay language and the teaching of it and that research into other languages used in Malaya and the teaching of them should thereafter be introduced.

279. In order efficiently to co-ordinate the programmes of the several Malay research agencies, we strongly recommend that the Minister should set up a Malay Language Advisory Board consisting of representatives from the Department of Malay Studies of the University of Malaya, the Dewan Bahasa dan Pustaka, and the Language Institute together with other interested parties appointed by the Minister.

Admission of private students to teacher training colleges

280. We see no reason why private students, paying their own fees, should not be admitted to teacher training colleges run by the Ministry, if and when there are vacancies after the Ministry's own training requirements have been met.

281. We do not consider that teacher training colleges should be run by private bodies as we consider that it is the responsibility of the Government to provide teachers for a national education system, all trained to the same standards in national training institutions.

School of Education

282. In the organisation of an adequate teacher training programme we consider that a School of Education in the University of Malaya in Kuala Lumpur could play a very helpful part.

CHAPTER XVI

ISLAMIC RELIGIOUS INSTRUCTION IN ASSISTED SCHOOLS

Section 49 of the Ordinance

283. We have given a lot of thought to the full implementation of Section 49 of the Ordinance which reads as follows:

“49. Where in an assisted school there are fifteen or more pupils professing the Islamic religion such pupils shall be instructed by religious teachers approved by the State Authority in the tenets of that religion for at least two hours each week within the hours of general instruction and the managers or governors of the school shall make such arrangements as may be necessary for this purpose:

Provided that the managers or governors of two or more schools may make arrangements for such instruction to be given to the pupils professing the Islamic religion in such schools jointly.”

284. It will be noted that the Ordinance, while stipulating that the teachers must be approved by the State Authority (i.e., the Ruler-in-Council), is silent on the points of whence they shall be provided and paid.

285. We think that since, on the one hand, legislative and executive authority in matters pertaining to the Muslim religion rests under the constitution with State Governments and since, on the other, such authority in educational matters generally rests with the Federal Government, a fair and reasonable interpretation of the requirements of this section would be that religious instruction in schools to Muslim pupils should be given by teachers provided by the State Governments and that the cost of such instruction should be shared by arrangement between the State and the Federal authorities.

286. We are advised that there would be no constitutional objection to this arrangement as Clause (2) of Article 12 of the Constitution makes it clear that “Federal law may provide for special financial aid for the instruction in the Muslim religion of persons professing that religion”.

Present situation

287. So far, religious instruction in accordance with Section 49 has been arranged to a greater or lesser extent in some States, and in other States not at all.

288. Where it has been arranged, the teachers have been provided and paid by the State Religious Department. In such cases the qualifications of teachers and their salary scales and schemes of service are as arranged by such Departments.

289. The result is that both qualifications and conditions of service vary over a wide range from State to State. And so, in consequence, does the average cost per pupil.

290. We understand that syllabuses for instruction in the Islamic Religion in schools have been drawn up by the Ministry and approved by the Standing Committee of the Conference of Rulers on Religious Affairs.

291. It is our view that the present situation as regards the implementation of Section 49 is not satisfactory, that it would be worse but for the ready assistance given voluntarily by Religious Affairs Departments in some States which we wish gratefully to acknowledge, and that a permanent solution can only be achieved by collaboration between State and Federal Governments.

292. If the Federal Government were to accept full and sole responsibility for implementing Section 49, formidable and possibly insuperable difficulties would arise: it would be necessary to establish training courses and to standardise conditions and qualifications throughout the Federation. The process of reaching agreements satisfactory to all concerned would be very lengthy, and would be complicated by the fact that the Federal Government is not the final authority in matters pertaining to the Muslim religion.

Our proposed Solution

293. In all these circumstances we have come to the conclusion that the principle to be followed in the implementation of Section 49 in assisted primary schools should be that the Federal Government would contribute to the cost of teachers for religious instruction in the form of a per capita grant in respect of Muslim pupils in these schools.

294. As already mentioned the average cost of Muslim religious instruction per pupil varies from State to State but our Consultative Committee on Islamic Religious Instruction, after careful investigation, has calculated that for the purpose of assessing the grant a figure of \$14 per pupil per annum would be a reasonable one.

295. We therefore recommend that the Federal Government should contribute to the cost of teachers for religious instruction in assisted primary schools at a per capita rate of \$7 per annum for all Muslim pupils in these schools. Arrangements to meet the balance of the cost of religious instruction in these schools would be the responsibility of State Governments. We wish to make it clear that the grant from the Federal Government should be made on the condition that it be used only for the purpose intended, i.e., towards the cost of religious instruction under Section 49 and not for any other purpose.

296. In the matter of religious instruction in assisted secondary schools, our Consultative Committee reports that the States are unable to provide religious teachers with the requisite qualifications, so that no religious instruction has been given in secondary schools except in residential secondary schools for Malay pupils where the teachers are already supplied by the Ministry.

297. We therefore consider that the additional teachers required for religious instruction in all assisted secondary schools should possess qualifications and be employed at rates approved by the Ministry of Education, that the cost should be met by the Federal Government, and that the Ministry should make arrangements for teacher training.

CHAPTER XVII

THE NATIONAL LANGUAGE

1956 Recommendations

298. The 1956 Report and the Education Ordinance, 1957, attach primary importance to the development of Malay as the national language of the country.

Measures since taken

299. We have summarised in paragraph 47 the measures which have since been taken by the Ministry for promoting through schools a better knowledge of the national language. In addition both the Language Institute and the Dewan Bahasa dan Pustaka have been established since 1956. We believe that it can now be taken for granted that the fostering of the national language is one of the primary objectives of national and education policy in the Federation and that it is not necessary for us to discuss this as a matter of policy.

Further Recommendations

300. We wish however to make the following recommendations for consolidating the place of national language in our educational system:

- (a) that the Minister should set a target date for making a pass in the national language compulsory in the Malayan Secondary Schools Entrance Examination, and that as a necessary preliminary to this, steps should be taken to ensure that every non-Malay primary school has an adequate number of qualified teachers of the national language;
- (b) that the Minister should also set target dates for making a qualification in the national language at the appropriate level compulsory for entrants to all teacher training schemes. In the meanwhile, until this target date is reached, we recommend that in selecting entrants to teacher training schemes, preference should be given, other things be equal, to candidates who have a qualification in the national language at an appropriate level;
- (c) the key to the whole problem of making more use of the national language in schools is the supply of qualified teachers. In order to increase this supply and in addition to the measures recommended in Chapter XV, we recommend that inducements should be offered to qualified teachers already in school to study the national language and ultimately to qualify themselves to teach through the medium of the national language;
- (d) further we note the unanimous opinion of the Professional Consultative Committee that the present supply of books for Malay-medium classes is unsatisfactory both in quantity and quality. We think it is essential that the problem of the supply of suitable books written in Malay should be energetically tackled. We recommend therefore that professional officers should immediately be appointed in the Ministry of Education with the sole duty of selecting suitable books for translation into Malay and to make the necessary arrangements for translation to be done by suitably qualified teachers within a reasonable time, if necessary by offering financial inducements to such teachers for translation work.

CHAPTER XVIII

THE INSPECTORATE

The principle of independence

301. We have examined the working of the Inspectorate since its inception following the recommendations made in paragraphs 42-45 of the 1956 Report, and we confirm the soundness of the principle that there should be a body of professional experts who are independent in their freedom to visit schools, to observe and comment upon conditions therein, to advise teachers and others concerned with the schools on these conditions, and generally to do all that they can to ensure that educational standards are maintained and improved.

302. For this reason, the individual Inspector must be permitted independence of thought, and the Inspectorate, through the Chief Inspector, must be given that measure of independence which will ensure that their expert findings are reported to the Minister without fear or favour and uncoloured by anything but considerations of the highest professional integrity.

Application of this principle

303. We do, however, consider that any interpretation of independence which could result in the Inspectorate operating within a watertight compartment, divorced in mind and spirit from the thought and planning which is going on at all times in the rest of the Ministry, could lead only to friction and wasted effort.

304. On the professional side, this planning is co-ordinated under the direction of the Chief Education Adviser, whose function is not merely to advise on problems as they arise, but to initiate ideas in keeping with the most modern and enlightened educational advances; to anticipate problems and suggest methods for dealing with them; and in general, to ensure the closest relations between the Ministry and the classroom.

305. We thus consider that there must be the closest liaison between fieldwork and planning, so that the experience of what is going on in the classroom can be translated into practical Ministry policies and vice versa.

The Inspectorate and the Ministry

306. We, therefore, recommend that while Inspectorate reports to the Minister should continue to be made from an independent standpoint by the Chief Inspector and the Inspectors, they should be submitted through the Chief Education Adviser, and that the relationship of the Chief Inspector to the Chief Education Adviser and of the Inspectorate to the Ministry, should be similar to that of any other professional division of the Ministry.

The Inspectorate and Teacher Training

307. We further recommend that the Inspectorate and the Teacher Training Division should work hand-in-hand so that, while the Director of Teacher Training is responsible for ensuring that an adequate standard of teacher training is developed and maintained, the Chief Inspector is responsible for ensuring that an adequate standard of teaching continues to be developed and maintained in the schools. We think it might be advisable to amend Section 93 of the Ordinance in order to clarify these responsibilities.

The Inspectorate and school staffs

308. We have considered the recommendation of the 1956 Report that "the Inspectorate shall have no powers to give orders or instructions to the school staff" and our conclusion is that this position should be maintained.

It is the object of the Inspectorate to create confidence in the minds of teachers and to encourage them to experiment with the ideas which the Inspectors suggest. We believe that this confidence is slowly growing. Methods and standards would suffer if the Federal Inspectorate were to be regarded as a censor whose object was to find delinquencies, and punish, rather than as an expert panel whose function is to suggest curative remedies.

309. There is also the consideration that independence of thought in professional matters means that there may well be diversity of opinion between individual Inspectors. Some diversity of opinion is harmless and indeed stimulating, as long as opinion is given as advice and not as an order.

The Federal Inspectorate

310. We, therefore, recommend that the Federal Inspectorate should continue to function with advisory powers only, and that to ensure the prestige of the Federal Inspectorate its members should consist in the main (but not necessarily exclusively) of those possessing the highest academic qualifications and successful teaching experience in Secondary Schools who will be fitted to inspect Secondary School work, including that of the Sixth Forms, and who can also act as Inspectors of Primary Schools.

A Local Inspectorate

311. We have, however, taken note of the fact that in present circumstances there are some teachers with poor qualifications to whose judicial capacity it might be unwise to leave the acceptance or rejection of the advice of the Federal Inspectorate. It is also recognised that a long time might elapse between recognition by the Inspectorate of blatantly bad professional practices and administrative action to correct them. Even then the individual teacher concerned might escape the shaft which is sent in a general direction. In such a situation we believe that the effectiveness of action is in direct relation to its celerity.

312. We, therefore, recommend that there should be established, in addition to the Federal Inspectorate, a local Inspectorate of Schools at State level responsible to the Chief Education Officer in the State. This local Inspectorate would, besides their inspection functions, have administrative powers, emanating from the Chief Education Officer, to issue orders and directions on the spot to correct unsatisfactory practices which they themselves have observed, and to follow up reports made in more general terms by the Federal Inspectorate.

313. We would, however, emphasise that the local Inspectorate, while being invested with administrative powers, must not be saddled with administrative duties which would interfere with their sole duty of inspection.

314. We consider that the members of the local Inspectorate should consist of those whose qualifications and experience are suited to the routine inspection of Primary Schools.

Organisers of Schools and Group Teachers

315. We have examined the position of those two classes of teachers who, before the inception of the Federal Inspectorate, were known as:

- (a) Assistant Inspectors or Inspectors of Vernacular Schools. They are now described as Organisers of Schools. They work in State Offices and are generally paid their Teachers' salaries plus a small charge allowance.

(b) Group Teachers or Visiting Teachers with variously defined functions in respect of an average of about twelve Malay Primary Schools. They are usually Special Grade Teachers who are similarly paid a small additional charge allowance.

316. We consider that the Organisers of Schools are an invaluable feature of educational administration in States, and that, in view of the attractions of posts of responsibility in schools under the Unified Scale, there should be established a comparable Scale for Organisers in order to ensure that State Education Offices are adequately staffed. We have been informed that there are considerable variations from State to State in the status of promotion posts available in this branch, and we recommend that these differences should be equalised wherever possible. At the same time, we recognise that the duties of those occupying these posts must vary with local conditions and from time to time.

317. We further recommend that the differentiation between Organisers of Schools of different language media should gradually be abolished and that preference in selection should be given to those teachers who can with confidence enter schools of any language medium.

318. When the Inspectorate was first set up there was an idea that Group or Visiting Teachers as an institution could be abolished in so far as their professional inspection duties would be taken over by the Inspectorate. We consider that, while it must be admitted that the Group Teacher was not up to the standard of a professional Inspector, he did perform a host of other multifarious duties which are even to this day essential in maintaining a link between the Chief Education Officer and the schools in remote areas. While, therefore, recommending that the establishment of Group Teachers should be run down as far as possible commensurate with improvements in means of communication, we realise that this is a question which can be dealt with only in the light of local circumstances.

CHAPTER XIX

FORECAST OF COSTS

Costs up to 1982

319. The Finance and General Consultative Committee has worked out the estimated recurrent and capital costs of the recommendations made in this report at five-year intervals from 1962 to 1982. Their estimates are contained in Tables Nos. 1 to 16 in Appendix No. 2.

320. These estimates are based on population projections for school age-groups kindly supplied by the Department of Statistics. Costs at the dates stated are the product of the likely number of all children who will be eligible for the various types of schools and the known recurrent and capital costs per head per annum for such schools, based on actual figures for 1959.

321. The estimated totals, subject to the assumptions mentioned below and in the Tables are:

Net recurrent costs—

1962	...	...	\$232.35m
1967	...	...	356.55m
1972	...	...	412.75m
1977	...	...	497.65m
1982	...	...	614.85m

Capital costs—

1961-1962	...	\$105.6m
1963-1967	...	241.7m
1968-1972	...	86.0m
1973-1977	...	128.0m
1978-1982	...	172.0m

Main assumptions made in the Tables

322. With long-term estimation of this kind it is necessary to make a number of assumptions and the tables must be studied with knowledge of what these assumptions are. If any of our main assumptions are off the mark, the error in the Tables will be substantial.

323. Attention is therefore invited to the considerations and assumptions set out in the next twelve paragraphs.

324. The projection in Table No. 1 assumes that present birth and death rates will remain constant and that there will be no significant migration of population to or from Malaya. Not everyone would agree that these assumptions will remain valid over the next twenty-two years.

325. The Finance and General Consultative Committee has reported that it conceived its duty to be to submit "ceiling" estimates. We agree with this procedure. It seems to us to be essential for the Government to be aware of the maximum possible cost of our proposals over a fairly lengthy period.

326. It has therefore been assumed that as from 1962 all children of the correct age groups will attend fully-assisted schools.

327. This is by no means the case at present. At the beginning of 1960, 87.3% of primary pupils were in fully-assisted schools, 7.5% in partially-assisted schools and 5.2% in independent schools.

328. In secondary schools 53.3% of the pupils were in fully-assisted schools, 20.8% in partially-assisted schools and 25.9% in independent schools. It should be noted however that at both primary and secondary levels over-aged pupils still exist in assisted schools and predominate in independent schools, so that none of these would qualify for admission to fully assisted schools.

329. We have recommended that primary education should be free as from 1962 so that, therefore, the number of pupils in independent primary schools is likely to decrease. Independent primary schools, however, will probably continue for some time to be attended by pupils who are not of the correct ages for fully-assisted primary schools. This group of children would not affect our primary estimates, but some at least of them will have been included in our estimates for post-primary schools, and, if so, those estimates are inflated accordingly.

330. We have also recommended in paragraph 148 that the system of partially-assisted primary schools cannot immediately be discontinued. A small proportion of primary pupils will therefore attend these schools, the cost of which to Government is less than that of fully-assisted schools. This does not mean that the estimated cost of primary education is probably slightly overstated in the early years.

331. We have recommended the discontinuance of partially-assisted secondary schools. In our estimates it has been assumed that all pupils who now go to partially-assisted secondary schools will in future attend fully-assisted schools. This may not, of course, turn out to be the case as some of them may go to independent non-assisted schools. Thus Tables 2 and 6

may well contain an over-estimate, especially in the early years, as a result of the assumption that all qualified children of the correct age will enter fully-assisted secondary schools. Counter-balancing this to some extent, however, are the facts that no allowances have been made in secondary costs (Table 6) in respect of the extra year at reduced fees which some pupils will spend in a Remove Form and of the much higher per capita costs for the small proportion of pupils in residential schools.

332. Personal emoluments are by far the biggest element in the cost of schools so that any appreciable change in present salary rates for teachers would substantially affect our estimates.

333. We have, however, endeavoured to adjust our personal emolument figures for primary and secondary schools to allow for the effects of wastages from deaths and retirements and of annual increments in teachers' salaries, as well as for the increasing number of teachers required each year. How this has been done is explained in Tables 4 and 6 but there is clearly some margin for error in this calculation.

334. No such adjustments have been made when calculating the recurrent cost of the new post-primary schools. No actual cost figures are available for these schools. The *per capita* factor used in Table No. 5 has been taken from the actual recurrent cost per head in 1959 of selected schools, the facilities and teachers of which appear to approximate to standards intended for these schools. This figure however is very tentative and nothing would be gained by trying to adjust it in respect of wastage and increments.

335. Our capital estimates are based on present day costs as experienced by the Ministry in its present building programme. These costs are of course liable to vary considerably during the next twenty years. The capital estimates allow for primary and post-primary buildings to be used twice over each day in double sessions, providing for two "schools" in one set of buildings.

The Rising Cost of Education

336. We believe, however, that our Tables give a fairly reliable general indication of the trend of education costs over the next twenty years—if our recommendations are accepted. Although they are "ceiling" or maximum estimates, it would be unwise to suppose that they greatly overstate the probable costs.

337. The main element in rising costs is the steadily increasing school population shown in Tables Nos. 1 and 16.

338. It will be seen from these Tables that even if no changes whatsoever were made in present arrangements for primary and secondary education over the next twenty years the cost of primary and secondary schools would probably double itself during this period.

339. We have however recommended what seem to us to be highly desirable improvements, the chief of which is raising the school-leaving age to fifteen and the creation of a new type of school offering post-primary education for three years to pupils who have completed the primary course. The Tables in Appendix No. 2 show that this proposal leads to a substantial increase of expenditure on education, both recurrent and capital, the latter of which is naturally heavier in the early stages (*see* Table No. 3).

340. Our proposal that 30% of primary school leavers should go on to secondary education including Sekolah² Lanjutan Kampong, also leads to some increase in expenditure on secondary education, although a more important element in this is the increasing number of children of secondary school age (as may be seen from Tables Nos. 1 and 16).

341. The other recurrent costs shown in Table No. 2 and the capital costs of teacher training shown in Table No. 10 are small in relation to the total costs.

Conclusion

342. The Finance and General Consultative Committee has recommended that arrangements should be made to adjust their estimates from year to year as more information becomes available against which their main assumptions can be checked. We agree that it would be advisable to do this.

343. Finally, we record that we considered it to be our duty to submit a forecast, as accurate as we can make it, of the probable maximum costs of the recommendations in this Report. This we have done. It will be for the Government to decide from year to year how much money can be provided for education.

CHAPTER XX

OTHER MATTERS CONSIDERED BY THE COMMITTEE

Nomenclature

344. We recommend that fully-assisted secondary schools shall be known as national or national-type secondary schools or Sekolah² Menengah Kebangsaan or Sekolah² Menengah Jenis Kebangsaan, respectively.

345. We recommend that the new post-primary schools, when fully-assisted, should be known as Sekolah² Pelajaran Lanjutan, or, in English, Continuation Schools. Throughout this Report, however, we have used the expression post-primary schools.

346. We have considered the question of a new name for the "Remove" form established at the beginning of the secondary course for pupils who are passing from one medium of instruction to another. It has been represented to us, however, that this name has become sanctioned by usage and is now well-known and generally accepted. We therefore suggest that it should remain as it is.

347. Proposed names for primary schools are in paragraph 135 and for technical and trade schools (in English) in paragraph 251.

Equal Pay for Women Teachers

348. Representations have been made to us to the effect that there should be no discrimination in rates of pay as between men and women teachers. While we are inclined to sympathise with this principle, we consider that this matter falls outside our terms of reference and that, in any case, we are not an appropriate body to make any recommendations on so contentious a question which must be considered by authorities better versed than ourselves in all the implications of this principle of parity, and better able than we are to consider repercussions in other salaried services.

Age Limits in Schools

349. We have recommended that the primary course should last for 6 years only, after which all pupils should pass either to secondary education or to the new post-primary schools.

350. It follows that all children will enter a primary school in their seventh year, i.e. at the beginning of the school year in the calendar year immediately following their sixth birthday, and leave the primary school at

the end of the full school year in which their twelfth birthday falls. A transition period will be necessary to deal with pupils who may in the past have entered primary schools at a later age.

351. In post-primary schools, also subject to a transition period, pupils will enter in the school year immediately following the end of the sixth year of their primary course. They will normally remain in these schools for their thirteenth, fourteenth, and fifteenth years, leaving at the end of the full school year following the year of their fourteenth birthday, which will be the end of their ninth year of schooling.

352. Pupils will enter secondary schools including Sekolah² Lanjutan Kampong at the beginning of the year immediately following their twelfth birthday. They will sit for the Lower Certificate of Education at the end of their third year except that pupils in secondary (academic) schools who pass through a "Remove" form will sit this Examination at the end of their fourth year. Pupils qualifying for further secondary education will sit for the Federation of Malaya Certificate of Education Examination two years later at which point there will be further selection for sixth Forms.

353. Our proposed rules for age limits in schools are set out in Appendices 5 and 6.

Education in English

354. The medium of instruction for about half of all primary pupils is already Malay. A similar situation will develop in the post-primary schools. In both these types of schools, as well as in secondary schools, the declared intention of the Government is to increase the use of Malay until it ultimately becomes the main medium of instruction in all schools.

355. We believe this policy to be the best means of developing a truly Malayan consciousness through our schools. The policy does not however mean that the teaching and learning of English is to be ousted from our educational system.

356. Under the proposals of the 1956 Report, which we support (*see* paragraph 71), English will be taught as a compulsory subject in all schools.

357. In past years in Malaya the standard of education in English, from primary school to University, has been high but it has been available only to the minority of school pupils. Under our recommendations all pupils in all schools will be taught English.

358. In this extension of the knowledge of English from the privileged few to all school children we regard it as important that there shall be no lowering of standards in the learning and teaching of English, as a second language, especially at secondary level. Hitherto the minority of Malayan students have had no difficulty in pursuing courses in Universities outside the country as well as in the University of Malaya, as they have acquired a high standard of English learnt in Malayan schools. This high standard must be maintained at the same time as the knowledge of English is being extended throughout the entire school population.

359. Moreover, English holds a dominating position in international councils and commerce, in the text-books and literatures of the world. A command of it is one of our national assets.

Commercial Education

360. We have given consideration to the extent to which commercial subjects are taught in schools, in view of the needs of commerce and industry in an expanding economy for young people who have been suitably trained. We are informed that commercial subjects are included in the list of optional

subjects in Forms Four and Five in the Schools (Courses of Studies) Regulations and that there are a number of schools in which these subjects form part of the curriculum. We consider that it is important that the availability of this type of education in secondary academic schools should be considerably expanded.

361. We have been informed that it is also the intention that instruction in the keeping of elementary accounts should be made available in Sekolah² Lanjutan Kampong and we have also been advised that boys and girls of 13 and 14 can profitably take up such subjects as typewriting. We support the introduction of these subjects in these schools as we consider that this would prove to be of value to the small local shop-keeper and business proprietors.

362. We also consider that there is a particular need for commercial classes for pupils who have completed the Federation of Malaya Certificate/Overseas School Certificate Course and we recommend that one year Sixth Form Commercial Classes should be set up for this purpose, which would train pupils for recognised commercial examinations such as those of the London Chamber of Commerce.

A School of Arts

363. We believe that in order to stimulate the development of an integrated and truly Malayan culture there should be established a School of Arts which would be responsible for the encouragement of all that is best in local arts, such as painting, sculpture, music, dancing, drama, etc.

Moral Education

364. We have noted with some concern that since under present legislation religious instruction other than in the Muslim faith cannot be made a compulsory subject in the curriculum of schools, there is the possibility that some pupils will not, as part of their schooling, receive any formal moral or ethical training.

365. Under Section 50 of the Ordinance, religious instruction in a religion other than the Islamic religion cannot be provided out of public funds. We think nonetheless that arrangements should be made for non-Muslim children to receive some form of moral education while at school.

366. One way of doing this—and probably the best way—would be for all teachers to make a conscious effort to inculcate the principles of good conduct in their pupils at all times both inside and outside the classroom, as in fact the good teacher does already. Another way, subject to the consent of parents, is for instruction to be given in other religions to pupils who do not profess the Muslim faith provided this is not done during school hours by a teacher paid from public funds; there is no reason why it should not be done voluntarily outside school hours by such teachers; nor is there any reason in present legislation why it should not be done within school hours by responsible persons who are not in receipt of any form of emoluments from public funds.

367. We consider that Boards of Managers and Governors should take a special interest in ensuring that all pupils receive an appropriate form of moral instruction while they are at school and that they should enlist the assistance when necessary of voluntary associations and religious authorities in this duty.

The Teaching of "Civics"

368. We understand that the question of the teaching of civics was examined by the General Syllabuses and Timetables Committee and that aspects of it have since been under consideration in the Ministry of Education.

We have referred to Moral Education which we believe to be an integral part of "Civics" which we understand to mean good citizenship in the fullest sense of the word. While we believe that the inculcation of high standards of moral and social behaviour should be the concern of all teachers in the presentation of all their normal curriculum subjects, we believe that there may also be room for the teaching of the more formal aspects of the subject, e.g. the Federal Constitution and the institutions and machinery of Government at various levels, and that this instruction should be given prominence in the first instance in the curriculum of teachers' training colleges.

New Legislation

369. We have not attempted to draft the amendments to existing legislation which will be necessary if our recommendations are adopted. We consider that this will best be done by the Government's Legal Advisers after the Government and Parliament have taken decisions on the principles of these recommendations.

Implementation

370. Except where we have otherwise stated in particular cases, we recommend that the aim should be to implement our recommendations with effect from the beginning of 1962, any necessary legislative changes being made in the meantime.

CHAPTER XXI

SUMMARY AND RECOMMENDATIONS

371. Our main recommendations may be summarised as follows. This summary is not intended to be exhaustive or detailed and should be read together with the Report itself.

- (a) The school leaving age to be raised to 15 by the establishment of a new type of post-primary school to be known as Sekolah Pelajaran Lanjutan or, in English, Continuation School. These schools would offer three further years of education with a vocational bias for pupils who do not gain entry to other secondary schools, including Sekolah² Lanjutan Kampong, and who wish to continue their education beyond the six-year primary course (paragraphs 89 to 103, 262 to 266, and 345);
- (b) Universal free primary education to be introduced as from 1962 (paragraphs 120 to 123) and the Minister to have power to declare that free primary education shall be compulsory (paragraph 124);
- (c) Primary education in the national language to be developed by the introduction of national language streams in former Government primary schools subject to the availability of suitable teachers and all assisted primary schools to be converted into national or national-type primary schools by the provision of appropriately trained teachers (paragraphs 131 to 138). Primary schools to be grouped when necessary into more efficient units (paragraphs 139 to 142). Partial assistance to primary schools to be continued in certain cases (paragraphs 143 to 148);
- (d) The system of automatic promotion in assisted primary and secondary schools to be retained subject to reports being issued to parents not less frequently than once every term and to internal progress examinations being held annually (paragraphs 149 to 157);

- (e) Partial assistance to non-conforming secondary schools to be discontinued with effect from the 1st of January, 1962 (paragraphs 158 to 164). Independent secondary schools to be permitted to continue subject to statutory requirements applicable to them (paragraphs 165 to 170);
- (f) All public examinations in secondary schools to be conducted only in one of the official languages (paragraphs 171 to 185; paragraph 187 and Appendix No. 7);
- (g) Steps to be taken to safeguard the livelihood of eligible (paragraph 195) teachers when schools become fully-assisted (paragraphs 189-196);
- (h) The system of Local Education Authorities to be suspended (paragraphs 212 to 219);
- (i) The system of Boards of Managers or Governors to be retained subject to greater flexibility in their composition and to the requirement that appointments made by Boards to promotion posts shall require the confirmation of the Minister (paragraphs 230, 237 and 238);
- (j) A National Education Advisory Board and State Education Advisory Boards (with functions as in paragraphs 243-244) to be set up (paragraph 245);
- (k) Secondary trade schools and secondary technical schools to be set up on the lines recommended in paragraphs 248 to 253; the number of Sekolah² Lanjutan Kampong offering vocational education with a rural bias leading to the Lower Certificate of Education to be substantially increased; schools of this type to be provided for girls as well as for boys (paragraphs 254 to 256); and further development of commercial education at various levels (paragraphs 360 to 362);
- (l) Teacher training arrangements to be expanded to deal with increasing school populations and other requirements arising from our recommendations, in particular the staffing of post-primary schools with teachers trained to teach vocational subjects (Chapter XV and Appendix No. 4). Steps to be taken to increase the number of trained teachers able to teach in Malay (paragraphs 274 to 279);
- (m) Arrangements to be made to give instruction in the Islamic Religion in all assisted schools where there are not less than 15 pupils professing the Islamic Religion. The cost in primary schools to be shared by arrangement between the Federal and State Governments and to be met by the Federal Government in assisted secondary schools (paragraphs 293 to 297);
- (n) Further steps to be taken as in paragraph 300 to consolidate the place of the national language in our educational system;
- (o) The independent Federal Inspectorate to continue subject to the procedural modifications recommended in paragraphs 301 to 310 and a new local Inspectorate to be established in addition (paragraphs 311 to 314);
- (p) More attention to be paid to moral education (paragraphs 364 to 367).

372. The educational structure which would result from the adoption of our recommendations is shown diagrammatically in Appendix No. 3. It would be desirable for all Government schemes of service to be examined and adjusted as necessary to fit in with this structure.

373. The cost of our recommendations up to 1982 is forecasted in Chapter XIX and Appendix 2, Tables 1 to 16.

374. We were required by our terms of reference to review the implementation so far of the policy recommended in the 1956 Report. The results of this review are recorded in Chapter II.

375. We have recorded in paragraph 62 our view that the main features of the 1956 policy are suited to the present needs of this country and so we have recommended that the features of that policy mentioned in paragraphs 65 to 79 should be retained.

376. In any case where no reference is made to any specific recommendation in the 1956 Report it may be assumed that we consider that no change is necessary.

377. Our terms of reference require us to review existing education policy and its implementation so far and for the future rather than to examine afresh the whole field of education. We have carried out our review to the best of our abilities in the light of experience since 1956 and we have unanimously recommended how, in our view, this policy can be implemented and improved for the future, bearing always in mind that education can be the chief instrument of national unity and prosperity.

ABDUL RAHMAN BIN HAJI TALIB (*Chairman*)

LEONG YEW KOH

MOHD. KHIR JOHARI

WONG POW NEE

CAPT. ABDUL HAMID KHAN BIN HAJI
SAKHAWAT ALI KHAN

V. MANICKAVASAGAM

KOH KIM LENG

ABDUL GHANI BIN ISHAK

MOHD. DAHARI BIN HAJI MOHD. ALI.

KUALA LUMPUR,
30th June, 1960.

APPENDIX NO. 1

(Paragraph 3 of the Report)

MEMBERSHIP OF CONSULTATIVE COMMITTEES

Professional Consultative Committee:

Chief Education Adviser	Mr. D. H. Christie (<i>Chairman</i>)
Deputy Chief Education Adviser	Mr. W. Burton (<i>Rapporteur</i>)
Four Representatives nominated by the Malayan Teachers National Congress...	<ol style="list-style-type: none"> 1. Mr. Y. Y. Huang (Alternate: Mr. Liu Huai Kook) 2. Mr. A. Rajagopal (Alternate: Mr. M. K. Manickam) 3. Enche' Ahmad bin Abdul Rahman (Alternate: Enche' Md. Shah bin Marzuki) 4. Mr. Teerath Ram (Alternate: Mr. Lum Kin Tuck)
Representative of Federation of Malay Teachers Association	Enche' Md. Nor bin Ahmad
Chief Education Officer, Selangor	Enche' Aminuddin Baki
Chief Inspector of Schools	Mr. F. H. Jones
One woman Education Officer appointed by Minister	Miss E. M. Pereira
Principal of Language Institute or his representative	Enche' Lokman bin Musa
Representative of Malayan Christian Schools Council	The Rev. Brother Ignatius

Administration Consultative Committee:

Permanent Secretary, Ministry of Educa- tion	Mr. T. Eames Hughes (<i>Chairman</i>)
Secretary, Review Committee	Mr. G. M. T. Osborn (<i>Rapporteur</i>)
Deputy Secretary, Ministry of Education	Enche' Abdullah bin Sahat
Representative of the Ministry of Interior	Enche' Shariff bin Abdul Samad
Representative of the Legal Department	Mr. R. H. Hickling
Chief Education Officer, Trengganu	Mr. B. H. G. Adams
Representative of the Local Education Authority, Kuala Lumpur Municipality	Councillor A. Tharmalingam
Representative of the Local Education Authority, Kedah	Che' Md. Darus bin Abdul Rahman
Representative of Boards of Governors of Secondary Schools in Penang	Mr. Oliver Phipps
Representative of Boards of Managers of Primary Schools in Selangor outside Kuala Lumpur Municipal area	The Hon'ble Enche' Mustafa bin Yunus
Chief Education Officer, Johore	Mr. S. V. J. Ponniah
Representative of the Malayan Teachers National Congress	Mr. Teerath Ram

Finance and General Consultative Committee:

Permanent Secretary, Ministry of Educa- tion	Mr. T. Eames Hughes (<i>Chairman</i>)
The Statistician, Ministry of Education ...	Mr. Ong Poh Kee (<i>Rapporteur</i>)
Deputy Secretary, Ministry of Education	Enche' Abdullah bin Sahat
Representative of the Treasury	Mr. R. J. C. Wait
Auditor-General	Mr. H. M. Watson, C.B.E.
Representative of Statistics Department...	Mrs. G. H. Leong
The Controller (Finance), Ministry of Education	Mr. R. Maclean

APPENDIX NO. 1—(cont.)

Senior Treasury Accountant, Ministry of Education	Mr. D. Mortimer
Senior Architect, Ministry of Education...	Mr. R. A. Callow
Representative of the Malayan Teachers National Congress	Mr. Teerath Ram
<i>Co-opted—</i>	
Dr. A. Oppenheim	Vice-Chancellor, University of Malaya
Consultative Committee on Islamic Religious Instruction:	
Deputy Secretary, Ministry of Education	Enche' Abdullah bin Sahat (<i>Chairman</i>)
Principal of the Language Institute or his representative	Enche' Lokman bin Musa (<i>Rapporteur</i>)
Keeper of Rulers' Seal	Enche' Abdul Rahim bin Abdul Rauf, S.M.K.
President of Religious Affairs Department, Negri Sembilan	Tuan Haji Othman bin Ta'at
Registrar of Religious Schools, Kedah ...	Ustaz Abdul Halim Othman Al-haj
Inspector of Religious Schools, Johore ...	Enche' Talib bin Kassim, P.I.S.
Representative of Kesatuan Persekutuan Guru ² Ugama Sa-Malaya	Tuan Haji Abdul Jalil Safuan
Representative of Muslim College, Klang	Ustaz M. T. Kandil
Principal, Language Institute	Enche' Zainal Abidin bin Ali, A.M.N., E.D.
Liaison Officer, Non-Government Muslim Religious Schools, Ministry of Education	Ustaz Salleh Othman Al-haj, I.P.
Supply and Training of Teachers Consultative Committee:	
Director, Teacher Training	Mr. K. Arianayagam (<i>Chairman</i>)
Assistant Director, Teacher Training (Secondary)	Mr. Chang Min Kee (<i>Rapporteur</i>)
Principal, Language Institute	Enche' Zainal Abidin bin Ali, A.M.N., E.D.
Assistant Director, Teacher Training (Primary)	Miss Constance White
Principal, Specialist Teachers' Institute ...	Mr. R. H. Drennan
Representative of Malayan Teachers National Congress	Mr. Lum Kin Tuck
<i>Co-opted—</i>	
Enche' Aminuddin bin Baki	Chief Education Officer, Selangor
Tuan Syed Nasir bin Ismail, P.I.S. ...	Director, Dewan Bahasa dan Pustaka
Professor R. Roolvink	Department of Malay Studies, University of Malaya
Mr. E. H. Semmens	Principal, Malayan Teachers' College, Penang
Enche' Mohd. Zain bin Abdul Rashid	Principal, Sultan Idris Training College Tanjong Malim
Mr. Paul Chang Min Phang	Federal Inspectorate
Miss P. D. Rajaratnam	Principal, Day Training College, Kuala Lumpur
Mr. Gwee Yee Hean	Ministry of Education
Enche' Hamdan bin Sheik Tahir ...	Ministry of Education
Miss A. Doughty	Selangor Education Office
Enche' Mohd. Salleh Khir bin Haji Bahari	Federal Inspectorate

APPENDIX No. 2

(Paragraph 319 of the Report)

Table No. 1

POPULATION PROJECTIONS SUPPLIED BY STATISTICS DEPARTMENT FOR THE YEARS 1962, 1967, 1972, 1977, 1982 ASSUMING BIRTH AND DEATH RATES REMAIN CONSTANT

Age Groups	YEARS				
	1962	1967	1972	1977	1982
	(,000)	(,000)	(,000)	(,000)	(,000)
6+ ...	214	253	296	354	428
7+ ...	225	247	285	340	411
8+ ...	222	243	275	326	395
9+ ...	213	239	266	314	379
10+ ...	200	236	258	303	364
11+ ...	194	233	250	293	351
TOTAL (6+ to 11+) ...	1,268	1,451	1,630	1,930	2,328
12+ ...	189	229	244	283	337
13+ ...	174	223	240	273	324
14+ ...	165	214	237	263	310
15+ ...	148	206	234	256	298
16+ ...	130	198	231	248	285
17+ ...	127	189	227	242	276
18+ ...	126	178	220	237	272

See Table 16 for estimated total enrolments in schools, based on the above Table.

APPENDIX NO. 2—(cont.)

Table No. 2

SUMMARY OF ESTIMATED RECURRENT COST OF IMPLEMENTING RECOMMENDATIONS OF EDUCATION REVIEW COMMITTEE, 1962/1982

A. ESTIMATED RECURRENT COST:

	YEARS				
	1962	1967	1972	1977	1982
	\$	\$	\$	\$	\$
	(million)	(million)	(million)	(million)	(million)
Primary	142.0	186.0	229.0	289.0	367.0
Post-Primary ...	19.0	70.0	76.0	86.0	102.0
Secondary	47.0	73.0	88.0	106.0	130.0
Superannuation contributions ...	6.7	9.9	12.2	15.4	19.4
Muslim Religious instruction ...	6.2	8.8	9.7	11.2	13.6
Teacher training ...	20.0	33.0	25.0	20.0	20.0
Inspectorate ...	1.5	2.1	2.3	2.7	3.2
Further Education	1.45	1.95	2.45	2.95	2.95
Administration ...	7.5	7.8	8.1	8.4	8.7
TOTAL ...	251.35	392.55	452.75	541.65	666.85

B. Estimated amounts to be recovered from school fees	\$ 19.0m	36.0m	40.0m	44.0m	52.0m
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C. Estimated Net Recurrent Cost (A minus B)	<u>\$232.35m</u>	<u>356.55m</u>	<u>412.75m</u>	<u>497.65m</u>	<u>614.85m</u>
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NOTES:

- (1) Based on assumptions given in Tables Nos. 4 to 9 (inclusive) and Tables Nos. 11, 12, 14 and 15.
- (2) In 1959, the cost of the Federal Examinations Syndicate was covered by examination fees collected, so no item for examinations included in the above table. If examination fees are waived or substantially reduced, an additional expenditure item will then arise, but this is unlikely to reach more than \$2m by 1982.

APPENDIX No. 2—(cont.)

Table No. 3

SUMMARY OF ESTIMATED CAPITAL COST, 1961/1982

Years (inclusive)	Primary		Post-Primary		Secondary		Teacher Training		Total
	\$		\$		\$		\$		\$
1961-1962	16m	...	30m	...	53m	...	6.6m	...	105.6m
1963-1967	38m	...	78m	...	111m	...	14.7m	...	241.7m
1968-1972	30m	...	9m	...	38m	...	9.0m	...	86.0m
1973-1977	50m	...	16m	...	49m	...	13.0m	...	128.0m
1978-1982	66m	...	25m	...	81m	...	—	...	172.0m

N.B.—Based on assumptions given in Tables Nos. 10 and 13.

APPENDIX No. 2—(cont.)

Table No. 4

ESTIMATED RECURRENT COST OF PRIMARY EDUCATION, 1962/1982 WITH ALLOWANCE FOR INCREMENTS, NEW TEACHER INTAKE, ETC., BASED ON FORMULA AND ASSUMPTIONS GIVEN BELOW

Recurrent Cost—	YEARS				
	1962	1967	1972	1977	1982
	\$	\$	\$	\$	\$
P.E.	132m	174m	215m	273m	348m
Other Charges (OCAR, OCSE, etc.)	10m	12m	14m	16m	19m
TOTAL ...	\$142m	186m	229m	289m	367m

Assumptions—

1. Numbers of children in Primary Schools for the years 1967, 1972, 1977 and 1982 are based on population projections which assume Birth Rate and Death Rate remain constant. For 1962 the number of children in schools 1960 has been taken into consideration.
2. All children 6+ to 11+ (inclusive) will go to *Fully Assisted Primary Schools*.
3. Estimated cost based on *Fully Assisted Primary School* cost in 1959.
4. Calculations for P.E. based on formula supplied by Professor Oppenheim, i.e.—

$$\frac{\text{New Average P.E.}}{\text{Old Average P.E.}} = \frac{1-x+y+k(f+x)}{1+f}$$

Where x is the wastage rate (deaths, retirements, etc.).

y is the allowance for increments in salary.

f is the student increase.

k is the average salary of a recruit over average salary of a teacher in previous period.

5. Values of factors on which calculations are based:

	1959 to 1962	1962 to 1967	1967 to 1972	1972 to 1977	1977 to 1982
x ...	1%	1%	1½%	1½%	1½%
y ...	2½%	2½%	2½%	2½%	2½%
f ...	10%	3½%	2½%	3½%	4%
k ...	1	0.95	0.85	0.78	0.73

6. Cost of other charges calculated on a straight proportion basis, based on student populations.

APPENDIX NO. 2—(cont.)

Table No. 5

ESTIMATED RECURRENT COST OF POST-PRIMARY EDUCATION
1962/1982 BASED ON ASSUMPTIONS GIVEN BELOW*Recurrent Cost—*

	YEARS				
	1962	1967	1972	1977	1982
Total cost ...	\$19m ...	70m ...	76m ...	86m ...	102m

Assumptions—

1. Numbers of children in Post-Primary Schools for the years 1967, 1972, 1977 and 1982 are based on population projections which assume Birth Rate and Death Rate remain constant. For 1962 the number of children in schools 1960 has been taken into consideration.
2. Total Recurrent Cost of Post-Primary Schools has been calculated on the following assumptions:
 - (a) 70% of 12+ to 14+ (inclusive) will go to *Fully Assisted* Post-Primary Schools except for the year 1962 when the 12+ age group only has been taken into consideration.
 - (b) Cost per pupil is based on the factor of \$150 p.p. p.a.
3. Percentage in 2 (a) is based on recommendation in paragraph 89 (e) of Report.

APPENDIX No. 2—(cont.)

Table No. 6

ESTIMATED RECURRENT COST OF SECONDARY EDUCATION
1962/1982 WITH ALLOWANCE FOR INCREMENTS, NEW TEACHER
INTAKE, ETC., BASED ON FORMULA AND ASSUMPTIONS GIVEN
BELOW

Recurrent Cost—

	YEARS				
	1962	1967	1972	1977	1982
P.E.	\$40m	63m	76m	93m	115m
Other Charges (OCAR, OCSE, etc.)	7m	10m	12m	13m	15m
TOTAL ...	<u>\$47m</u>	<u>73m</u>	<u>88m</u>	<u>106m</u>	<u>130m</u>

Assumptions—

- Numbers of children in Secondary Schools for the years 1967, 1972, 1977 and 1982 are based on population projections which assume Birth Rate and Death Rate remain constant. For 1962 the number of children in schools 1960 has been taken into consideration.
- Numbers of children in Secondary Schools have been calculated on the following assumption:
 - 30% of 12+ to 14+ (inclusive) will go to Forms I, II and III of *Fully Assisted* Secondary Schools.
 - 2/3rds of 30% of 15+ and 16+ will go to Forms IV and V of *Fully Assisted* Secondary Schools.
- Estimated cost based on *Fully Assisted* Secondary Schools cost in 1959.
- Calculations for P.E. based on formula supplied by Professor Oppenheim, i.e.—

$$\frac{\text{New Average P.E.}}{\text{Old Average P.E.}} = \frac{1-x+y+k(f+x)}{1+f}$$

Where x is the wastage rate (deaths, retirements, etc.).

y is the allowance for increments in salary.

f is the student increase.

k is the average salary of a recruit over average salary of a teacher in previous period.

- Values of factors on which calculations are based:

	1959 to 1962	1962 to 1967	1967 to 1972	1972 to 1977	1977 to 1982
x ...	1 %	1 %	1¼ %	1½ %	1¾ %
y ...	2½ %	2½ %	2½ %	2½ %	2½ %
f ...	40 %	7½ %	2 %	2½ %	3½ %
k ...	2/3	0.9	0.83	0.76	0.71

- Cost of other charges calculated on a straight proportion basis, based on student populations.
- Percentages in 2 above are based on recommendations in paragraph 89 (d) of Report.
- No allowance made for an extra year in a Remove Form for some pupils.

APPENDIX No. 2--(cont.)

Table No. 7

ESTIMATED SUPERANNUATION CONTRIBUTIONS 1962/1982

Types	YEARS				
	1962	1967	1972	1977	1982
	\$	\$	\$	\$	\$
Primary	5m	7.3m	9.0m	11.5m	14.6m
Post-Primary	—	—	—	—	—
Secondary	1.7m	2.6m	3.2m	3.9m	4.8m
TOTAL	\$6.7m	9.9m	12.2m	15.4m	19.4m

Assumptions—

1. 4/5 P.E. taken as basic salary.
2. 70% of teachers taken as being under Unified Scheme.
3. Superannuation contribution taken as 7½% of basic salary.
4. No allowance has been made for superannuation contributions in the case of post-primary schools for the same reason as that stated in paragraph 334 of the Report.

NOTE.—That part of total education costs resulting from superannuation contributions is counter-balanced by the fact that there will in future be no pension commitment for Government in respect of new teachers.

APPENDIX No. 2—(cont.)

Table No. 8

ESTIMATED RECURRENT COST OF MUSLIM RELIGIOUS
INSTRUCTION IN SCHOOLS, 1961/1982*Recurrent Cost—*

Types	1961	1962	YEARS		1977	1982
			1967	1972		
	\$	\$	\$	\$	\$	\$
Primary ...	4.2m	4.3m	5.1m	5.7m	6.8m	8.2m
Post-Primary ...	—	0.5m	1.7m	1.8m	2.0m	2.4m
Secondary ...	1.2m	1.4m	2.0m	2.2m	2.4m	3.0m
TOTAL ...	\$5.4m	6.2m	8.8m	9.7m	11.2m	13.6m

Assumptions—

- 50% of School enrolments assumed to be receiving Muslim religious instruction.
- Cost has been calculated on the following assumptions:
 - \$7 per pupil p.a. for Primary and Post-Primary schools.
 - \$14 per pupil p.a. for Secondary schools.
- Assumptions in 2 above are based on recommendations of Religious Instruction Consultative Committee.

APPENDIX No. 2—(cont.)

Table No. 11

ESTIMATED RECURRENT COST OF ADMINISTRATION 1962/1982
BASED ON ASSUMPTIONS GIVEN BELOW

	YEARS				
	1962	1967	1972	1977	1982
	\$	\$	\$	\$	\$
1. Local Administration ...	5.5m	5.8m	6.1m	6.4m	6.7m
2. H.Q. Administration ...	2.0m	2.0m	2.0m	2.0m	2.0m
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL ...	7.5m	7.8m	8.1m	8.4m	8.7m
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>

Assumptions—

1. Estimated Cost of Local Administration calculated on following assumptions:
 - (a) 10% increase in cost of Administration has been allowed for 1962 and 5% increase for each subsequent 5-year period.
 - (b) Based on actual cost of C.E.O. and L.E.A. Administration in 1959 which was \$4.9m.
2. Estimated cost of H.Q. Administration to go up from \$1.53m in 1959 to \$2.0m in 1962 and thereafter to remain static. The \$2.0m for H.Q. Administration allows for an additional \$300,000 required for the Architect's Branch to cope more economically with the building programme envisaged. This will be more than offset by a reduction of architects fees.

APPENDIX NO. 2—(cont.)

Table No. 10

ESTIMATED CAPITAL COST OF TEACHER TRAINING, 1961/1982
BASED ON ASSUMPTIONS GIVEN BELOW

Years (inclusive)		Primary	...	Post-Primary	...	Secondary
		\$		\$		\$
1961-1962	...	0.8m	...	—	...	5.8m
1963-1967	...	4.2m	...	5.5m	...	5.0m
1968-1972	...	—	...	9.0m	...	—
1973-1977	...	4.0m	...	9.0m	...	—
1978-1982	...	—	...	—	...	—

Assumptions—

1. Based on building programme as recommended by the Supply and Training of Teachers Consultative Committee.
2. Does not include capital cost of Muslim Teacher Training College which is proposed to be built in the period 1962-1967.

APPENDIX No. 2—(cont.)

Table No. 9

ESTIMATED RECURRENT COST OF TEACHER TRAINING,
1962/1982 BASED ON ASSUMPTIONS GIVEN BELOW

	YEARS				
	1962	1967	1972	1977	1982
	\$	\$	\$	\$	\$
Primary Teacher Training ...	6m	6m	6m	8m	8m
Post-Primary Teacher Training	7m	21m	13m	6m	6m
Secondary Teacher Training ...	7m	6m	6m	6m	6m
TOTAL ...	20m	33m	25m	20m	20m

Assumptions and Notes—

- Numbers of students in training for the years given above are based on recommendations of the Supply and Training of Teachers' Consultative Committee.
- Factors used in calculating cost are:
 - Primary Teacher Training ... \$1,800 p.p. p.a.
 - Post-Primary Teacher training ... \$3,300 p.p. p.a.
 - Secondary Teacher Training...
 - \$3,300 p.p. p.a. for local training colleges (excluding capital charges.)
See 3.
 - \$6,250 p.p. p.a. for U.K. training colleges (including items of a capital nature).
- Comparable costs, including capital items are: local—\$4,800 p.a.; U.K.—\$6,250 p.a. Local capital charges are estimated separately in these tables.
- Does not include cost of training Muslim religious teachers for teaching in schools.

APPENDIX NO. 2—(cont.)

Table No. 12

ESTIMATED SCHOOL FEES 1962/1982 BASED ON ASSUMPTIONS
GIVEN BELOW

Types	YEARS				
	1962	1967	1972	1977	1982
Primary ...	Free	Free	Free	Free	Free
	\$	\$	\$	\$	\$
Post-Primary ...	4m	14m	15m	17m	20m
Secondary ...	15m	22m	25m	27m	32m
TOTAL ...	19m	36m	40m	44m	52m

Assumptions—

Calculations for school-fees are based on the following assumptions:

1. Primary—free universal primary education.
2. Post-Primary—calculated at \$60 p.a. (i.e. \$5 p.m.) with 50% allowance for free places. *See* paragraph 122 (d) and (e).
3. Secondary—calculated at:
 - (a) \$90 p.a. (i.e. \$7.50 p.m.) for pupils in Forms I-III (inclusive) with 20% allowance for free places.
 - (b) \$120 p.a. (i.e. \$10 p.m.) for pupils in Forms IV and V with 20% allowance for free places.
4. Rates of School-fees used above are based on recommendations in paragraph 122 of Report, except that no allowance has been made for the reduced fee of \$5 per month recommended for pupils in a Remove Form [*see* paragraphs 122 (h) and 331 of Report and Table No. 6].

APPENDIX No. 2—(cont.)

Table No. 13

ESTIMATED CAPITAL COST FOR PRIMARY, POST-PRIMARY
AND SECONDARY SCHOOLS BASED ON INCREASE IN ENROL-
MENTS, 1961/1982

Years (inclusive)	Primary	Post-Primary	Secondary
1961-1962 ...	\$16m ...	\$30m ...	\$ 53m
1963-1967 ...	38m ...	78m ...	111m
1968-1972 ...	30m ...	9m ...	38m
1973-1977 ...	50m ...	16m ...	49m
1978-1982 ...	66m ...	25m ...	81m

Assumptions—

1. Factors used in calculating Capital Cost are:
 - (a) Primary (2 sessions) \$ 166 per pupil
 - (b) Post-Primary (2 sessions) \$ 233 per pupil
 - (c) Secondary (Day) (1 session) \$1,300 per pupil
 - (d) Hostels (Secondary) \$1,500 per pupil
2. Factors used in calculating Capital Cost are based on present day costs.
3. Enrolments are based on population projections and percentages as given in Tables Nos. 4-6 (inclusive).
4. Estimated Capital Cost for secondary schools includes provision for:
 - (a) additional hostels.
 - (b) Sekolah² Lanjutan Kampong.

APPENDIX No. 2—(cont.)

Table No. 14

ESTIMATED RECURRENT COST OF THE INSPECTORATE 1962/
1982 BASED ON ASSUMPTIONS GIVEN BELOW

		YEARS								
		1962	1967	1972	1977	1982				
Cost	...	\$1.5m	...	2.1m	...	2.3m	...	2.7m	...	3.2m

Assumptions—

1. Estimated cost calculated on inspector/pupil ratio of 1 inspector to 25,000 pupils.
2. The estimated cost of local inspectors as suggested in Chapter XVIII of the Report is included in this calculation.

APPENDIX No. 2—(cont.)

Table No. 15

ESTIMATED RECURRENT COST OF FURTHER EDUCATION 1962/
1982 BASED ON ASSUMPTIONS GIVEN BELOW

		YEARS								
		1962	1967	1972	1977	1982				
Cost	...	\$1.45m	...	1.95m	...	2.45m	...	2.95m	...	2.95m

Assumptions—

1. Cost of Further Education will :
 - (a) increase by \$150,000 p.a. from 1959-1962.
 - (b) increase by \$100,000 p.a. from 1962-1977.
 - (c) remain static after 1977.
2. The sliding scale increase allowed for cost of Further Education in (1) above has been based on the following assumptions :
 - (a) the demand for National Language classes is not likely to continue to increase indefinitely because in future all pupils will have learnt the National Language from Std. I of the primary school;
 - (b) the demand for full course classes will tend to flatten out because of the raising of the school leaving age and the stabilisation of secondary places at 30% of the total secondary age-group; an increasing demand for vocational further education classes will, however, probably develop and so a small annual increase up to 1977 is shown.

APPENDIX No. 2—(cont.)

Table No. 16

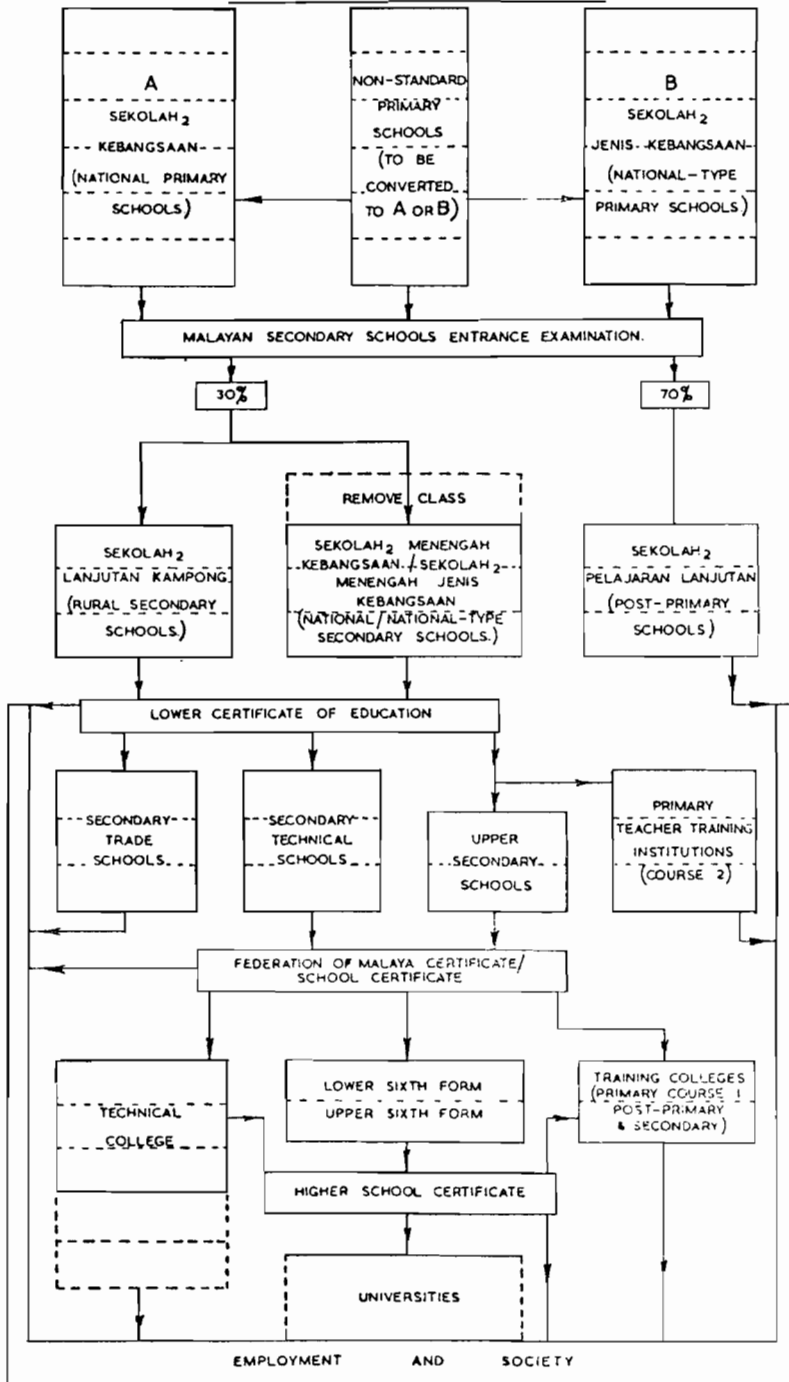
ESTIMATED TOTAL ENROLMENTS 1962/1982

	YEARS				
	1962 (‘000)	1967 (‘000)	1972 (‘000)	1977 (‘000)	1982 (‘000)
Primary Schools	1,223	1,451	1,630	1,930	2,328
Post-Primary Schools ...	129	466	504	573	680
Secondary Schools	196	280	309	346	408
TOTALS	1,548	2,197	2,443	2,849	3,416

NOTES—

1. This table is based on the arrangements mentioned in paragraphs 89 (d) and (e) and 110 of the Report.
2. The figures for Secondary Schools have not been adjusted in respect of pupils who will spend an extra year in a Remove Form.
3. Numbers in Schools 1962 take account of actual enrolments 1960.
4. Subject to 2 and 3, all children of the correct ages, assuming birth and death rates remain constant (*see* Table No. 1), are included.

DIAGRAM SHOWING THE PROGRESS OF PUPILS
UNDER THE RECOMMENDED POLICY



NOTE: 1. SIZES OF COMPARTMENTS BEAR NO RELATION TO THE NUMBER OF PUPILS
2. EACH COMPARTMENT IS DIVIDED BY HORIZONTAL DOTTED LINES INTO YEAR PERIODS DENOTING THE LENGTH OF EACH COURSE.

Table No. 17

PRIMARY TEACHER TRAINING INSTITUTIONS
 Possible arrangement for annual output of 3,030.

	EXISTING FACILITIES			CHANGES RECOMMENDED				Annual Output	
	Present Capacity	Annual Output	Increase	New Capacity	Courses I and II	Course III	Annual Output		
Sultan Idris Training College	420	210	—	420	300	120	270	—	
Kota Bharu Training College	330	165	—	330	240	90	210	Eventually to revert to Secondary Teacher Training	
Malacca Women's Training College	280	140	20	300	240	60	180	—	
Day Training College, Penang	600	300	60	660	540	120	390	2 extra classrooms + ancillaries	
Day Training College, K. Lumpur	600	300	60	660	540	120	390	2 " " " "	
Day Training Centre, Ipoh	250	125	110	360	240	120	240	4 " " " "	
Day Training Centre, Malacca	250	125	50	300	240	60	180	2 " " " "	
Day Training Centre, Muar	250	125	50	300	240	60	180	2 " " " "	
Day Training Centre, Alor Star	190	95	50	240	180	60	150	2 " " " "	
Day Training Centre, Taiping	190	95	20	210	150	60	135	1 extra classroom	
Day Training Centre, Teluk Anson	190	95	20	210	150	60	135	1 " " " "	
Day Training Centre, Seremban	190	95	50	240	180	60	150	1 new building inc. site	
Day Training Centre, Johore Bahru	190	95	50	240	180	60	150	1 " " " "	
Day Training Centre, Raub	120	60	—	120	120	—	60	—	
Day Training Centre, K. Trangganu	60	30	60	120	120	—	60	1 new building	
Day Training Centre, Kuantan	Nil	Nil	240	240	180	60	150	1 new Centre at Kuantan	
	4,110	2,055	840	4,950	3,840	1,110	3,030		

Table No. 18

(Para 261 of the Report)

TEACHERS FOR PRIMARY SCHOOLS

Proposed plan, based on estimated school population (6-11 years) for supply of Teachers from 1962-1982.

Year	School population (6-11 yrs.)	Teachers required	Brought forward	QUALIFIED TEACHERS AVAILABLE			Total No. Available	Estimated shortage	Remarks
				Estimated wastage	Output from Training Institutions	Output from Correspondence Course			
1962	1,223,000	35,000	24,600	250	2,000	1,000	26,400	8,600*	1,000 Normal Class Trained and Malayan Teacher Training College Trained Teachers to be transferred to Secondary Schools (Total No. available 6,119)
1967	1,451,000	41,400	26,400	1,650	14,000	2,000	36,750	4,650*	1. As above—4,000 teachers to be transferred between 1963 and 1967 to Secondary Schools and Post-Primary Schools 2. New Training College to be ready in 1967 to replace Kota Bharu T.C. Latter to be used for Post-Primary Training
1972	1,630,000	46,500	36,750	2,750	12,000	—	46,000	500	Course 3 to be discontinued
1977	1,930,000	55,200	46,000	4,000	12,000	—	54,000	1,200	New Training Institutions to be ready in 1977 to increase annual output to 3,000 per annum
1982	2,328,000	66,500	54,000	5,000	15,000	—	64,000	1,500	—

NOTE.—* Shortage to be made up by retaining present teachers who are not fully qualified, and, if necessary, by engaging temporary teachers.

Table No. 19

(Para. 267 of the Report)

TEACHERS FOR SECONDARY ACADEMIC SCHOOLS

Proposed plan, based on 30% of the school population (12-16 years) with a decrease to 20% after Form III, for supply of Teachers from 1962 to 1982.

(Estimates include academic staff for Sekolah² Lanjutan Kampong.)

Year	School population	No. of Teachers required	Brought forward	QUALIFIED TEACHERS AVAILABLE			Estimated shortage	Remarks	
				Estimated wastage	Output from Training Colleges, etc.	Transferred from Primary schools			
						Total No. available			
1962	196,000	7,000	3,400	25	575*	1,000 (See Table 18)	4,680	2,320	1. New Training Colleges to be ready as follows: K.L. 1962 Ipoh 1964
1967	280,000	10,000	4,680	300	2,850*	2,500 (See Table 18)	9,600	400	2. 270 to be recruited as lecturers— See Table 20
1972	309,000	11,100	9,600	700	3,200*	—	11,100	Nil	135 to be recruited as lecturers—See Table 20
1977	346,000	12,500	11,100	1,000	3,200*	—	12,500	Nil	1,000 teachers transferred to Post-Primary Schools
1982	408,000	14,600	12,500	1,100	3,200*	—	14,600	Nil	800 teachers transferred to Post-Primary Schools

NOTE.—Staff for VI Form Classes are not included above. * Includes a small proportion of graduates from Universities.

APPENDIX No. 4—(cont.)
Table No. 20

(Para. 266 of the Report)

TEACHERS FOR POST-PRIMARY SCHOOLS

Proposed plan, based on 70% of the estimated School population (12-14) for supply of teachers from 1962-1982.

Year	70% of school population (12-14 yrs.)	TEACHERS AVAILABLE				LECTURERS FOR PART-TIME TRG.			Remarks		
		Teachers required	Brought forward	Esti- mated wastage	Output from Training College	Part-time teachers available	Total No. available	Esti- mated shortage		Reqd.	No. absor- bed into Training Colleges
1962	129,000	4,600	—	—	—	2,000	2,000	2,600	135	—	135 teachers to be recruited yearly in 1961, 1962, 1963 for one year course to train them to become lecturers
1967	466,000	16,600	2,000	100	300	10,000	13,700 (including 1,500 from Primary Schools)	2,900	345	60	1. Recruitment at 2,000 yearly till 1967 2. Trg. College at Johore Bahru to be ready in 1964 3. K.B. Trg. College to be taken over in 1967
1972	504,000	18,000	13,700	800	1,500	3,000	18,000	Nil	200	60	1. Recruitment at 600 per annum till 1972 2. 1,000 teachers transferred from Secondary Academic Schools (Table 19)
1977	573,000	20,600	18,000	1,300	2,700	—	20,200	400	100 (Till 1975)	60	3. New College for annual output of 300 per annum to be ready in 1972
1982	680,000	24,300	20,200	1,800	3,900	—	22,300	2,000	—	—	1. 800 teachers transferred from Sec. academic schools (Table 19) 2. New College for annual output of 300 to be ready in 1977

NOTE.—As the lecturers become surplus to requirements they will be posted to schools possibly to take charge of them.

APPENDIX No. 4—(cont.)

Table No. 21

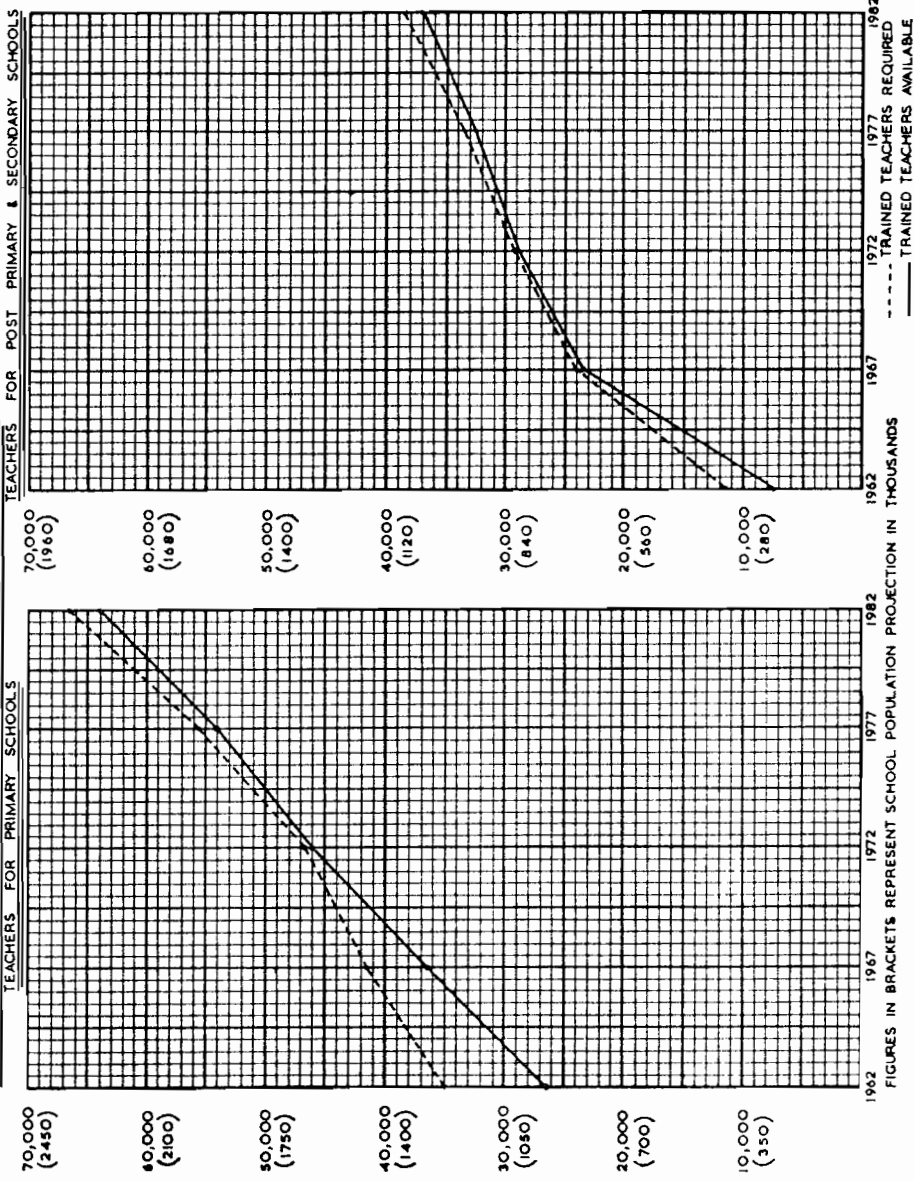
(Para. 269 of the Report)

TECHNICAL TEACHER TRAINING COLLEGE

Year	OUTPUT OF TECHNICAL TEACHERS FOR SEKOLAH ² LANJUTAN KAMPONG (3-YEAR COURSE), ETC.			OUTPUT OF TECHNICAL TEACHERS FOR TECHNICAL INSTITUTES AND TRADE SCHOOLS (4-YEAR COURSE)			
	Mechanical	Building Trade	Total	Electrical	Mechanical	Building Trade	Total
1962	—	—	—	—	—	—	—
1962-1967	18	18	36	16	12	12	40
1968-1972	30	30	60	40	30	30	100
1973-1977	30	30	60	40	30	30	100
1978-1982	30	30	60	40	30	30	100

Proposed new training college for teachers of technical subjects to be ready by the beginning of 1962.

TABLE 22
SUMMARY IN GRAPH FORM OF TABLES 17-21



FIGURES IN BRACKETS REPRESENT SCHOOL POPULATION PROJECTION IN THOUSANDS
 - - - - - TRAINED TEACHERS REQUIRED
 _____ TRAINED TEACHERS AVAILABLE

Table No. 23

(Para. 258 of the Report)

SUMMARY OF TEACHER TRAINING PROPOSALS

TEACHERS FOR PRIMARY SCHOOLS.—

1. The initial shortage is to be made up by retaining present teachers who are not fully qualified and, if necessary, by engaging temporary teachers.
2. Between 1962 and 1967, 5,000 of the 6,000 Normal Class and Malayan Teacher Training College Trained teachers are to be transferred to Post-Primary and Secondary Schools.

3. TRAINING INSTITUTIONS:

- (a) *Present Institutions*—
- 3 Residential Colleges.
 - 2 Day Training Colleges.
 - 10 Day Training Centres.

(b) *Proposed Additions*—

- 1962: (i) Extensions to existing institutions and new buildings to replace temporary accommodation.
- (ii) New Day Training Centre at Kuantan.
- 1967: New Training College to replace Kota Bahru Training College when latter is taken over for post-primary training.
- 1977: New Training Institutions to increase annual output to 3,000 (Courses I and II).

4. Annual output with proposed changes in 1962:

- (a) Courses I and II only 2,475
- (b) With 1,110 for Course III and reduced intake for Courses I and II 3,030

Note. Consideration to be given in 1969 to withdrawal of Course III.

TEACHERS FOR POST-PRIMARY AND SECONDARY SCHOOLS.—

5. 2,000 part-time teachers to be recruited per annum from 1962-1967, and 600 per annum from 1968-1972 for teaching in post-primary classes.

6. 405 secondary school teachers to be recruited in 1961-1962 for one year's training as teacher-trainers.

7. TRAINING COLLEGES:

(a) *Present Colleges*—

1. Language Institute, Pantai Valley, Kuala Lumpur.
2. Malayan Teacher Training College, Penang.
3. Malayan Teacher Training College, Brinsford.
4. Malayan Teacher Training College, Kirkby.

(b) *Proposed Colleges*—

Year	Place	Annual Output	Type
1962	... Kuala Lumpur	... 150	... Academic
1964	... Ipoh	... 150	... Academic
1964	... Johore Bahru	... 150	... Post-Primary
1967	... Kota Bahru	... 150	... Post-Primary
1972	... ?	... 300	... Post-Primary
1977	... ?	... 300	... Post-Primary

Post-Primary teachers will be trained to teach vocational subjects.

APPENDIX No. 5

(Report paragraph 353)

RECOMMENDED AGE LIMITS IN PRIMARY SCHOOLS

Arrangements will normally be made by Chief Education Officers for all children to be registered for admission to a school not later than December of the year in which the child reaches his/her fourth birthday, and for this registration to be confirmed not later than December of the year in which the child reaches his/her fifth birthday.

2. No child may be registered for admission to a school or admitted to a school without the production of his/her birth certificate and the name of the child recorded for admission to a school shall be the name on the birth certificate unless there is attached to the certificate a Statutory Declaration recording the change of the name of the child.

3. No child shall be admitted to a standard who is over the ages set out below on January 1st of the year of entry to the standard :

Standard One	not under 6	...	Not over	7
..	Two	...	..	8
..	Three	...	..	9
..	Four	...	..	10
..	Five	...	..	11
..	Six	...	..	12

4. Except in the year 1961 a child whose first admission to a school has been delayed will not be admitted to Standard One but will be admitted to the standard appropriate to his/her age. In 1961 a child who has reached his/her seventh birthday before the 1st of January, 1961 may be admitted to Standard One.

5. No pupil shall be retained in a standard for any reason if such retention will result in the pupil being overaged for the standard according to the age limits laid down in paragraph 3 above.

6. All pupils in Standard Six will be entered for the Malayan Secondary Schools Entrance Examination.

7. If a pupil in Standard Six is unable to take the Malayan Secondary Schools Entrance Examination, the Controller of Examinations shall be informed and he may award an Aegrotat result in respect of the pupil. For this purpose the Controller shall be supplied with the pupil's progress reports and such other reports as he may require.

8. A pupil may sit for the Malayan Secondary Schools Entrance Examination once only except as provided in paragraph 156 of the Report.

9. Every school shall record each pupil's progress not less than once a year in an approved form.

10. Parents shall be issued with a progress report on their children not less frequently than once a term.

11. The above rules will come into force on January 1st, 1961, except where otherwise stated and except that in the case of a child who up to and including the year 1961 had reached his seventh birthday before January 1st

of the year of admission into Standard One, the age limits in paragraph 3 above will be increased by one year for the following periods:

Standard One	...	1961 only	
„ Two	...	1961 to 1962 inclusive	
„ Three	...	1961 to 1963	„
„ Four	...	1961 to 1964	„
„ Five	...	1961 to 1965	„
„ Six	...	1961 to 1966	„

12. Every pupil on completing the primary course or on moving to another primary school shall be issued with a leaving certificate on a form approved by the Minister.

13. Any person aggrieved by a decision concerning the application of the above rules may appeal to the Minister of Education whose decision shall be final.

APPENDIX No. 6

(Report paragraph 353)

RECOMMENDED AGE LIMITS FOR SECONDARY SCHOOLS

No pupil who has not obtained a result in the Malayan Secondary Schools Entrance Examination will be admitted to the Remove Form or Form One of a secondary school or Form One of a post-primary school without the permission of the Minister of Education.

2. As soon as possible after the Malayan Secondary Schools Entrance Examination has been held, the Chief Education Officer will issue the pupils' examination results to the primary schools concerned showing the type of school each pupil is eligible to enter.

3. No pupil shall be admitted to a form who is over the ages shown in the two tables below on January 1st of the year of entry to the form. The ages for Forms in Table 2 may be applied only to those pupils who enter the secondary school through the Remove Form.

Table 1			Table 2		
Form One	...	...	Remove Form	...	Not over 13 years
„ Two	...	...	Form One	...	„ „ 14 „
„ Three	...	...	„ Two	...	„ „ 15 „
„ Four	...	...	„ Three	...	„ „ 16 „
„ Five	...	...	„ Four	...	„ „ 17 „
„ Six Lower	...	...	„ Five	...	„ „ 18 „
„ Six Upper	...	...	„ Six Lower	...	„ „ 19 „
			„ Six Upper	...	„ „ 20 „

4. No pupil shall be admitted to a secondary school or post-primary school without producing a leaving certificate from the previous school.

5. No pupil shall for any reason be retained in a Form, except as provided in paragraph 156 of the Report.

6. No pupil shall be promoted to Form IV unless he/she has qualified for promotion on the results of the Lower Certificate of Education Examination.

7. In the case of a pupil who has fulfilled the conditions for taking the Lower Certificate of Education Examination, but who has been unable to sit for the examination, the Controller of Examination may award an Aegrotat result. For this purpose the Controller shall be supplied with the pupil's progress reports and such other reports as he may require.

8. A pupil in the appropriate form may sit for the Lower Certificate of Education, Federation of Malaya Certificate of Education or Overseas School Certificate, or the full Higher School Certificate examinations once only except that a pupil who has been retained in a form for a second year and who is of the correct age for the form in accordance with the age limits in paragraph 3 above, may sit for the appropriate examination a second time.

9. The age limits in paragraph 3 above will come into force with effect from 1st January, 1962, with the following exceptions. The age limits will be increased by one year in the case of any pupil who reached his/her seventh birthday before January 1st of the year of admission to Standard One in the primary school, and the age limits will be increased by one year or by one further year in respect of any pupil who before 1961 was permitted to take seven years instead of six to complete his/her primary school course.

10. Age limits for post-primary schools shall be as for the first three years as shown in Table 1 of paragraph 3 and paragraph 9.

11. Any person who is aggrieved by the application of the above rules may appeal to the Minister whose decision shall be final.

APPENDIX No. 7

(Paragraph 188 of the Report)

ARRANGEMENTS FOR COURSES LEADING TO PUBLIC EXAMINATIONS IN ASSISTED CHINESE SECONDARY SCHOOLS AS FROM 1961

Under the recommendations in Chapters VIII and IX of the Report all assisted Chinese secondary schools will, as a condition of assistance, be required (*inter alia*) to train their pupils for the public examinations (Lower Certificate of Education and Federation of Malaya Certificate of Education/Overseas School Certificate).

2. "Assisted" school in this appendix means all fully-assisted schools and schools which will be partially-assisted in 1961 under para. 164 (*b*) of the Report.

3. The Lower Certificate of Education Examination will be conducted in Malay or English only but will not be taken by pupils from Chinese-medium primary schools until they have received four years of instruction including special language instruction in Malay or English in the secondary school—as against three years for those in secondary schools who do not change the medium of examination as between primary and secondary.

4. This appendix explains the effect of the recommendations in para. 187 of the Report, on courses and examinations in assisted Chinese secondary schools.

5. The following table may help to clarify the situation:

Pupil's position in 1960	Pupil in Jan. 61 enters	New name of class in col. 2	Examinations to be taken		
			L.C.E.	C.S.S.L.C. (paras 11 & 12)	FMCE/OSC
—	J.M. 1	Remove	1964 Dec.	—	1966 Dec.
J.M. 1	J.M. 2	Form 1*	1963 „	—	1965 „
J.M. 2	J.M. 3	Form 2*	1962 „	—	1964 „
No class called Form 3 until 1962					
J.M. 3	S.M. 1	Form 4	—	1962	—
S.M. 1	S.M. 2	Form 5	—	1961	—

6. Pupils entering school in January, 1961 will be placed in a Remove Form (for special language instruction) and will sit for the Lower Certificate of Education in December, 1964, i.e. after four years in the secondary school.

7. Pupils who were in J.M. 1 in 1960 will also have received four years of instruction (including special language instruction) before sitting for the Lower Certificate of Education in 1963.

8. Pupils who were in J.M. 2 in 1960 will also receive two years further instruction (including special language instruction) before sitting for the Lower Certificate of Education in 1962.

9. The special language instruction referred to in the last three paragraphs will be given in Remove forms.

10. There will be no examination to qualify for the fourth year referred to in paragraphs 6, 7 and 8.

* Form 1 (Remove) and Form 2 (Remove) in 1961 (*see* para. 9).

11. Pupils who enter Senior Middle One (or Form Four) in January, 1961 will do so on gaining promotion through the Chinese Schools Promotion Examination in 1960 and will not be required to have taken the Lower Certificate of Education Examination. They will sit for the Chinese Secondary School Leaving Certificate Examination in 1962.
12. Pupils who enter S.M. 2 in January, 1961 will take the Chinese Secondary School Leaving Certificate in 1961.
13. The Chinese Secondary School Leaving Certificate will not be set after 1962.
14. Admission to all assisted Chinese secondary schools will be based as from January, 1961 only on the result of the Malayan Secondary School Entrance Examination.
15. After (the end of) 1961 only those pupils who have qualified for promotion by means of the Lower Certificate of Education shall proceed to Form 4.
16. These arrangements are all subject to current regulations about age-limits in assisted secondary schools, as applicable.
17. The Junior Middle Three examination and the Chinese Secondary School Promotion examination will not be held after 1960.

APPENDIX No. 8

[Report paragraph 48 (b)]

CURRENT EDUCATION LEGISLATION

Ordinance or Notification No.	Title of Ordinance/Regulations
1. L.N. 66/51 ...	Schools (General) Regulations, 1951.
2. L.N. 288/55 ...	Education (Part-Time Further Education) Regulations, 1955.
3. L.N. 179/56 ...	Schools (Societies) Regulations, 1956.
4. L.N. 451/56 ...	Schools (Courses of Studies) Regulations, 1956.
5. Ordinance 2/57 ...	Education Ordinance, 1957.
6. Ordinance 3/57 ...	Registration of Teachers Ordinance, 1957.
7. L.N. 237/57 ...	Teachers (Registration) Regulations, 1957.
8. L.N. 312/57 ...	Education (National Joint Council for Teachers) Regulations, 1957.
9. L.N. 326/57 ...	Schools (Tours) Regulations, 1957.
10. L.N. 6/58 ...	Registration of Teachers (Appeal) Rules, 1957.
11. L.N. 33/58 ...	Assisted Schools (Management) Rules, 1958.
12. L.N. 34/58 ...	Assisted Schools (Instruments of Management or Government) Rules, 1958.
13. L.N. 35/58 ...	Schools (Financial Assistance) Regulations, 1958.
14. L.N. 57/58 ...	Schools (Registration) Rules, 1958.
15. L.N. 62/58 ...	Education (Board of Education) Regulations, 1958.
16. L.N. 88/58 ...	Teachers (Registration) (Amendment) Regulations, 1958.
17. L.N. 164/58 ...	Corrigendum to L.N. 312/57.
18. L.N. 208/58 ...	Schools (Magazines) Regulations, 1958.
19. L.N. 210/58 ...	Registration of Teachers (Appeal) (Amendment) Rules, 1958.
20. L.N. 291/58 ...	Assisted Schools (Management) (Amendment) Rules, 1958.
21. L.N. 326/58 ...	Schools (Registration) (Amendment) Rules, 1958.
22. L.N. 392/58 ...	Corrigendum to L.N. 312/57.
23. Ordinance 51/58	University of Malaya (Amendment) Ordinance.
24. L.N. 8/59 ...	University of Malaya Ordinance, 1959 (declaration of appointed day).
25. L.N. 9/59 ...	University of Malaya (Amendment) Ordinance, 1958 (bringing Ordinance into force).
26. L.N. 61/59 ...	Education (School Discipline) Regulations, 1959.
27. L.N. 62/59 ...	Education (National Joint Council for Teachers) By-Laws, 1959.
28. L.N. 91/59 ...	Education (Appeal) Rules, 1959.
29. L.N. 126/59 ...	Schools (Courses of Studies) (Amendment) Regulations, 1959.
30. G.N. 1815/14-5-59	Approval of courses of studies by the Minister under the Schools (Courses of Studies) Regulations, 1956.
31. L.N. 264/59 ...	Order under Section 114.
32. L.N. 351/59 ...	Teachers (Leave) Rules, 1959 (not yet brought into force).
33. L.N. 352/59 ...	Education (Federation of Malaya Examinations Syndicate) (Membership) Regulations, 1959.
34. L.N. 358/59 ...	Education (Exemption) Order, 1959.
35. L.N. 15/60 ...	Education (Exemption) (No. 1) Order, 1960.
36. L.N. 31/60 ...	Education (Exemption) (No. 2) Order, 1960.
37. L.N. 51/60 ...	Registration of Teachers (Exemption) Order, 1960.
38. L.N. 96/60 ...	Schools (Post Secondary) Societies Regulations.

(This list includes legislation up to the end of May, 1960 only).

APPENDIX No. 9

(Paragraph 6 of the Report)

LIST OF REPRESENTATIONS RECEIVED FROM POLITICAL PARTIES, ASSOCIATIONS OF TEACHERS AND OTHERS, AND MEMBERS OF THE PUBLIC

Subject/Title	Source	Serial No.
Report on administrative changes ...	Mother Provincial, Convent of the Holy Infant Jesus, Penang	1
Requests of various races ...	Pejabat Wakil Ra'ayat, Kota Tinggi	2
Proposals for Education Review Committee	Enche' M. Yusof bin Idris, Kedah	3
Report on Education Policy ...	Haji Ali bin Long, Kuala Trengganu	4
Program of Examination and Chinese Educational Advisory Committee	Chinese Teachers' Association, Segamat	5
Proposals on Education ...	Central Kedah Chinese Schools Teachers' Association, Sungai Patani, Kedah	6
Report on education up to Primary level ...	Malayan Tamils Association, Kuala Lumpur	7
Proposals on Education ...	Central Kedah Chinese School Teachers' Association, Kedah	8*
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9 ...	Ministry of Education ...	Survey of the main recommendations of the 1956 Report.
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11 ...	Ministry of Education ...	Religious Instruction—Implementation of Section 49 of the Education Ordinance, 1957.
12 ...	Ministry of Education ...	Raising of the School-leaving age.
13 ...	Ministry of Education ...	Increase of places in Secondary Schools.
14 ...	Ministry of Education ...	Treatment of Non-Conforming Secondary Schools.
15 ...	Ministry of Education ...	Muslim Religious Schools.
16 ...	Ministry of Education ...	Free Primary Education.
17 ...	Ministry of Education ...	Appointment of Consultative Committees.
18 ...	Ministry of Education ...	Proposed Timetable for the Committee's Work.
130 ...	Ministry of Education ...	Representation of the Malayan Teachers' National Congress on Consultative Committees.
131 ...	Ministry of Education ...	Representations received from Teachers and other Association and the Public.
140 ...	Ministry of Education ...	Progress Report by the Secretary.
141 ...	Professional Consultative Committee	Report of the Professional Consultative Committee.
142 ...	Administration Consultative Committee	Report No. 2 to the Education Review Committee—Responsibility for Sekolah ² Lanjutan Kampong.
143 ...	Finance and General Consultative Committee	The Estimated cost of Education up till 1982.
144 ...	Supply and Training of Teachers Consultative Committee	Report of the Consultative Committee on the Supply and Training of Teachers.
145 ...	Administration Consultative Committee	Report No. 1 to the Education Review Committee—Local Education Authorities.
146 ...	Administration Consultative Committee	Report No. 3 to the Education Review Committee—The Functions of Boards of Managers/Governors and the Establishment of an Education Service Commission.
147 ...	Ministry of Education ...	Capital Grants to Former Aided Schools.
149 ...	Ministry of Education ...	Free Primary Education and Rates of School Fees.
150 ...	Administration Consultative Committee	Local Education Rates and Education Service Commission.
151 ...	Ministry of Education ...	The Federal Inspectorate of Schools.
152 ...	Ministry of Education ...	Treatment of Non-Conforming Secondary Schools.
153 ...	Ministry of Education ...	The Language Medium of Public Examinations.
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156 ...	Ministry of Education ...	Representations received from Teachers and other Associations and the Public.
157 ...	Ministry of Education ...	Future Position of Teachers in Partially- Assisted Schools.
158 ...	Ministry of Education ...	Review of the Committee's Timetable.
159 ...	Ministry of Education ...	Treatment of Non-Conforming Secondary Schools.
160 ...	Ministry of Education ...	Partial Assistance to Primary Schools.
161 ...	Ministry of Education ...	Implementation of Section 49 of the Educa- tion Ordinance.
162 ...	Ministry of Education ...	New name for "Remove" Class.
163 ...	Ministry of Education ...	National Education Advisory Board and State Education Advisory Boards.
164 ...	Ministry of Education ...	The Education Service.