

Report

OF THE

EDUCATION COMMITTEE

1956

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15. We have carefully considered the teacher training programme required for the implementation of our recommendations. What can be done is set out in Chapters XI and XIV.

16. We recommend that the policies proposed in this report and, in particular, their financial implications, should—if adopted—be re-examined in the light of experience not later than 1959, and that the introduction of free primary education should then receive consideration.

CHAPTER III

THE NATIONAL LANGUAGE

Learning of Malay

17. As declared in our terms of reference, it is the intention of the Government to make Malay the national language of the country.

18. It follows from this that Malay must be learnt in all schools, and we recommend that the teaching of Malay to and the learning of Malay by all pupils shall be a condition of Government assistance in all schools.

Malay Language Development. *misleading*

19. *A Language Institute.*—The successful learning of Malay will depend on the quality of the teaching. It is, therefore, as important to train teachers to teach Malay as to train them to teach any other subject. If this training process is to be effective there must be research into the teaching of Malay.

20. We, therefore, regard as essential and recommend the establishment of a Language Institute which shall perform two functions:

- (a) training teachers of the Malay language;
- (b) carrying on research into languages in Malaya and the teaching of them.

21. We consider that the first subject for research should be the teaching of Malay, and that, when this work has made progress, the Institute could and should study the teaching of other languages used in Malaya.

22. *Qualifications in Malay.*—We recommend further—

- (a) that a certain standard of achievement in Malay shall be required for admission, at the end of the six-year primary course, to secondary schools maintained in whole or in part from public funds; initially the standard might be equivalent to Standard III of the present Malay schools;
- and (b) that Malay language shall be a compulsory subject in the Lower Certificate and in the National Certificate of Education (see paragraphs 76 and 79 and Appendices No. 3 and No. 4).

23. *Incentives for learning Malay.*—We also consider that there must be incentives and rewards for reaching adequate standards in Malay. For example—

- (a) it can be made a qualification at the various levels for entry into the Government service;
- (b) it can be one of the factors taken into consideration in selection for secondary education as well as compulsory in all Government examinations;

- (c) it can be made a requirement for anyone aspiring to a scholarship from public funds*;
- (d) bonuses can be provided at various levels in Government service to encourage a more rapid acquisition of the language;
- (e) grants-in-aid to schools can depend in part on the successful learning of Malay as and when adequate facilities can be provided;
- (f) Malay can be a compulsory part of teacher training courses and examinations.

24. We recognise that all the above cannot be introduced all at once but we recommend that it should be the policy of the Government to introduce these incentives and rewards as they become practicable and as soon as the necessary facilities for learning Malay have been established.

Jawi or Rumi?

Yes 25. We have considered carefully whether Roman script (Rumi) or Perso-arabic script (Jawi) should be used in teaching the national language and we recommend the use of Rumi provided that arrangements are made for the learning of Jawi by Muslim pupils.

Literature Agency

26. We have been informed that steps are being taken to set up a Literature Agency in the Federation. We welcome this and consider that the Agency, working in collaboration with the Language Institute suggested above, will be a valuable factor in developing, and in promoting a better knowledge of the Malay language.

Interim Implementation

27. In order that no time may be lost in implementing the decision to make Malay the national language we have already asked the Director of Education to begin the detailed planning of the Language Institute and to seek Government approval for its establishment.

28. We have also asked the Director to take immediate steps to ensure—

- (a) that standards of Malay teaching are raised in secondary schools and that Malay should become a "principal subject" in a Higher School Certificate;
- (b) that special bursaries for the study of Malay are provided at the University;
- and (c) that specialised courses in Malay are introduced in the Teacher Training Colleges.

CHAPTER IV

GENERAL STRUCTURE AND ORGANISATION

Fundamental changes recommended

29. This chapter sets out the general structure and organisation which we recommend for the educational services of this country. It will be noted that these recommendations involve certain fundamental changes and we consider that the time has come when these must be boldly made.

* Throughout this Report the term "public funds" is used to mean funds provided by the Federal or State/Settlement Governments or by local authorities.

Ministry of Education

30. The Ministry will be generally responsible for educational policy throughout the Federation and, in particular, it will be responsible for secondary education in consultation with State/Settlement Governments and (*inter alia*) for post-secondary education, for technical education (other than trade schools), for the training of teachers and for the conduct of examinations. The Ministry will also be responsible for the control and payment of grants to be made through State/Settlement Governments to local education authorities for primary education.

Local Education Authorities

31. We recommend the establishment of local education authorities, to be responsible for Primary and trade education, as soon as may be practicable. We consider that these authorities should be set up under legislation by the 1st January, 1957, but we recognise that it will not be possible to create all the authorities simultaneously, or according to a uniform pattern, throughout the Federation.

32. We have reached agreement on the general principles under which local education authorities should be established.

33. All Municipal Councils would be local education authorities; so would also such Town Councils, Town Boards, Rural Boards or Local Councils as might be appointed as such by the Ruler-in-Council for a State or by the High Commissioner in Nominated Council for a Settlement. Local education authorities would have power to establish education committees and to delegate authority to them.

34. In other places Area Education Boards, nominated or elected by local government authorities in the area who are not themselves local education authorities, would be similarly set up and would perform functions corresponding to those of local education authorities.

35. Local education authorities would be given powers to raise a local contribution either by means of an education rate or by other approved methods. Area education boards would decide the distribution of the financial burden within their areas, and the local authorities (e.g., Local Councils) therein would decide the manner of raising the assessed contribution by one or more of various approved methods which would be laid down by legislation.

36. Local education authorities and Area education boards would have full responsibility within limits laid down by Federal education policy for primary education in their areas.

37. Full details of these proposals are now being embodied in draft legislation which, after due consultation with the various authorities concerned, will be published in the form of a Bill and presented to the Federal Legislative Council.

The Schools

38. *Primary Schools.*—We recommend that there shall be two types of Primary schools—

- (a) Independent Schools;
- and (b) Assisted Schools.

Only assisted schools would receive aid from public funds but both independent and assisted schools would be subject to inspection and to the general rules relating to schools laid down by legislation. Both independent and assisted primary schools would be under the immediate jurisdiction of the local education authority and would be managed by Boards of Governors.

39. *Secondary Schools*.—We recommend that there shall be two kinds of Secondary schools—

- (a) Independent Schools (not receiving assistance from public funds);
and (b) Direct Grant Schools.

The control and direction of direct-grant secondary schools would be exercised by the Minister for Education in consultation with State/Settlement Governments and in accordance with current legislation. All secondary schools would be subject to inspection. Direct grant schools would be managed by formally constituted Boards of Governors which would have wide powers and would receive direct grants from the Ministry. Our proposals for rules to govern Grants-in-Aid are referred to in Chapter XII.

Boards of Governors

40. We recommend that provision should be made by legislation for the establishment of Boards of Governors for all schools, primary and secondary. An indication of what we consider might be the constitution and powers of Boards of Governors will be found in Appendix No. 8. We suggest that the Instrument of Government for Boards of Governors in the case of Primary schools should be issued under the authority of the Local Education Authority. In the case of Secondary schools we recommend that the Instrument of Government of the school should be issued jointly by the Menteri Besar and the Minister, for a State, and by the Resident Commissioner and the Minister, for a Settlement. In the case of educational institutions formerly run as Federal institutions the Instrument of Government would be issued under the authority of the Minister.

Technical education

41. This matter is dealt with more fully in Chapter VIII, so it will suffice here to mention that we recommend that trade schools should be administered by the local education authority and technical institutes and technical colleges directly by the Minister for Education.

The Inspectorate

42. We understand that at present there is little or no inspection of schools although the Education Ordinance, 1952, provides for the inspection of educational establishments. Chief Education Officers, of course, visit all types of schools and Assistant Inspectors of Vernacular Schools visit Malay, Chinese and Tamil schools. But all these officers are so occupied with routine administrative work that they have little time for inspection in the proper sense of the term.

43. We are convinced that this situation is undesirable and wasteful. We consider that in order both to raise standards and to ensure the proper implementation of the country's educational policy it is essential to establish a special corps of Inspectors. We have noted that a similar recommendation was made first by a Commission in 1938 and then in the Barnes Report (1950); in the Central Advisory Committee's Report (Council Paper No. 44 of 1951); and in the Report of the Special Committee on Education Policy (Council Paper No. 70 of 1952).

44. In considering this problem we had the advantage of hearing from Mr. G. C. Harper and Mr. W. Gillies, two members of the team of Her Majesty's Inspectors of Schools from the United Kingdom that visited Malaya during the last three months of 1955, how the inspection of schools is organized in the United Kingdom.

45. We now make the following recommendations:

- (a) that an Inspectorate shall be established in the Federation as soon as possible;
- (b) that this Inspectorate shall be entirely independent of the Director of Education and of the Education Department;
- (c) that the Inspectorate shall consist of Federal officers to be known as Federal Inspectors;
- (d) that in order to ensure the independence of the Inspectorate they shall be selected, promoted and controlled for disciplinary purposes by a special board appointed by the High Commissioner;
- (e) that the Inspectors shall report directly to the Minister for Education and be responsible to the Minister for the due performance of their duties;
- (f) that postings and transfers and the routine administration of the Inspectorate shall be controlled by the Chief Inspector;
- (g) that the Inspectors shall have the right to visit and inspect any school which is financed wholly or partly from public funds, or any registered school;
- (h) that they shall keep the Minister informed of the state of affairs in such schools and give professional advice to teachers;
- (i) that their reports to the Minister shall be confidential documents and shall not be made available to any one other than the Director of Education and those directly concerned with the administration of particular schools, in each case at the discretion of the Minister; and that the Minister may issue without alteration any reports by the Inspectorate but may, at his discretion, withhold distribution of particular reports;
- (j) that the Inspectorate shall have no powers to give orders or instructions to the school staff;
- (k) that the Inspectors shall be recruited from among any suitable and qualified teachers and not merely from Government teachers;
- (l) that the establishment and salary structure of the Inspectorate shall be fixed by the High Commissioner-in-Council.

The Teaching Profession

46. During our deliberations it became clear to us that members of the teaching profession in Malaya are working within a system which is disadvantageous both to the teacher and to the efficiency of the service. There are many types of teachers each with his or her own salary scale and with little or no opportunity for transfer or for promotion from one grade to another. Many teachers are Government servants but those who work in aided or private schools are the employees of the managers of the schools concerned. The profession is far too compartmentalised.

47. This situation has grown up in Malaya for historical reasons. It is not the situation in countries such as the United Kingdom, where there is one national salary scale for all trained teachers (with special additions for graduates, for high honours and for special responsibilities). Teachers are free to move from one place or school or authority to another without loss of pension rights or privileges. Such a system leads to greater efficiency and contentment.

48. We, therefore, consider that it is in principle very desirable that all teachers should be organized into one professional service on one national salary scale with contributory pension rights and with individual freedom of transfer from one employer to another. We consider further that this development is a necessary complement to the setting up of local education authorities.

49. In the unified teaching profession all qualified persons would be registered as teachers and such registration would lapse only as a result of individual action contrary to the enacted or moral law or through failure to exercise the profession for a stipulated period. Registration would give entry to the teaching profession and not to a Government service. Teachers would be engaged by Boards of Governors who would also have powers of dismissal subject to the concurrence of the local education authority in the case of primary schools and of the Minister in the case of secondary schools. There would not be Government Teachers and non-Government Teachers; nor would there be English School Teachers, Malay School Teachers, Chinese School Teachers and Indian School Teachers; nor would there be Education Officers, Graduate Teachers, Normal Trained Teachers, College-Trained Teachers, Certified Teachers, etc.—there would only be teachers.

50. There would be one national unified scale with points of entry adjusted according to qualifications and promotion bars to be passed either by qualification or by proved merit and experience. Any teacher, being free to change his or her employment, could theoretically enter the profession at the lowest point of the salary scale and by merit and personal effort reach the very top. All teachers would also have prospects of recruitment to posts concerned with educational administration or to the Inspectorate.

51. A permanent national commission should be set up to resolve all problems relating to the salaries of teachers and their conditions of service in schools. The establishment of a contributory pension scheme would have to be considered.

52. We accept the principle of the proposal for a unified teaching profession and, therefore, recommend that the details should be referred for investigation to a special committee appointed by the High Commissioner-in-Council.

✓ CHAPTER V

PRIMARY EDUCATION

Definition

53. By Primary School we mean an independent or an assisted school as explained in paragraph 38 above. The normal age range in a primary school will eventually be from 6 to 13 years and admissions and retentions will be governed by the rules referred to in paragraph 113 below, and set out in Appendix No. 5.

Structure

54. We have agreed that there shall be a variety of Primary Schools, falling into two broad types—

- (a) Standard Primary schools in which the medium of instruction shall be the Malayan national language;
- (b) Standard-type Primary schools in which the main medium of instruction may be Kuo Yu or Tamil or English.

We recommend that schools under both (a) and (b) above shall be staffed with teachers who have been trained for primary school work after completing at least three years of secondary education. *? will*

55. We recognise, however, that for some time it will be necessary to permit the continuance of and to assist financially other existing primary schools in which the main medium of instruction may be Malay or Kuo Yu or Tamil or English, but in which the teachers have not the same qualifications as the teachers in the Standard and Standard-type primary schools mentioned in the previous paragraph. Such schools are referred to in this report as non-standard schools.

Development of Primary Education

at 13 seats out exam: equivalent to 11+ exam.

56. We recommend that the policy shall be to convert the present Government schools into Standard schools by the introduction of National language streams, and to convert both Government and Aided schools to Standard-type schools by the use of appropriately trained teachers.

57. Realising that one of our most important tasks is to improve the standard of education given in Malay schools, we further recommend that priority be given to the conversion of the present Government Malay Schools into Standard Schools and that at least two out of every three of the new type of teachers available should be posted to these schools. At the same time any type of Aided school that desires conversion to the Standard Primary School should be encouraged to convert accordingly.

58. We realise that the rate of implementation will depend upon the availability of suitably trained teachers, a matter which is dealt with in Chapter XIV. P. 20

Common Syllabus

59. We consider that it is essential to establish a common syllabus for all primary schools and recommendations to achieve this end are made in paragraphs 116-120.

Uniformity of conditions

60. We recommend that there shall be uniformity of conditions in all primary schools as regards admissions, retentions, dismissals and age-limits (see Appendix No. 5).

Vacancies

61. We recommend that when there is a vacancy in any type of primary school no child shall be barred from admission solely on account of race.

English

62. We recommend that English shall be a compulsory subject in all primary schools.

Kuo Yu and Tamil

63. We recommend that instruction in Kuo Yu and Tamil shall be made available in all Primary Schools maintained in whole or in part from public funds when the parents of fifteen children from any one school request that instruction should be given in either of these languages.