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Report

OF THE

EDUCATION COMMITTEE

1956



Ministry of Education
 Federation of Malaya
 Kuala Lumpur

MEMBERS OF THE COMMITTEE	
The Hon'ble the Minister for Education (Dato' Abdul Razak bin Hussain, Orang Kaya Indera Shahbandar) (<i>Chairman</i>).	
„ the Minister for Labour (Mr. V. T. Sambanthan).	
„ the Minister for Natural Resources and Local Government (Enche Suleiman bin Dato' Abdul Rahman).	
„ the Mentri Besar, Selangor (Enche Abdul Aziz bin Haji Abdul Majid).	
„ the Mentri Besar, Negri Sembilan (Enche Shamsudin bin Nain).	
„ Mr. Too Joon Hing, C.P.M. (Assistant Minister for Education).	
„ Enche Abdul Rahman bin Haji Talib (Assistant Minister for Natural Resources and Local Government).	
„ Mr. Goh Chee Yan, M.B.E., J.P.	
„ Enche Zainul Abidin bin Sultan Mydin.	
„ Dr. Lim Chong Eu.	
„ Enche Abdul Hamid Khan bin Haji Sakhawat Ali Khan, M.B.E., E.D.	
„ Mr. Leung Cheung Ling, O.B.E., J.P.	
„ Enche Mohamed Ghazali bin Jawi.	
„ Mr. Lee Thean Hin, J.P.	
„ Enche Mohamed Idris bin Mat Sil.	

The Director of Education (Mr. E. M. F. Payne, O.B.E.) and/or the Deputy Director (Mr. G. Woods) were in attendance at all meetings. The Secretary of the Committee (until November, 1955), was Enche Mohamed Sanusi bin Baki, M.C.S., and thereafter Mr. T. Eames Hughes, M.C.S.

The Committee records its great appreciation of the work done by these officers.

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REPORT OF THE EDUCATION COMMITTEE, 1956

CHAPTER I

PROCEDURE

Constitution and Terms of Reference

1. We were appointed by the Government of the Federation of Malaya in September, 1955, with the following terms of reference:

(a) "To examine the present Education policy of the Federation of Malaya and to recommend any alterations or adaptations that are necessary with a view to establishing 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;

(b) For this purpose to examine the Educational structure of the country including such provisions of the Education Ordinance, 1952, as may require alterations or adaptations and the measures for its implementation contained in Council Paper on educational policy No. 67 of 1954."

Meetings held

2. Meetings were held as follows:

1st meeting	...	30th September, 1955.
2nd meeting	...	13th October, 1955, and 14th October, 1955.
3rd meeting	...	3rd November, 1955.
4th meeting	...	24th November, 1955, and 25th November, 1955.
5th meeting	...	15th December, 1955, and 16th December, 1955.
6th meeting	...	1st March, 1956, and 2nd March, 1956.
7th meeting	...	15th March, 1956, and 16th March, 1956.
8th meeting	...	13th April, 1956, and 14th April, 1956.

Representations received

3. We decided at our first meeting to invite representations in any language from interested bodies, associations and individuals and to invite State/Settlement Governments to give views if they so wished. 151 memoranda were received from public bodies, associations and individuals. A list of these will be found in Appendix No. 11.

4. We also obtained and considered official documents from the Governments of the Philippines, India, Ceylon, Burma, Indonesia and Hong Kong. A list of these will be found in Appendix No. 12.

5. We wish to express our gratitude to all the public bodies, associations and individuals who submitted memoranda, copies of which were studied by all members and were of the greatest value in the Committee's deliberations.

Oral evidence

6. We considered the possibility of inviting all those who had submitted written representations to give oral evidence but came to the conclusion that this was impracticable in view of the very large number of memoranda received. The following associations were, however, invited to send representatives to give oral evidence:

The Federation of Malay Teachers' Association,
 The National Union of Teachers,
 The Malayan Graduate Teachers' Union,
 The Federation of Indian School Teachers' Union,
 Representatives of Chinese School Managers and Teachers nominated by the M.C.A. Chinese Educational Central Committee,
 The Malayan Aided Schools Council.

We desire to express our thanks to these bodies for their co-operation.

Technical papers

7. At our request the Director of Education prepared 38 papers elucidating the technical and financial aspects of many of the problems under consideration. We desire to place on record our appreciation of the services of the Director and of the Department of Education in providing these papers.

CHAPTER II

THE COMMITTEE'S TASK

Definition

8. After preliminary examination of our terms of reference and of the problems before us, we unanimously agreed that our task was the practical one of planning for the immediate future, which might be defined as the next ten years, a period which may be regarded as transitional in Malayan education. Our recommendations should be read in the light of this practical and short term consideration. We have not looked into the crystal for a vision of our far posterity.

9. Furthermore, throughout our deliberations we bore in mind the fact that our primary task under our terms of reference was to recommend an educational policy *acceptable to the people of the Federation as a whole*. Technical and theoretical considerations have, in some instances, had to be subordinated to this paramount objective.

10. We have also, as required by our terms of reference, taken as a guiding principle the intention to make Malay the national language of the country whilst preserving and sustaining the growth of the languages and cultures of non-Malay peoples living in the country.

11. We also believe that it is necessary for our schools to have a Malayan outlook and we have recommended that this should come through a common syllabus for all schools so that, whatever language they use, all pupils will follow the same curriculum.

12. We believe further 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.

Effects of Recommendations

13. It may be convenient to state here the main effects of the recommendations made in this report. These will be—

- (a) A re-organisation as set out in Chapter IV of the general structure of education. This involves the establishment of Local education authorities, Boards of Governors for all schools, the creation of an independent Inspectorate, and a fundamental change in the status and conditions of service of teachers;
- (b) The establishment of standard primary schools with the national language as the medium of instruction, and the development of schools of similar type but in which the language of instruction may be English, Tamil or Kuo-Yu. This involves plans for the training of teachers and for dealing with the problem of over-aged pupils. The result will be that by 1960 all children between 6 and 7 years of age, which will then be the normal age for entry to primary schools, will be able to find places in primary schools; by 1965 all children in primary schools will be of the normal age for their standards, and all will be between 6 and 13 years of age;
- (c) The establishment of a national type of secondary school as set out in Chapter VI. All schools of this type will work to a common syllabus and for common examinations. The question of the language medium of instruction in these schools is not a matter of first importance in view of the recommendation in Chapter X that action should be taken to establish a common content syllabus for all schools. More than one medium of instruction may be used. There will be sufficient flexibility in the curriculum to allow schools or parts of schools to give special attention to particular Malayan languages and cultures. Grants-in-aid will be given at uniform rates to all National-Type Secondary schools;
- (d) The use of a common content syllabus by all schools. This is a fundamental requirement and is dealt with in Chapter X;
- (e) Opportunities for progress for each pupil according to his ability irrespective of the type of primary school that he has attended. The educational progress of pupils is shown diagrammatically in Appendix No. 2.

Review in 1959

14. We have worked out the cost of our recommendations in detail up to 1960 (*see* Chapter XIV and Appendix No. 1). Approximate total costs by 1965, which is the end of the ten-year period beyond which we do not think it is realistic to plan in detail (*see* paragraph 8 above), are referred to in paragraphs 146 and 147.

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

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?

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.

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

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.

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.

Grouping of Schools

64. We recognise that it is difficult to provide for all the various languages in small schools and recommend that, where possible, such small schools should be grouped into larger units.

Progress and completion of Primary course

65. It will be seen from the proposed rules set out in Appendix No. 5 that we are recommending that no pupil should normally spend more than one year in any one standard in a primary school.

66. It will also be seen from paragraphs 74 and 75 that we are recommending a selection examination at the end of the primary course for entry to secondary schools. Those pupils who are overage for further primary education and who have completed the primary course successfully but who have not been selected for entry to secondary schools will be given a Primary School Leaving Certificate.

CHAPTER VI

SECONDARY EDUCATION

Definition

67. By Secondary education we mean the education given to pupils who have satisfactorily completed the Primary course. It may be of several types as set out in the next two paragraphs.

Trade Education

68. A two-year course following immediately after the Primary course and designed specifically to fit pupils for employment in their environment. This could include education in agriculture, animal husbandry, domestic science, etc. Trade education is dealt with more fully in Chapter VIII.

Full Secondary Education

69. Normally, secondary education will be a 5-6 year course designed to fit pupils for a variety of employment either at the completion of the course or at certain stages in the course. It is also intended to produce pupils who can continue their education at the post-secondary stage (see paragraphs 84-85). This education follows approximately the same line for all types of schools for three years and then becomes more specialised.

The First three years.—The first three years of secondary education will normally qualify pupils for the Lower Certificate of Education (see paragraph 76). Some pupils will then leave for employment or for training as teachers for primary schools. Education for those who complete the secondary course will then fall into one of the three types:

- (a) *Academic Education*—which will be related to university entrance requirements rather than designed to fit pupils immediately for any specific employment.
- (b) *Vocational Education*—either in separate schools or in special streams in academic schools. This form of secondary education will be more closely correlated than academic secondary education with the actual type of employment sought by the pupils.
- (c) *Technical Education*—in technical institutes. This will be specific training for specific technical employment, and is more fully dealt with in the chapter on Technical Education.

The National Type Secondary School

70. ~~Recognising that the aim of secondary education is to train employable and loyal Malayan citizens and that one of its primary functions is to foster and encourage the cultures and languages of the Malayan community, we recommend that the aim should be to establish one type of National Secondary School where the pupils work towards a common final examination, but where there is sufficient flexibility in the curriculum to allow schools or parts of schools to give particular attention to various languages and cultures.~~

Malay and English compulsory

71. In these Secondary Schools we recommend that the study of the Malayan national language and of the English language shall be compulsory. The reason for the study of Malay is the intention, referred to in our terms of reference, to make Malay the national language of the country. The reason for teaching English is that we desire that no secondary school pupil shall be at a disadvantage in the matter either of employment or of higher education in Malaya or overseas as long as it is necessary to use the English language for these purposes.

The Medium of Instruction

72. We consider that there should be some flexibility in our secondary school system as suggested in paragraph 70 above. For example, we can see no reason for altering the practice in Chinese secondary schools of using Kuo Yu as a general medium provided that these Chinese schools fall into line with the conditions mentioned in the previous two paragraphs. We see no educational objection to the learning of three languages in secondary schools or to the use of more than one language in the same school as the medium of instruction.

Freedom of entry

73. We recommend that entry to National Type Secondary schools shall be open to competition to all pupils from all types of primary school to the secondary school using the language medium of the parents' choice.

Selection for Secondary Education

74. We recognise that only a proportion of primary pupils are intellectually capable of deriving full benefit from secondary education. We consider it to be important that this fact should be generally acknowledged. Whatever may be the current demand for secondary school training, it is a fact that the proportion of pupils in the higher intelligence category remains constant so that the number of those who can benefit fully from secondary education or University education is limited. It would, therefore, be an uneconomical use of available resources to increase the number sent to secondary schools beyond those able to take full advantage of such education, or to retain all who enter secondary schools beyond the end of the third year. (The above does not refer to post-primary education in trade schools—see paragraph 97).

Selection Examinations

75. We recommend that there should be two selection examinations, the first at the end of the primary stage for entry to secondary schools, and the second at the end of the third year in secondary schools.

The Lower Certificate of Education

76. We recommend the establishment of a Lower Certificate of Education to be taken at the end of the third year (Form III) in secondary schools. We propose that the requirements of this Certificate should be as set out in Appendix No. 3.

77. We agree that there should be no age limit for the taking of this examination. The ages of children from secondary schools taking the examination will be governed by the proposed rules in Appendix No. 6. It will be permissible for anyone else to sit for the examination with the approval of the Minister.

The National Certificate of Education

78. We consider that ultimately all pupils who complete the secondary academic course should sit for the same examination and we recommend the establishment of a National Certificate of Education to be known as the Federation of Malaya Certificate of Education. The proposed requirements of this Certificate are set out in Appendix No. 4.

79. In the National Certificate there will be a compulsory Malay paper of a reasonable level (i.e. approximately of Standard VI of the present Malay schools). All candidates will be required to select another paper from the language group (Group III).

80. We agree that there should be no age limit for the taking of this examination. The ages of children from secondary schools taking the examination will be governed by the proposed rules in Appendix No. 6. Provided they have the approval of the Minister and have satisfied any other conditions laid down by the examining body, private candidates may sit for this examination.

The Cambridge School Certificate

81. We have agreed that for a period the School Certificate as it is at present and also the new National Certificate will both have to be used concurrently. The Form of the examination for the National Certificate will be such that the same examination and the same question papers can be used for purposes of both the School Certificate and the National Certificate during the transitional period. The introduction of certain new subjects to both these examinations will make it easier for all secondary schools of the types which now exist to work towards a common examination.

Examinations for the public service

82. We think we should mention, however, one point which was brought to our attention by the Director of Education. At present entry into the Government service is mostly based upon qualifications which can be gained only in Government or Aided English schools. Until all schools are absorbed into the national system of education the net could be thrown wider, and equal opportunities could be given to all young Malaysians, if special public service examinations were established for entry into the Government service. We commend this matter for consideration by the Government.

83. We recommend that, in the meantime, existing schemes of service should be reviewed and that examination qualifications from schools should be limited to:

- (a) end of Primary school;
- (b) end of third year Secondary education (the Lower Certificate of Education);
- (c) end of Secondary course (The Federation of Malaya Certificate of Education).

POST-SECONDARY, FURTHER AND PART-TIME EDUCATION

Post-Secondary Education

84. Most pupils who have completed their secondary education to the level of the National Certificate of Education will leave schools for employment, but some will wish to continue their education in Universities, or in other Institutions such as the Technical College.

85. For those who seek entry to universities overseas or to the University of Malaya, education beyond the National Certificate level is essential. Sixth forms, catering especially for candidates who wish to enter universities will be necessary and we recommend, therefore, that the present policy in respect of these classes should be continued until such time as a change is desirable. The present policy, since the cost is approximately \$1,000 per pupil per annum, is to confine such classes to certain centres where staff of the required calibre is available and to select the best pupils from all over the Federation, and to make hostel or boarding accommodation available where there is no centre in the pupil's own area.

Further and Part-time Education

86. We recognise that there is a demand for further education from adolescents not in schools and from adults. We are recommending (*see* paragraph 114) that pupils who have to leave school before completing the course on account of reaching the age limits should be given opportunities for completing their studies. The proper place for adolescents and adults to receive primary education is in evening classes and not in primary schools. A similar consideration applies to those overaged for secondary education in assisted schools.

87. We, therefore, recommend that the evening class system be extended, and that classes in all subjects (including Trade and Technical subjects) at all levels, wherever there is a sufficient demand for them, should be made available. Since most of those attending these classes will be in employment and will willingly pay for the education received it should be possible to use these fees to supplement the Government grant in order to increase the number of students and to extend the range of subjects.

88. It is recommended, however, that no fees should be charged to pupils in classes formed to study the Malayan National Language.

89. Our attention has been drawn to the fact that large numbers of students enrol for classes where the fees are small, as at present, and then discontinue after a few lessons. This makes the ordered planning of classes an impossibility. Consideration might be given to making the fees relate more closely to costs or to introducing a deposit system. The deposit or part of it could be refunded to those who complete the course or to those whose reasons for leaving are satisfactory.

90. Classes can be arranged either independently or in approved night schools.

91. We consider it necessary to mention that this system of Further and Part-time Education should not be confused with Adult Literacy Class organisation.

92. Courses of primary or trade school nature should be organised by local education authorities; other courses should be arranged by the Ministry.

93. In the programme for the implementation of our proposed policy (Appendix No. 1) provision, rising to \$3,000,000 in 1960, has been made for classes for further and part-time education.

TECHNICAL EDUCATION

Structure

94. We consider that Technical Education should be organised on three levels:

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

Technical Colleges

95. A special committee on the future of the Technical College is now sitting, and we need only say that in our view Technical Colleges should be institutions of post-secondary education providing full-time courses for those who have completed a full secondary education.

Technical Institutes

96. We consider that these institutes should provide for pupils who have completed three years of secondary education. The course should be of three years duration and provide for those who will seek employment as technicians either with Government Departments or in private employment. We recommend that the present Junior Technical (Trade) Schools should become the Technical Institutes.

Trade Schools

97. We consider that these schools should provide for pupils who have completed a full primary school course. The course should be for two years. The medium of instruction should normally be the Malayan National Language but other languages may be used where that is desirable. In any such school where other languages are used, the Malayan National Language should be taught as a subject. The courses provided should be related to the environment of the school and local needs and opportunities for employment.

98. We recommend that 14 Trade Schools should be built in various parts of the Federation, four in 1957 and five each in 1958 and 1959.

Administering Authorities

99. In the new educational structure we recommend that trade schools should be the responsibility of local education authorities; other Technical Institutions should be the direct responsibility of the Minister. All should be managed by Boards of Governors.

Teacher Training for Technical and Trade Institutions

100. Training of teachers for the Technical Colleges should be along the lines required for the higher sections of secondary academic Institutions and post-secondary work, namely training at University post-graduate level.

101. For Technical Institutes teachers should have either:

- (a) full secondary education followed by adequate and suitable industrial training and experience. They should have one year of teacher training and enter an appropriate salary grade for teachers in the higher classes of secondary schools;

or (b) full secondary education followed by the Diploma of the Technical College and suitable teacher training.

102. For Trade Schools, the teachers should have three years of secondary education followed by 3 years in a Technical Institute. The teacher training should be a one year full-time course in the Vocational Teachers' Training Centre followed by a one year part-time course while teaching in the school.

CHAPTER IX
PUPILS IN SCHOOLS

The Size of Schools

103. We consider that it is desirable to limit the size of new schools. We agree that in local circumstances and under present conditions the maximum desirable size of a school is about 600 pupils. We also recognise that very small schools are neither economic nor efficient and we recommend that small schools should be grouped into larger units where possible.

104. Primary schools will be at most three stream schools.

105. Secondary schools will have about 15 or 16 classes, with four or more streams in the first few forms and fewer streams in the upper forms. In a secondary school with Sixth Forms, the total enrolment will possibly be 700; but we think that this is permissible as there will be more senior staff to help with general supervision.

106. We, therefore, recommend that Regulation 7 of the Schools (General) Regulations which reads—

“No new school building shall be erected and no structural alterations or additions to any existing school building shall be made unless and until the plans for such new school building or for alterations or additions to an existing school building have been approved by the Registrar.”

should be amended by the addition of a clause to the effect that the Registrar should not approve additional building at a school if such building would increase the enrolment beyond 600 unless the approval of the Minister has first been obtained.

107. We recognise that several existing schools are already over the suggested size, but we recommend that the Minister should approve their continuation, provided he is satisfied that the Head of the School is efficiently helped by responsible supervisors. The 600 limit would, of course, apply only to enrolments in separate sessions.

The Number of Pupils in Classes

108. Under present regulations the Registrar has discretion to permit classes of more than 40 pupils each. From the evidence we have received it is clear that the pressure on schools and registrars in recent years has been such that in many cases classes have grown to exceed the intended limit to an extent which is detrimental to the progress of pupils and the discipline of schools.

109. We, therefore, recommend that the regulations should be revised so that in future they should require that not more than 40 pupils shall normally be taught at one time by one teacher, and that any increase above this figure will be permitted only on the written authority of the Registrar in each case who should in no circumstances agree to classes exceeding either 50 pupils or the number permitted by the accommodation certificate pertaining to the class-rooms concerned.

The Problem of Over-aged Pupils

110. The shortage of places in existing primary schools for children of the right ages is largely due to the presence in these schools of children who are above the normal ages for the classes they are in and of children who are above the normal maximum ages for the schools. In 1955 in Malay

primary schools 45 per cent. of the children were over-aged for their classes and 11 per cent. over-aged for their schools: the figures in Chinese schools were 80 per cent. and 25 per cent. respectively.

111. We recognise the great difficulties of this problem and the fact that it has arisen through no fault of the children or parents concerned. In the conditions which have obtained in the Federation in recent years the admission of over-aged children to schools has been justifiable and inevitable.

112. We consider, however, that it is essential to bring this situation to an end so that—in the future—places in primary schools will not be denied to any children of primary school age by reason of the presence of over-aged children. As has been stated in paragraph 13 above we wish to ensure the admission to primary schools of all children between 6 and 7 years of age by 1960. In that year there will still be in the higher standards children above the normal ages or above the normal primary maximum age of 13, but the situation at the point of entry (Standard I) will be such that in 1966 all children then in primary schools will be within the normal primary age range of 6-13, and all children within this age-range will be assured of primary school places by 1965.

113. In the meantime we recommend that the rules set out in Appendix No. 5 for Primary schools and in Appendix No. 6 for Secondary schools should be adopted and enforced in all schools. We feel that, in fairness to all, the change must be a gradual one, and our proposals provide accordingly. The rules we have proposed represent a practical solution, as equitable as can be devised with present and prospective resources, of the serious problem arising from the presence in our schools of so many over-aged children.

114. It will be noted that in our proposed rules we have recommended that there shall be generous and adequate provision from public funds for evening classes, part-time and further education, so that all pupils unable to enjoy normal primary or secondary education in assisted schools, may be given opportunities in this way.

CHAPTER X

COMMON CONTENT SYLLABUSES AND TIME-TABLES
FOR SCHOOLS

Orientation of Schools to a Malayan outlook

115. One of the fundamental requirements of educational policy in the Federation of Malaya is to orientate all schools, primary and secondary, to a Malayan outlook. We consider that the way to do this is to ensure a common content in the syllabuses of all schools.

A Common content syllabus

116. We were informed that the Minister for Education has recently set up a General Syllabuses Committee for this purpose. We understand that this Committee is charged with the task of considering the general principles of syllabuses and time-tables for school subjects for use in all types of schools. The Committee then transmits these general principles to professional working committees appointed by the Minister for Education, and these working committees are responsible for working out the detailed arrangements. The General Syllabuses Committee then examines the final syllabuses and time-tables prepared by the Working Committees and submits

them through the Minister for Education to the High Commissioner-in-Council for promulgation in the form of regulations made under the Education Ordinance.

Text Books

117. We understand that the Literature Agency (paragraph 26), which is now being set up in the Federation, will be able to play an important part in the production of new text books, a work that can only be undertaken after the syllabuses have been standardised and Malayanised.

Recommendation

118. We recommend that the above arrangement be given an extended trial.

119. We cannot over-emphasize our conviction that the introduction of syllabuses common to all schools in the Federation is the crucial requirement of educational policy in Malaya. It is an essential element in the development of a united Malayan nation. It is the key which will unlock the gates hitherto standing locked and barred against the establishment of an educational system "acceptable to the people of Malaya as a whole". Once all schools are working to a common content syllabus, irrespective of the language medium of instruction, we consider the country will have taken the most important step towards establishing a national system of education which will satisfy the needs of the people and promote their cultural, social, economic, and political development as a nation.

120. We consider that the material to be studied under various subjects in all the schools should be the same with, of course, a choice of suitable texts in literature subjects. We do not consider that the order in which the material is treated is of major importance but priority should be given to the Malayan aspects of each subject and non-Malayan elements in the syllabus should only be admitted either if they are of international value, or if they provide the necessary background material to the study of the Malayan aspects of a subject.

Religious Instruction in Schools

121. We recommend that in any assisted school where not less than 15 pupils profess the Muslim religion, religious instruction to them shall be provided at public expense. Instruction in other religions to other pupils may be provided so long as no additional cost falls upon public funds and provided that no child shall be required to attend classes in religious instruction without the parents' consent.

CHAPTER XI

THE TRAINING OF TEACHERS

Primary School Teachers

122. Teachers in Standard and Standard-type primary schools will have had three years of secondary education (*see* paragraph 54). Recognising the desirability of full-time training either in Colleges or full-time day courses, but being also aware that speedy implementation of the new policy is necessary, we recommend that each teacher should have one year full-time training followed by two years part-time training. We believe that this is the best compromise between the desirable two years full-time training and the present three years part-time training which is in some respects unsatisfactory.

Language Specialists

123. For language specialists in primary schools and in the lower forms of secondary schools we recommend two years full-time training after the completion of a full secondary course. For the time being this training will be given in existing training colleges but, as soon as possible, it should be provided at the Language Institute (*see* paragraphs 19-21).

Secondary School Teachers

124. We recognise that the output of University graduates will not be sufficient to staff the lower classes of Secondary schools and we, therefore, recommend that teachers for these classes should be specifically trained for this purpose in a full two years course in a Training College. Teachers selected for training should have completed a full secondary course and preferably have had one or two years Post-Secondary Education in Sixth Forms. They will be trained together for the National Type Secondary School irrespective of the language to be used for teaching.

The position of "Malay School" teachers

125. Until the Secondary schools for Malays are supplying the recruits the policy should be to continue to train, for non-standard Malay schools, teachers who have not had three years secondary education. We understand, however, that it is the intention of the Minister for Education to make special arrangements for existing "Malay School" teachers in suitable cases to enable them to qualify through reaching the required academic standard as teachers for standard primary schools, and we recommend that this should be done.

Teachers for Technical Education

126. Proposals for the training of teachers for Trade Schools and Technical Institutes are made in paragraphs 100-102.

127. *Further details* about the implementation of these proposals for the training of teachers will be found in—

- (a) Appendix No. 9 "Training of Teachers for Standard and Standard-type Primary schools."
- (b) Appendix No. 10 "Teacher Training Arrangements: General."
- (c) Appendix No. 1 Estimated costs of teacher training programmes are included as separate items in this summary of the cost of our proposals.

CHAPTER XII

GRANTS-IN-AID

Rules

128. We recommend that the rules set out in Appendix No. 7 shall be adopted for the payment of Grants-in-aid.

Eligibility

129. We wish to make it clear that our recommendations for the new educational policy and structure mean that all schools, primary or secondary, which conform to the Government's education policy shall be eligible for Grants-in-aid on the same terms.

Payments

130. Grants-in-aid to primary schools will be paid by the Local Education authority and grants to secondary schools by the Minister for Education.

CHAPTER XIII
NEW LEGISLATION

Repeal of Education Ordinance, 1952

131. We were required by our terms of reference to examine the provisions of the Education Ordinance, 1952, and to recommend any alterations or adaptations required.

132. We recommend that the Education Ordinance, 1952, should be repealed and that the recommendations made in this report should be embodied in entirely new legislation to be presented to the Federal Legislative Council as soon as possible.

New Legislation

133. We consider that this new legislation should deal with the following main subjects:

- (a) the new educational structure as recommended in this report, including the establishment of an Inspectorate;
- (b) the establishment of local education authorities;
- (c) the registration of schools and the establishment of boards of governors;
- (d) the registration of teachers (*see* paragraphs 46-52 above).

CHAPTER XIV

IMPLEMENTATION AND COST OF THE RECOMMENDED PROGRAMME

Primary Education

134. *Objectives.*—As we have already made clear, our recommendations have a two-fold objective in the field of primary education—

- (a) to ensure that by 1960 every child between 6 and 7 who wishes to enter a primary school will be able to do so. There will be 211,000 children in this age group in 1960. It will not be possible at this stage to compel children to attend school [compare paragraph 13 (b)] and after taking into account the normal wastage in a non-compulsory system it is calculated that approximately one million places will be required in primary schools in 1960. This compares with the 1956 figure of about 735,000;
- (b) to convert non-standard primary schools into standard and standard-type primary schools as quickly as possible (*see* paragraphs 56-57).

135. *Rate of Progress.*—The rate of progress towards these objectives will depend on the number and qualifications of teachers available. A factor affecting the comparative rate of progress is that we have recommended that two out of every three standard primary school teachers produced shall be made available for Malay schools.

136. *Teacher Training.*—We have recommended (*see* paragraph 122) that teachers for Standard and Standard-type primary schools shall have had three years secondary education plus one year's full-time training followed by two years' part-time training. This means that they will be available for

137. *Teachers for Standard Schools.*—We recommend that Kota Bharu Training College shall be used for training teachers for Standard schools and streams. Each year three hundred can receive their one year full time training at this College. In addition, we also recommend that the form of full-time day training referred to in paragraph 140 below should be used to supplement the flow of teachers from these Training Colleges.

138. This, however, will be inadequate and we recommend that two new Training Colleges should come into operation, one in 1958 and the other in 1959, so that the annual output of student teachers can be raised to 900.

139. If this is approved, by 1960 there will be 300 trained teachers and 1,500 partly-trained teachers available for use in standard schools. Each year thereafter 900 new teachers will be available from this source.

140. *Teachers for Standard-type schools.*—We recommend that teachers for Standard-type schools and streams be trained in full-time day classes attached to schools.

141. It is estimated that it will be possible to attain an annual output of over 1,000 student teachers who have had one year's training in full-time day classes. The number fully trained by 1960 will be approximately 1,000, and there will also be by then about 2,000 student teachers.

142. Since the salaries of these teachers will lie between the salaries of the present college trained Vernacular School teachers and the English School Normal trained teachers the use of them will raise the cost per pupil in the Malay schools but will lower it in the English schools.

143. *Other non-graduate teachers.*—The other Training Colleges (at Penang, Brinsford Lodge and Kirkby) will train teachers for the lower forms of secondary schools and language specialists for the primary schools (until the latter can be trained in a college working with the proposed Language Institute).

144. The present Normal Trained teachers can also be used as specialist language teachers in primary schools.

The effect of Population Growth on costs

145. The number of children now in primary age group (6-13) is about one million. It is estimated that the numbers in this group will be 1.4 million in 1960 and, if present trends continue, will reach two million in 1965 and three million in 1970.

146. As the number of children in the primary age group in 1965 will be twice the number attending school in 1960 [*see* paragraph 134 (a)] the cost of providing primary education for them all would be double the estimated cost in 1960. In 1970 the cost would be three times the 1960 figure.

147. If attendance continues to be voluntary and follows the normal pattern, then it is estimated that by 1965 the increased enrolment will be 50 per cent. over the 1960 figure and by 1970 it will be double that figure, with corresponding increases in cost.

148. Detailed costs have not been worked out beyond 1960 (*see* Appendix No. 1) but the facts given in the last three paragraphs indicate the order of expenditure which may be required in 1965 and 1970 for primary education.

The effect of proposed policy on present teachers

149. The need to cater for a growing population means that the production of Standard and Standard-type teachers will not in any way jeopardise the employment of teachers already in schools. In fact, the programme referred

to in paragraphs 137-142 will not produce Standard or Standard-type teachers in sufficient numbers to keep pace with the annual increase in enrolments.

150. It will, therefore, be necessary to continue to recruit and to train many of the present types of teachers, especially for Malay Schools.

151. The only teachers that it will no longer be necessary to recruit as such will be those for training as English School Normal Trained teachers, and Teachers of English in Vernacular Schools. There will be employment for the former (when already trained) either as language teachers in Primary Schools or as teachers in Secondary schools. The latter will be absorbed either into the ranks of the Normal Trained (if their academic qualifications are adequate) or into the ranks of teachers for Standard or Standard-type schools.

152. Non-standard teachers will be given opportunities of becoming Standard or Standard-type teachers. The numbers who will thus convert cannot be estimated but it is clear that all such conversions will help to speed up the programme of converting non-standard schools into standard and standard-type schools.

The effect on Schools

153. It should be possible by 1960 to have effected a large degree of conversion of the English schools by the use of Standard and Standard-type teachers. The effect elsewhere cannot be gauged so accurately.

154. The position in 1956 is approximately as follows:

Primary Enrolments—

Malay medium	...	...	...	...	360,000
English medium	...	...	...	...	89,000
Chinese medium	...	...	...	...	240,000
Tamil medium	...	...	...	...	46,000

155. By 1960 the position of Primary enrolments will be approximately as follows:

Malay medium—

500,000, of whom at least 72,000 will be in Standard Streams and two-thirds of these will have come from Malay schools and one-third from English schools. This is a conservative estimate. There is every hope that this estimate will be very much exceeded as the Teacher Training and National Language programmes expand. Later progress will be further accelerated as teachers from the new Secondary schools for pupils from Malay schools become available.

English medium—

120,000 of whom approximately 90,000 will be in Standard-type streams.

Chinese medium—

315,000, but it is difficult to estimate how many will be in Standard-type streams.

Tamil medium—

65,000, but it is difficult to estimate how many will be in Standard-type streams.

Secondary Education

156. The main financial effect of our proposals for secondary education will be that increased Grants-in-Aid will be paid to those Chinese Middle Schools which wish to conform to the National Pattern Secondary School. Such increased grants are reflected in the estimates for secondary education shown in Appendix No. 1.

Technical Education

157. Account has been taken in the estimates in Appendix No. 1 for the additional costs up to 1960 resulting from an expanded programme of technical education as recommended in Chapter VIII.

Further and Part-Time Education

158. The provision for these in the summary of costs at Appendix No. 1 has been based on the principle (mentioned at the end of Chapter IX) that it is necessary to provide further and part-time education for all those who, being overaged, are unable to continue to receive primary or secondary education in assisted schools.

Capital Expenditure

159. Capital expenditure for educational development in 1956 will amount to some \$25 million. This consists of \$17.7 million provided from local public funds for the programme approved in Council Paper No. 67 of 1954 plus the cost of additional projects (Malay secondary schools, Language Institute, etc.) for which supplementary provision is being sought.

160. In view of the steep and continuing increase to be expected in the numbers of children of school age, a large annual capital building programme will be required for many years if any attempt is to be made to provide opportunities for education for all children.

161. We consider that in order to implement the policy recommended in this report and to keep pace with the increasing school population, annual capital expenditure of not less than \$25 million a year will be required. We are advised that capital expenditure of this order represents a fair share for Education of the building capacity of the country.

Building Costs

162. We desire to record our concern at the present high cost of building Government schools and consider that the present system should be investigated. We are convinced that Aided Schools obtain better value for their expenditure than Government does. The possibility might be considered of establishing a building unit headed by an architect within the framework of the Ministry of Education with the objects of utilising to the full the competitive resources of the private building industry and of speeding up building, investigating new construction methods and materials, and bringing down costs.

163. We consider that the policy must be to practise the utmost economy in the type of construction used for new schools.

Other new charges

164. In the summary of Expenditure (Appendix No. 1) account has been taken of the pension fund costs resulting from the proposed reorganisation of the teaching profession and of the cost of the proposed Inspectorate. The annual Government contribution to the pension fund will

be partly offset by decreased contributions to existing Aided School provident funds and the Employees Provident fund and by a reduction of the present expenditure on non-contributory pensions for Government teachers, an item which is not at present reflected in education votes.

Supply of text-books

165. We agree that at this stage text-books cannot be supplied free to all pupils but we recommend that allowances should be made available to help the pupils whose parents are too poor to buy books. These would not be in the form of direct cash grants to pupils but might be in the form of fixed grants to schools for the purchase of books which could be lent to those pupils who cannot afford to buy their own.

166. We do not consider that it is for us to lay down the details of such an arrangement; these can best be worked out (for primary schools) between local education authorities and head teachers in the most economical manner according to local circumstances.

Revenue for education

167. There are two sources of funds which may be set off against gross education expenditure, namely school fees and local contributions.

168. *School fees.*—We have agreed that fees must continue to be charged in all schools. We do not consider that fees can be abolished at this stage even in primary schools though we have recommended that this question should be reviewed in 1959 (*see* paragraph 16). We make no recommendation for changing the present scale of fees.

169. We estimate that at present the total amount of school fees collected annually is approximately \$10 million. The effect of increased enrolments, if the present level of fees is maintained, will be to raise this figure to about \$12 million by 1960.

170. *Local contributions.*—Such contributions will consist of an education rate and funds raised by such other methods as local education authorities and area education boards may determine (*see* paragraph 35).

171. It was estimated in Paper 67 of 1954 (paragraph 33) that an increase of the education rate (at present 2 per cent.) to 10 per cent. in Municipal, Town Board, Rural Board and Town Council areas would produce revenue in the region of \$3.5 million. It will be for local authorities themselves to decide how far this revenue can be increased by altering either the rate or the assessments.

172. In any case this calculation leaves out of account the substantial contribution, both for capital and recurrent expenditure, made and still being made by the Chinese to their schools, by Malay kampong people in cash and kind to their schools, by the Indians to their schools, and by all races to the aided English schools. We hope that local education authorities and area education boards will find ways and means of ensuring that this valuable source of financial support will continue, or at least will be replaced by some equitable form of local taxation, when all schools conforming to the Government's educational policy are eligible to be financed from public funds.

Summary of Estimated Gross Costs

173. A summary of the estimated cost of our proposals up to 1960 will be found in Appendix No. 1.

Approximate total costs in later years may be deduced from paragraphs 145-148.

CHAPTER XV

VOLUNTARY AGENCIES AND ORGANISATIONS IN EDUCATION

174. We have examined the part played by voluntary agencies in the development of education services in the Federation. It is clear that these agencies have played a major part in the development of English education in the Federation and we desire to record a thankful tribute to the work which they have done. The position at the end of 1955 was that 49,891 boys and 13,031 girls were pupils in Government English Schools while schools run by voluntary agencies provided for 33,429 boys and 33,429 girls. These figures show the debt which the country owes to the voluntary agencies particularly in the important field of the education of women.

175. Teachers of particular agencies, however, tend to find themselves in a closed shop and this hinders the most efficient deployment of the country's trained teachers and hampers the advancement of the teachers themselves. The recommendations which we have made in paragraphs 46-52 for a re-organisation of the teaching profession will dispose of this difficulty.

176. Moreover, under the recommendations made in this Report, the distinction hitherto made between "Government" and "Aided" schools will disappear. In future, if our recommendations are accepted, there will only be, on the one hand, independent schools who will not receive assistance from public funds, and, on the other, assisted primary schools and direct grant secondary schools (*see* paragraphs 38 and 39).

177. We recommend that no obstacle should be placed in the way of the continuance of schools run by voluntary agencies and that it should be Government policy, made effective through the conditions of grants-in-aid and through the facilities to be provided by Government for the training of teachers, to encourage such schools to conform to the new educational policy.

178. In addition to the agencies (mainly Christian missions) referred to in the previous paragraphs, many other community associations have played a very important part in the development of education in this country and we think it right to record our grateful tribute to them also.

CHAPTER XVI

NOTE ON INTERIM DEVELOPMENTS SINCE 1954

179. We were required by our terms of reference to examine the measures for the implementation of the provisions of the Education Ordinance, 1952, contained in Legislative Council Paper No. 67 of 1954.

180. Since the 1955 elections the Government has approved and already taken steps to implement certain proposals for the expansion of education services over and above the programme authorised by Council Paper No. 67 of 1954.

181. As a Committee we support these decisions. It is not necessary to include them in our recommendations but our report will not be complete unless we record the developments which have already taken place and which will affect future educational development.

182. In addition to the establishment of the General Syllabuses Committee referred to in paragraph 116 and the steps taken to set up a Literature Agency mentioned in paragraph 26, action has also been taken as follows:

- (a) Admission to Standard I in English Schools—It was decided in December, 1955, to expand the existing educational programme to an extent which would permit the admission to Government and Aided English schools in January, 1956, of all those children in the 7+ age group who had registered for admission. This has meant the organisation of additional classes for an extra 8,000 children at a cost in the first year of \$456,560 met from Federal funds. This represents an extra intake into English schools of some 50 per cent. over the programme approved in Council Paper No. 67 of 1954.
- (b) Secondary schooling for Malay school pupils—The 1954 educational programme has also been expanded by a decision to provide secondary schooling for successful pupils of any race who have completed the Malay school course by the age of 13. Approval was given in principle for the establishment of up to five new residential secondary schools (one of them for girls) for this purpose. We understand that action to implement this programme has already been taken.
- (c) Special Malay Classes—It was also considered desirable to try and ensure that all Malay school pupils of ability, who qualified for admission to the Special Malay classes in English primary schools, should have the opportunity to enter. The position throughout the Federation has been reviewed to this end and action has been taken.

CHAPTER XVII

SUMMARY OF MAIN RECOMMENDATIONS

183. Our main recommendations may be summarised as follows. For a proper understanding of what we propose, however, reference should be made to the paragraphs quoted. Also, this summary is not exhaustive and does not contain all the recommendations made in this Report.

- (a) Education policy in general to be directed by the Minister who will also be responsible for secondary education, teacher training and other matters. (Paragraph 30);
- (b) Local education authorities to be established and to be responsible for primary and trade education. (Paragraphs 31-37 and 99);
- (c) Establishment of an independent Inspectorate. (Paragraphs 42-45);
- (d) Radical re-organisation of the teaching profession. (Paragraphs 46-52);
- (e) Boards of Governors for all schools. (Paragraph 40);
- (f) Two kinds of schools only—-independent or assisted primary schools and independent or direct grant secondary schools. (Paragraphs 38-39). All assisted and direct grant schools to be treated alike as regards grants. (Paragraph 129);

- (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. (Paragraphs 54-58);
- (h) Malay and English to be compulsory subjects in all primary and secondary schools. (Paragraphs 18, 62 and 71). Instruction in other languages to be made available in primary schools when needed. (Paragraph 63);
- (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. (Paragraphs 13 (c), 70, 72 and 73);
- (j) Introduction of the Lower Certificate of Education and the Federation of Malaya Certificate of Education to be taken by candidates from all secondary schools. (Paragraphs 76-80);
- (k) Provision for post-secondary and further and part-time education. (Paragraphs 84-93);
- (l) Re-organisation and development of technical education. (Paragraphs 68, 69 and 94-102);
- (m) Control of the sizes of schools and classes and a careful and gradual solution of the problem of overaged children in schools. (Paragraphs 103-104);
- (n) Re-organisation and expansion of arrangements for the training of teachers. (Paragraphs 122-127, 136-144 and 149-152);
- (o) Orientation of all schools to a Malayan outlook by the introduction of common content syllabuses and time-tables for schools. (Paragraphs 115-120);
- (p) Measures for fostering the development of the national language and promoting a better knowledge of it among all who live in the Federation. (Paragraphs 17-27);
- (q) Repeal of the Education Ordinance, 1952, and the introduction of new legislation. (Paragraphs 131-133).

CHAPTER XVIII

CONCLUSION

184. In the words of our terms of reference we put forward these proposals for the consideration of the Government as "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."

185. We have been helped and sustained in our labours by study and appreciation of the suggestions and advice given to us by people from all communities and walks of life who are so rightly interested in this vital problem of a new nation.

186. We believe 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.

187. Our recommendations are unanimous and are supported without reservation by all of us.

DATO' ABDUL RAZAK BIN HUSSAIN, Orang Kaya Indera Shahbandar
(Minister for Education) (*Chairman*)

V. T. SAMBANTHAN (Minister for Labour) ABDUL RAHMAN BIN HAJI TALIB
(Assistant Minister for Natural Resources and Local Government)

SULEIMAN BIN DATOH ABDUL RAHMAN (Minister for Natural Resources and Local Government) ZAINUL ABIDIN BIN SULTAN MYDIN
LIM CHONG EU

ABDUL AZIZ BIN HAJI ABDUL MAJID (Mentri Besar, Selangor) ABDUL HAMID KHAN BIN HAJI
SAKHAWAT ALI KHAN

SHAMSUDIN BIN NAIN (Mentri Besar, Negri Sembilan) MOHAMED GHAZALI BIN JAWI
LEUNG CHEUNG LING

TOO JOON HING (Assistant Minister for Education) MOHAMED IDRIS BIN MAT SIL
LEE THEAN HIN.

KUALA LUMPUR,
14th April, 1956.

APPENDIX No. 1
(Report paragraph 173)

SUMMARY OF ESTIMATED GROSS COST OF PROPOSED
EDUCATION POLICY 1956-60

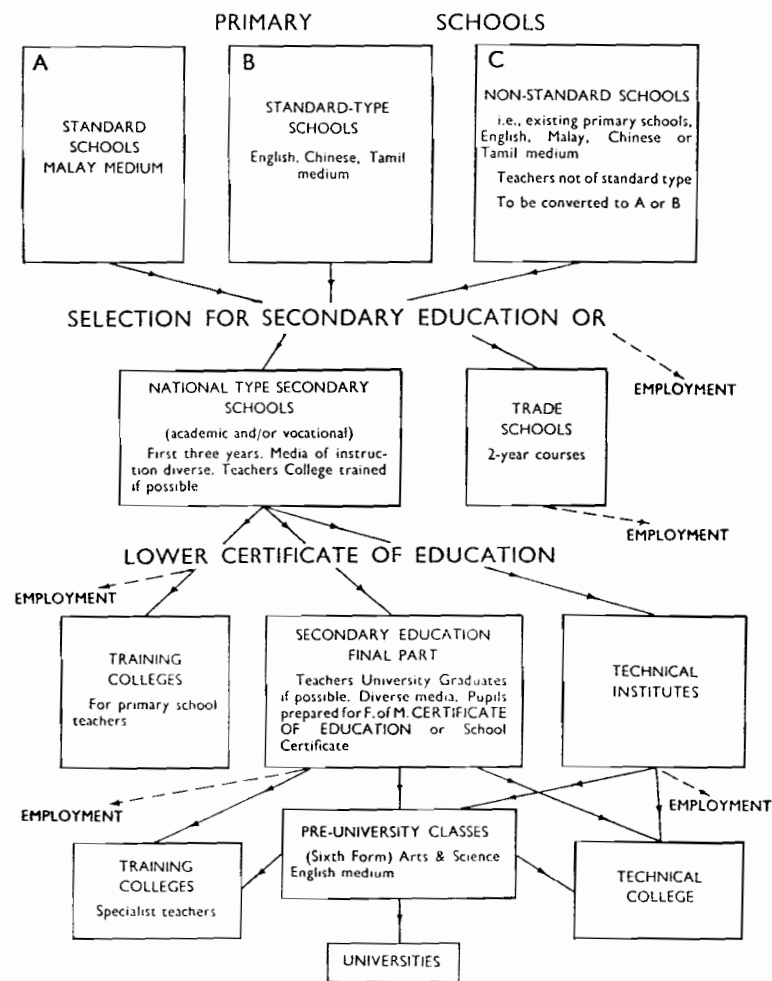
	1956	1957	1958	1959	1960
PRIMARY					
1. P.E.	76.2	83.1	90.4	100.4	107.0
2. O.C.A.R.	2.1	2.2	2.4	2.7	2.9
3. Administration	2.5	2.7	2.9	3.3	3.5
4. Inspection	1.2	1.3	1.5	1.6	1.7
5. Pension Fund	3.8	4.2	4.5	5.0	5.4
6. Teacher Training	2.25	3.71	5.70	7.39	7.28
7. Special Expenditure ... ..	.4	.4	.5	.5	.6
SECONDARY					
8. P.E.	26.4	27.2	28.2	29.2	30.4
9. O.C.A.R. ... ..	.64	.66	.67	.71	.75
10. Administration ... ..	.40	.41	.42	.44	.46
11. Inspection ... ..	.25	.26	.27	.28	.29
12. Pension Fund	1.32	1.36	1.41	1.46	1.52
13. Teacher Training	3.30	3.30	4.90	4.90	4.90
14. Special Expenditure ... ..	.204	.204	.214	.224	.234
TECHNICAL					
15. P.E.	0.64	0.800	0.983	1.199	1.180
16. O.C.A.R.	0.020	0.025	0.045	0.038	0.040
17. Administration	0.008	0.010	0.013	0.015	0.016
18. Inspection	0.008	0.010	0.013	0.015	0.016
19. Pension Fund	0.040	0.050	0.065	0.075	0.080
20. Staff Training	0.080	0.100	0.125	0.150	0.160
21. Special Expenditure	0.004	0.005	0.006	0.008	0.008
22. Scholarships	1.585	1.824	1.861	2.017	2.179
23. Further and Part-time Education	.260	.500	1.000	2.500	3.00
24. Maintenance of Buildings	1.600	2.100	2.600	3.100	3.600
25. Capital expenditure (new buildings)	25.0*	25.0	25.0	25.0	25.0
26. Grants to voluntary agencies and special schools ... ..	.5	1.0	1.0	1.0	1.0
27. Totals	150.709†	162.428	176.695	193.221	203.213

No allowance is made in this table for revenue from school fees and local contributions.

* Includes capital expenditure approved for 1956 in Paper No. 67 of 1954 plus new projects for which A.S.V.s are being submitted.

† 1956 expenditure shown as for a full year of Report proposals; actual expenditure this year is unlikely to exceed \$130 million.

DIAGRAM SHOWING THE PROGRESS OF PUPILS UNDER THE RECOMMENDED EDUCATION POLICY



NOTE: Sizes of compartments in this diagram have no relation to length of courses or to the number of pupils.

APPENDIX No. 3 (Report paragraph 76)

THE FEDERATION OF MALAYA LOWER CERTIFICATE OF EDUCATION

We propose the following rules for the examination for this certificate:

Group	Subject	Remarks
I.	(1) National Language ...	(Pass or fail only)
	(2) Lower English ...	(Pass or fail only)
IIA.	(3) Religious knowledge (Islamic)	
	(4) Religious knowledge (Christian)	
IIB.	(5) History	
	(6) Geography	
	(7) Malayan Studies ...	(Not to be taken with subjects 5 or 6)
III.	(Languages)	
	(8) English ...	(To be set and answered in English)
	(9) Malay ...	(To be set and answered in Malay)
	(10) Chinese ...	(To be set and answered in Chinese)
	(11) Tamil ...	(To be set and answered in Tamil)
	(12) Other languages ...	(Two years notice must be given)
IV.	(Mathematics)	
	(13) Mathematics I ...	(Pass or fail only)
	(14) Mathematics II	
V.	(Science Subjects)	
	(16) General Science I and Nature Study	
	(17) General Science II	
VI.	(Arts and Crafts)	
	(18) Art	
	(19) Woodwork	
	(20) Metalwork	
	(21) Needlework	
(22) Cookery		

Candidates must enter for both subjects in Group I, at least one subject from Group II B and one subject from Group IV. In addition they may present 3, 4, or 5 other subjects, but should choose these so as to satisfy the requirements of the Lower Certificate of Education or the entry to further secondary education.

APPENDIX NO. 3—(cont.)

The certificate will be awarded to candidates who satisfy the following requirements:

- (1) Pass in subjects (1) and (2) of Group I (provided that a pass in subject (1) will not be compulsory before 1959),
 - (2) Pass in one subject of Group IIB
- and

Either Pass in a total of 6 subjects (including the subjects from Groups I and IIB)

Or Pass in a total of 5 subjects with one at least at credit level (including the subjects from Group I and IIB).

FURTHER EDUCATION

To qualify for further secondary education a candidate must satisfy the following requirements:

- (1) Pass in subjects (1) and (2) of Group I (provided that a pass in subject (1) will not be compulsory before 1959).
- (2) Pass in one subject of Group IIB.
- (3) Pass with credit in subject (8) or pass in subject 8 and in one of the subjects (9), (10), (11), provided that in the latter case he/she will be in a school with the appropriate language bias.
- (4) Pass in a subject from Group IV.

Either Pass in a total of 8 subjects (including those above)

Or Pass in a total of 7 subjects one at least at credit level (including those mentioned above)

Or Pass in a total of 6 subjects two at least at credit level (including the above).

provided that one credit over and above those already required will be allowed to compensate for a failure to pass in a Group IV subject.

COMPENSATION FOR COMPULSORY SUBJECTS

A failure in subject 1 may be compensated by a pass in Subject 9.

A failure in subject 2 may be compensated by a pass in Subject 8.

APPENDIX NO. 4

(Report paragraph 78)

THE FEDERATION OF MALAYA CERTIFICATE OF EDUCATION

We propose the following rules for the examination for this Certificate.

Group	Subject
I.	(1) The National Language (compulsory)†
IIA.	General Subjects ... (2) Malay Literature* (3) English Literature (3A) Additional English Literature (4) Chinese Literature* (5) Tamil Literature* (6) Religious Knowledge (Christian) (6A) Religious Knowledge (Islamic)
IIb.	... (7) History (8) Geography (9) Malayan Studies (not to be taken with 7 or 8)
III.	Languages ... (10A) Lower English (10B) English Language† (11A) Chinese† (11B) Higher Chinese† (12A) Tamil† (12B) Higher Tamil† (13A) Malay† (13B) Other languages
IV.	Mathematical subjects (14) Mathematics (15) Additional Mathematics (16) Mechanics
V.	Science subjects ... (17) General Science (17A) General Science Second Subject (18) Physics (19) Chemistry (20) Biology (21) Agricultural Science (22) Botany

* These papers would be set and answered in the language to which they refer.

† These papers would not be translation papers and would not require a knowledge of any other language than that examined. Lower English would be similar to the existing Qualifying Examination paper; English Language would be the present S.C. English Language paper; Chinese would at first be an alternative to the existing Chinese

Group	Subject
VI. Arts and Crafts ...	(23) Art
	(24) Music
	(25) Woodwork
	(26) Metalwork
	(27) Needlework
VII. Vocational subjects ...	(28) Cookery
	(29) Technical Drawing
	(30) Commercial Subjects
	(31) Accounts and Arithmetic (Substitute Commerce, Principles of Accounts, 1958)
	(32) Surveying (starts 1958)
	(33) Engineering Science (or in Group V) (starts 1958)
	(34) Health Science

All candidates for a National Certificate must enter for 7, 8 or 9 subjects. These must include the National Language (compulsory) and subjects chosen from at least 3 of the groups II to VII, which must include one language from Group III and at least one subject from Group IIb.

For the award of a National Certificate candidates must reach a satisfactory general standard as judged by their performance in their best six subjects and

either Pass at one and the same examination in at least six subjects including the National Language with a credit in at least one of them.

or Pass at one and the same examination in five subjects including the National Language with credits in at least two of them.

For Private candidates there would be a qualifying test in the National Language and in English.

The School Certificate would be earned by those who reached a sufficiently high standard in English Language (subject 10B) in Group III and the required standard in an approved combination of subjects. (This makes it possible to use the same examination for both the School Certificate and the National Certificate since English Language in Group III will be of the standard of the present School Certificate English Language paper).

NOTE.—We have considered a suggestion that pupils taking the School Certificate should from now on be required to take Malay. We understand, however, that this requirement might be difficult for the Cambridge Examination Syndicate (whose examinations are taken all over the world) to accept, and we, therefore, consider that the same objective of stimulating the study of Malay at secondary level can be achieved by other means, e.g., by making a Credit in Malay a requirement for appointments in the Federation, particularly Government appointments. (Please see also paragraphs 23 and 24 of the Report about incentives for learning Malay).

RECOMMENDED AGE LIMITS IN PRIMARY SCHOOLS

The Committee recommends the adoption of the following rules in all Primary schools wholly financed from public funds:

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

Standard I	... ..	not under 6, not over 8
Standard II	... ..	not over 9
Standard III	... ..	.. 10
Standard IV	... ..	.. 11
Standard V	... ..	.. 12
Standard VI	... ..	.. 13

except that with the written approval of the local authority a pupil may be admitted otherwise when there are special circumstances, e.g., illness or inadequacy of education facilities in the area.

2. No pupil, except with the written approval of the local authority in special circumstances, shall spend more than one year in a standard provided that a pupil under 13 who fails to gain promotion to a Secondary school may stay one year more in Standard VI.

3. Under no circumstances may any pupil remain in a Primary school beyond the end of the year in which he/she reaches the age of 14, except that the local authority may make exception in writing for pupils admitted overage as in paragraph 1 but such exceptions shall not extend to any pupil over the age of 16.

4. Any person aggrieved by the decision of the local authority under 1, 2 and 3 above may appeal to the Minister whose decision shall be final.

5. There will be generous provision for evening classes, part-time and further education so that boys and girls who are overage and unable to enjoy public assisted primary education may receive this in another way.

6. The proposals set out in paragraphs 1 and 2 shall come into operation on 1st January, 1957.

7. The present position should be brought into line with the proposal in paragraph 3 not later than 1960.

The progress to this will be:

- 1957 No pupil shall remain in a Primary school after he/she attains his/her 17th birthday except that where the local authority is satisfied that there are special circumstances this age may be increased by two years.
- 1958 No pupil shall remain in a Primary school after he/she attains his/her 16th birthday except that where the local authority is satisfied that there are special circumstances this age may be increased by two years.
- 1959 No pupil shall remain in a Primary school after he/she attains his/her 15th birthday except that where the local authority is satisfied that there are special circumstances this age may be increased by two years.
- 1960 No pupil shall remain in a Primary school after he/she attains his/her 14th birthday except that where the local authority is satisfied that there are special circumstances this age may be increased by two years.

APPENDIX No. 6
(Report paragraph 113)

RECOMMENDED AGE LIMITS IN SECONDARY SCHOOLS

The Committee recommends the adoption of the following rules in all Secondary schools wholly financed from public funds:

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

(Remove)	Not over 14
Form I	.. .. 15
Form II	.. .. 16
Form III	.. .. 17
Form IV	.. .. 18
Form V	.. .. 19

except that with the written approval of the Minister for Education a pupil may be admitted otherwise when there are special circumstances.

2. No pupil shall spend more than one year in a Form, except with the written approval of the Minister, provided that a pupil under 17 who fails to gain promotion from Form III may stay one more year in that Form, or a pupil who fails the School Certificate examination or the Federation of Malaya Certificate of Education, and is still within the age limits in paragraph 1, may continue in the Secondary school.

3. Under no circumstances may any pupil remain in a Secondary school (other than in the Pre-University Classes) beyond the end of the year in which he/she attains the age of 19 except that the Minister may make exception in writing for pupils admitted or retained overage as in paragraphs 1 or 2 above but such exception shall not extend to pupils over 21 years of age.

4. There should be an adequate development of further and part-time education (including technical, trade, and general vocational courses) for those who are unable to proceed further in the full-time Secondary schools maintained at the public expense.

5. There shall be generous provision for evening classes, part-time and further education so that boys and girls who are overage and unable to enjoy the public assisted secondary education may receive this in another way.

6. The present position should be brought into line with the proposal in paragraph 3 not later than 1960, progressively as follows:

1957 No pupil shall enter a Secondary school who exceeds the age limits laid down in paragraph 1 by four years.

1958 No pupil shall enter a Secondary school who exceeds the age limits laid down in paragraph 1 by three years.

1959 No pupil shall enter a Secondary school who exceeds the age limits laid down in paragraph 1 by two years.

1960 No pupil shall enter a Secondary school who exceeds the age limits laid down in paragraph 1 by one year.

1961 No pupil shall enter a Secondary school who exceeds the age limits laid down in paragraph 1.

7. Also in 1957 All pupils over 23 must leave.

.. 1958 All pupils over 22 must leave.

.. 1959 All pupils over 21 must leave.

.. 1960 All pupils over 20 must leave,

except for those admitted to Pre-University classes.

APPENDIX No. 7
(Report paragraph 128)

RECOMMENDED RULES FOR THE PAYMENT OF
GRANTS-IN-AID

1. Grant-in-Aid shall be paid:

(a) to Primary Schools by the Local Authority;

(b) to Secondary Schools directly by the Minister.

2. Amount:

Grant-in-Aid shall be calculated as the difference between approved expenditure and approved revenue.

There shall be distinguished (a) The salary contribution (b) Contribution for other charges.

3. The Instrument of Issue shall show:

(1) The total number of pupils to be allowed on the roll;

(2) The number and quality of the teachers.

4. Method of Payment:

The Grant-in-Aid shall be paid—

A. The contribution for other charges shall be paid

(i) 50% by January 31st each year;

(ii) 50% by 1st July each year.

B. The salary contribution shall be paid

(i) 1/6th in advance by 31st January;

(ii) Thereafter by recoupment against monthly pay sheet statement.

Conditions to earn Grant-in-Aid:

(1) That no child born in Malaya or of Malayan parents outside Malaya shall be refused admission to a vacancy in the school if of the correct age and educationally eligible for the standard or form for which he/she applies.

(2) That no pupil will be admitted to or retained in any classes except as set out in an age table approved by the Ministry.

(3) That the time-table and syllabuses shall provide not less than is prescribed by His Excellency-in-Council for schools.

(4) That the curriculum of the school shall be such as will prepare candidates either for promotion from a Primary school to a National-type Secondary school or in a Secondary school for the Federation of Malaya Lower Certificate and the Federation of Malaya Certificate of Education.

(5) That the Board of Governors shall have received and retained the approval of the Minister.

(6) That the National language is learnt to a sufficient standard by the pupils. (See paragraph 24 of Report).

(7) That the buildings shall have received the approval of the Minister who shall be guided in this matter by Regulations for school buildings.

(8) *Capital Grants*—

The Minister in the case of Secondary schools and the Local Authority in the case of Primary schools may make capital grants of money for the building of or extension to schools. The Local Authority and the Minister respectively shall have discretion to decide what percentage of the total cost shall be paid as Capital Grant.

Two years notice of application for capital grant shall be made.

- (9) That in any assisted school the Local Authority or Minister shall have the right to nominate pupils for admission without school fees, up to 20 per cent. of the total places, in new buildings subsidized from capital grants.

(Report paragraph 40)

BOARDS OF GOVERNORS

This Appendix is an indication of what the Committee considers might be the basis of the constitution and the powers of these Boards. It is not intended to be more than a general indication of the Committee's intentions. Detailed regulations will need to be provided in the legislation.

A. Constitution:

- (1) The Board of Governors might be made up of nominees from—
- (a) The owners of the school or in the case of former Government Schools the Government which formerly owned the school.
 - (b) The old students.
 - (c) The authority providing the Grant-in-Aid or in the case of former Government schools the Government which formerly maintained the school.
 - (d) Any charitable or religious body or body of trustees connected with the school (e.g. Trustees of the Penang Free School; the Head of a Missionary body).

The Governors should have power to co-opt other persons who should normally be parents of pupils in the schools.

The Headmaster should normally be Secretary of the Board.

- (2) The Board should elect its own Chairman.
- (3) Arrangements should be made for members to hold office for periods of 3 years and to retire by rotation and be eligible for renomination.

B. Powers:

- (1) To appoint and, subject to the concurrence of the Minister, to dismiss staff.
- (2) To administer the Grant-in-Aid in accordance with regulations approved by the Ministry.
- (3) To administer funds and donations from the public, etc., on new buildings except that any projects that will increase the annual Grant-in-Aid will require the consent of the Ministry.
- (4) To fix with the consent of the Local Authority or Minister the fees to be charged.

Regulations would be made controlling the total number of Governors. The question of the number of Governors in each category would be a matter for decision by the appropriate authority in each case after due consultation with the various interests concerned.

APPENDIX No. 9
(Report paragraph 127)

TRAINING OF TEACHERS FOR STANDARD AND
STANDARD-TYPE PRIMARY SCHOOLS

The ordinary class teacher in primary schools should have completed three years' secondary education and have been trained in a 3-year course, the first year of which is full-time training.

2. These teachers will teach through the medium of Malay, Kuo Yu, Tamil or English but all will follow the same *professional training* syllabus though different language media may be used. Each will be trained to teach one other language as a subject in the lower classes of the Primary school.

3. The teachers of languages in the upper classes of the Primary school should have completed secondary education and have had two years' full-time training in a college which is part of the Language Institute. The present Normal Class and College Trained English school teachers can be used as teachers of languages.

4. The schemes for "teachers of English in Vernacular Schools", "teachers of Malay in other schools", etc., must cease and those already recruited must be given opportunities to convert, according to their qualifications, to the "grades" that will be used in future.

5. The teachers at present in Malay, Chinese and Tamil Schools will continue as such but will have opportunity for conversion to the type mentioned in paragraph 1 on attaining certain additional academic and/or professional standards.

6. In view of the fact that it will be impossible to turn out the new type teachers quickly enough in the next few years to keep up with the growth of school-age population it will be necessary to continue for 5 years at least to recruit and train—for non-standard Malay, Chinese, and Indian Schools—teachers of the type now employed in these schools.

7. It should not be necessary after September, 1956, to recruit any teachers for training in Normal Classes for English Schools.

APPENDIX No. 10
(Report paragraph 127)

TEACHER TRAINING ARRANGEMENTS—GENERAL

As from 1st January, 1957, or earlier where possible, the arrangements below will come into operation for the training of teachers.

1. General Primary Teachers:

Academic Qualifications for Selection: Successful completion of 3 years of secondary education.

Training: One year full time followed by two years part time.

The full-time training will be in Colleges for Standard school teachers and in full-time day training units for standard and standard-type teachers. (Note: a standard Primary Teacher is one who teaches through the medium of the National Language, and a standard-type teacher is one with the same qualifications and training who teaches through the medium of Kuo Yu, Tamil or English). During full-time training students should receive an allowance and during part-time training they should be paid as probationers on their grade. During their first year of part-time training they should be given opportunities for study and observation of teaching and should not be expected to undertake full-time teaching.

2. Specialist Teachers of Languages:

Academic Qualifications for Selection: Full secondary education.

Training: Two years' full-time training, preferably at a College which is part of the Language Institute.

During training students should receive an allowance.

3. Specialist Teachers for Lower Classes of Secondary Schools:

Academic Qualifications: Full secondary education preferably with post-secondary education in addition.

Training: Two years' full-time training in College.

During training students should receive an allowance.

4. Graduate Teachers, etc.: It is not necessary to state the details of graduate training—they are for the Universities to decide.

5. Teachers for Trade Schools:

Academic Qualifications: Successful completion of the appropriate course in a Technical Institute.

Training: One year full-time at the Vocational Teachers Training Centre followed by one year part-time training.

During the first year students should receive an allowance and during the second year they should be paid as probationers in the appropriate grade.

6. Teachers for Technical Institutes: The academic qualifications and training are given in paragraph 101 of the report.

It may be necessary to subsidise students during their training.

APPENDIX No. 11
(Report paragraph 3)

LIST OF LETTERS AND MEMORANDA RECEIVED FROM
ASSOCIATIONS AND MEMBERS OF THE PUBLIC

No.	Title	Source	Education Committee Paper No.
1.	Memorandum on Chinese Education	M.C.A. Chinese Education Central Committee, 1954	6
2.	Malayan Education System	S. M. Zainal Abidin	8
*	Malay Educational Programme 5-year Plan	Johore Malay Teachers' Association (See E.C.P. No. 18, Serial No. 17)	9 (1)
3.	Report on Education ...	Federation of Malay Teachers' Association	9 (2)
4.	Memorandum on National Education Policy	Persekutuan Ibu Bapa Murid ² di-Sekolah Muar	9 (3)
5.	Outline of Policy on Malay Education	Raja Haji Mohamed Nordin	9 (4)
6.	Dasar Pelajaran di-Tanah Melayu	Pengurus U.M.N.O., Kuala Kangsar	9 (5)
7.	Rehabilitation of the Malay Community	Dato' Megat Osman	9 (6)
8.	Resolution on Educational Policy	U.M.N.O. Bahagian, Sabak Bernam...	9 (7)
9.	Teaching of the Holy Quran	Resolution passed by the Perak Religious Council	9 (9)
10.	Suggestions <i>re</i> Policy on Chinese Education	Federation Chinese Teachers' Association	10
11.	Suggestions <i>re</i> Policy on Chinese Education	M.C.A. Chinese Education Central Committee on Chinese Education	10
12.	Suggestions <i>re</i> Policy on Chinese Education	Associated Chinese Chambers of Commerce, Malaya	10
13.	Comments on the Barne's Report	Federation of Malay Teachers' Association	13
14.	Comments on the White Paper on Educational Policy, 67/54	Federation of Malay Teachers' Association	14
15.	Memorandum on the suggested System of National Education	Aminuddin Baki	16
16.	"Sekolah Kebangsaan" ...	Zainal Abidin bin Ali	17
17.	"Renchangan Pelajaran Melayu"	Johore Malay Teachers' Association [Summarised Translation in English was issued as E.C.P. No. 9 (1)]	18
18.	Memorandum on Education Policy (in Chinese)	Lin Pin Chin	19
19.	Memorandum on Educational Reforms	Muslim League, Kedah	20
20.	Letter on Educational Policy	Dr. C. L. Chin	21
21.	"Compulsory Free Education"	Malayan Trade Union Council Annual Delegates Conference	22
22.	Suggestions on Education Policy	U.M.N.O., Penang	23
23.	Memorandum on Educational Policy	National Union of Teachers, Secretary, Penang	28

* See 17.

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No.	Title	Source	Education Committee Paper No.
24.	Memorandum on Education Policy	Hon. General Secretary, A.E.A., Federation of Malaya	29
25.	Memorandum on Education Policy	Hanafiah bin Shafie	30
26.	Proposals for Education Policy	Ibrahim bin Atin	31
27.	Memorandum on Education Policy	President, Parents Association, Selangor	32
28.	Memorandum on Education in General and Chinese Education in Particular	Secretary General, M.C.A.	33
29.	Plan of New Education System	Ahmad Daud, Survey Department, Kuala Lumpur	34
30.	Suggestion on Education Policy	Penang Malay Association	35
31.	Memorandum on Future Education Policy for the Federation of Malaya	Embong bin Yahya	36
32.	Memorandum on Education Policy	Abdul Rahman bin Yusof	37
33.	A plan on Education for the Federation of Malaya	Swami Satyananda	38
34.	My Views on Malayan Education	Swami Satyananda	38A
35.	Letter on Education ...	E. Mohamed Ali	39
36.	Improvement to the Education Policy	A. K. David	40
37.	Re-Orientation of Educational System	Hon. Secretary, M.I.C., Town Branch, Penang	41
38.	Education Policy in Federation of Malaya	Dr. S. Seevaratnam, Seremban	42
39.	Letter on Educational Policy	Ag. President, Kuala Lumpur Rotary Club	43
40.	Memorandum on Education Policy	Hon. General Secretary, M.T.U.C., Kuala Lumpur	44
41.	Memorandum on the Future Education Policy	M. Y. Lee	45
42.	Memorandum on Education	Scorpio	46
43.	Memorandum on Educational Policy for National Primary Schools	Teerath Ram, President, Malayan Graduate Teachers' Union	47
44.	Memorandum on Education Policy	Hon. Secretary, U.M.N.O., Johore Bharu	48
45.	Memorandum and Suggestions on Education Policy	Hon. Secretary, Malay Teachers Trained under other Schemes	49
46.	Memorandum on New Education Policy	P. Jayarajasingam	57
47.	Memorandum on New Education Policy	P. Kesslering, Federation of Malaya Secretary, Malayan Aided Schools Council	58
48.	Memorandum on Education	Federation of Malay Teachers' Association, Malaya	59
49.	New Education Plan	Mohd Khan bin Ghows Khan	60

APPENDIX NO. II—(cont.)

No.	Title	Source	Education Committee Paper No.
50.	Recommendations to the Committee of Enquiry into Education in the Federation of Malaya	J. B. Henry	65
51.	New Education Policy	Hans Raj Bangah	66
52.	Letter on Education	K. A. Nathan	67
53.	Memorandum on Education	R. Vasuthevan, Manager, Mahatma Ghandi High School, Kuala Lumpur	68
54.	Letter on Education	J. G. Parambil, Executive Assistant, General Liswags Movement, Kuala Lumpur	69
55.	Memorandum on Education	Hon. Secretary, Malayan Eurasian Union, 164 Anson Road, Penang	70
56.	Memorandum on Education	Abdul Rahman bin Siru, 4 Lorong Selamat, Penang	71
57.	Letter on Education	Secretary, Federation of Indian School Teachers' Union, Kuala Kangsar	72
58.	Education in Free Malaya	V. I. Somasundram, Lecturer, Technical College, Kuala Lumpur	73
59.	Letter on Education	A. Sellathuray, 29 Jalan Station, Kluang, Johore	74
60.	Memorandum on Education Policy	A. M. Hamid, 77 Chulia Street, Penang	75
61.	A National System of Education for Malaya	Svend Hansen, Taiping Discussion Group, 93 Barrack Road, Taiping	76
62.	Letter on Education	President, The Muar Chinese School Teachers' Association, Muar	77
63.	Letter on Education	Ng Kim Tong, 8A Lipis Road, Raub, Pahang	78
64.	Letter on Education	The President, Malacca School Teachers' Association, 20 Tranquerah Road, Malacca	79
65.	Memorandum on Education	Chen Chen Chung and Huang Yun Hsiang, c/o Chung Hwa High School, Batu Pahat	80
66.	Memorandum on Education	Management Committee and Staff, Yong Peng Chinese School, Johore	81
67.	Memorandum on Education	Management Committee, Chung Wah Middle School, Kluang, Johore	82
68.	Memorandum on Education	Chairman, Chinese Teachers' Association Lower Perak, San Min Middle School, Teluk Anson	83
69.	Memorandum on Education	The President, Penang Hindu Sabah, 205 Dato' Kramat Road, Penang	84
70.	Memorandum on Education	Headmaster, Chung Wah Wei Sin Middle and Primary School, Kuala Trengganu	85
71.	Memorandum on Education	President, Malayan Born Indian Association, 90 Church Street, Penang	86
72.	Memorandum on Education	Hon. Secretary, Pahang Indian Association, Raub	87
73.	Memorandum on Education	The Supervisor, Parit Sulong Chinese School, Batu Pahat, Johore	88

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No.	Title	Source	Education Committee Paper No.
74.	Letter on Education	K. Ramanathan	89
*	Memorandum on Education	Federation of Malay Teachers' Associations (Already issued as E.C. Paper No. 59)	90
75.	Memorandum on the Educational Policy of the Federation of Malaya	A Group of Malays in Selangor	91
76.	The Aided Schools	T. S. Dhany, M.B.S., Kuala Lumpur	92
77.	Views on Education	Ann Harder, Principal Anglo-Chinese Girls' School, Penang	93
78.	Education Policy	C. K. D. Nair	94
79.	Memorandum on Education	Looi Poh Shi, Pay Min School, Dindings	95
80.	Letter on Education	Rev. D. R. Devaprasad, Kuala Lumpur	96
81.	Letter on Education	Sellar Sabaratnam, Taiping	97
82.	Letter on Education	T. S. Dhany	98
83.	Letter on Education	Joseph Chong, Kuala Lumpur	99
84.	Letter on Education	Hon. General Secretary, Malayan Tamils Association, Kuala Lumpur	100
85.	Memorandum on Education	Hon. General Secretary, Perak Indian School Teachers' Union, Kuala Kangsar	101
86.	Memorandum on Education	President, Pan Malayan Chinese Teachers' Training Class Alumni Association, c/o San Shan School, Singapore 9	102
87.	Letter on Education	Hon. General Secretary, Malayan Tamils' Association, Ipoh Road, Kuala Lumpur	103
88.	Letter on Education	Hon. General Secretary, Pan Malayan Central Dravidian Association, 1609 Cheras Road, Kuala Lumpur	104
89.	Letter on Education	The Manager, Coconuts Estates of Perak	105
90.	Letter on Education	The Secretary, Chinese Clerks and Shop Assistants Union, Selangor, 83 Cross Street, Kuala Lumpur	106
91.	Memorandum on Education	President, Kishan Dial School, Pure Life Society, Petaling, P.O., Kuala Lumpur	107
92.	Memorandum on Education	Hon. General Secretary, Malayan Indian Congress, Kuala Lumpur	113
93.	Letter on Education	Ahmad bin Saa'id, Secretary, U.M.N.O., Province Wellesley	118
94.	Letter on Education	Chung Hwa School, Sungei Lembing, Pahang	119
95.	Letter on Education	Chairman, Federation of Toi Sun Association, Malaya, 2 Tong Shin Road, Kuala Lumpur	120
96.	Letter on Education	Angkatan Sasterawan Utara Malaya, Penang	121

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No.	Title	Source	Education Committee Paper No.
97.	Memorandum on Education	Dignitaries of Roman Catholic Church, Malaya	122
98.	Memorandum on Education	President, Central Council of Ceylonese Association of Johore	123
99.	Letter on Education	Vice-President, Tamil Pannai, 37 Ampang Road, Kuala Lumpur	124
100.	Letter on Education	Abas bin Abdul Rahman, Port Swettenham	125
101.	Memorandum on Education	Secretary, U.M.N.O., Dungun	126
102.	Memorandum on Education	Hon. Secretary, U.M.N.O., Kubang Krian, Kota Bharu, Kelantan	127 (1)
103.	Memorandum on Education	Raja Nong Chik Ishak, Kg. Bahagia, Petaling	127 (2)
104.	Memorandum on Education	Mohamed Yusof, 964 Geylang Road, Singapore 14	127 (3)
105.	Memorandum on Education	Advisory Committee, Malay School, Lendu, Alor Gajah	127 (4)
106.	Memorandum on Education	Advisory Committee of Malay School, Mukim Ayer Pa' Abas, Malacca	127 (5)
107.	Memorandum on Education	Ismail bin Awang Besar, Kroh, Upper Perak	127 (6)
108.	Memorandum on Education	General Secretary, Kedah Religious Teachers' Association	127 (7)
109.	Memorandum on Education	Association of Teachers of Malay (Raa'yat) Schools, Kedah	127 (8)
110.	Memorandum on Education	Head Master, Madarsa-tul-Al-Atas, Johore Bahru	127 (9)
111.	Memorandum on Education	Nurdin bin Kasrun, Limbongan, Malacca	127 (10)
112.	Memorandum on Education	Raa'yat from 4 Kampongs—Bunut Payong, Paya Sapin, Belukar and Bawah Lembah—Kota Bharu, Kelantan	127 (11)
113.	Memorandum on Education	Haji Ariffin bin Haji Alias, Johore Bahru	127 (12)
114.	Memorandum on Education	Osman, Kuala (?)	127 (13)
115.	Memorandum on Education	Mokhtar Othman, Kota Bharu	127 (14)
116.	Memorandum on Education	Husain bin Mohd. Shah, Melaka	127 (15)
117.	Memorandum on Education	Ismail Abdullah, Sik, Kedah	127 (16)
118.	Memorandum on Education	Nik Mahmood bin Haji Abdul Majid, Kelantan	127 (17)
119.	Memorandum on Education	Abdul Rahman Said, Kg. Minora, Kuala Kangsar	127 (18)
120.	Letter on Education	Mohamed Kamil bin Hj. Mohd. Nor, Kuala Klawang, Negri Sembilan	129
121.	Letter on Education	Persekutuan Ibu Bapa Murid ² Melayu Di-Sekolah ² Daerah Muar	130
122.	Letter on Education	Asohan Wanita, Kuala Pilah	131
123.	Memorandum on Education	Miar Taharim, Kuala Trengganu	132
124.	Telegram	U.M.N.O., Seberang Prai Utara	133
125.	Telegram	Secretary, Sekolah Melayu, Kampong Raja Uda, Port Swettenham	134

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No.	Title	Source	Education Committee Paper No.
126.	National System of Education	Mohammad Yusof bin Ali	142
127.	Memorandum on Education	U.M.N.O., Bahagian Hulu, Perak	143
128.	Memorandum on Education	Representatives of Chinese Senior Normal Graduates, Federation of Malaya	144
129.	Memorandum on Education	Persatuan Kemajuan Pelajaran Melayu, Negri Sembilan	145
130.	Memorandum on Education	Persatuan Islam Sa-Malaya, Province Wellesley	147 (1)
131.	Memorandum on Education Policy	Yub Shedan bin Pandak Kolah, Parit	147 (2)
132.	Memorandum on Education Policy	A. H. Mamidi, Kulim	147 (3)
133.	Memorandum on Education Policy	Zambri bin Harun, Kampar, Perak	147 (4)
134.	Memorandum on Education Policy	Muhammad bin Sigot, Rembau, Negri Sembilan	147 (5)
135.	Memorandum on Education Policy	Othman bin Omar, Dungun, Trengganu	147 (6)
136.	Memorandum on Education Policy	Ismail bin Tamin, Ulu Beranang	147 (7)
137.	Memorandum on Education Policy	"Ikhlis" Province Wellesley	147 (8)
138.	Memorandum on Education Policy	Harith bin Abu Bakar, Taiping	147 (9)
139.	Memorandum on Education Policy	Mohamed Simin bin Bundak, Kuala Lumpur	147 (10)
140.	Memorandum on Education Policy	Ibrahim Mustafa, Kota Bharu	153 (1)
141.	Memorandum on Education Policy	Sekolah Melayu Nuri, Johol, Negri Sembilan	153 (2)
142.	Memorandum on Education Policy	Zakaria bin Salleh, Butterworth	153 (3)
143.	Memorandum on Education Policy	Kamarun bin Mohd. Hassan	153 (4)
144.	Memorandum on Education Policy	Abdul Rahman bin Daud, Limbongan	153 (5)
145.	Letter on Education Policy	Othman bin Ibrahim, Temerloh	*
146.	Letter on Education Policy	Mohamed Nor bin Ludin	*
147.	Letter on Education Policy	Ahmad bin Abdul Rahman	*
148.	Memorandum "Education Department can make a Saving"	T. S. Dhany	*
149.	Memorandum "Revenue from Schools"	T. S. Dhany	*
150.	Memorandum "Administration of the Education Department"	T. S. Dhany	*
151.	English School Education in Penang	Settlement Government, Penang	157

APPENDIX No. 12
(Report paragraph 4)

LIST OF OFFICIAL DOCUMENTS RECEIVED FROM OTHER
GOVERNMENTS

Serial No.	Education Committee Paper No.	Received from	Subject
1	52	Ministry of Education, Government of India	Seven Years of Freedom
2	61	Government of Hong Kong	Higher Education in Hong Kong
3	62	Ministry of Education, Burma	Education Plan for a Welfare State
4	63	Ministry of Education, Burma	Education in Burma
5	64	Ministry of Education, Burma	The Education Plan for the Welfare State and the Teacher
6	128	Ministry of Education, Burma	Report on the Education Policy Enquiry Committee, Burma, 1946
7	136	Ministry of Education, Indonesia	Compulsory Education in Indonesia (UNESCO reports)
8	148	Ceylon Government	The Education Ordinance No. 31 of 1939
9	149	Ceylon Government	Ordinance No. 26 of 1947—Amendment to Ordinance No. 31 of 1939
10	150	Ceylon Government	Government Proposals for Educational Reform in Ceylon
11	151	Ceylon Government	Education (Amendment) Act No. 5 of 1951
12	152	Ceylon Government	Administration Report of the Director of Education for 1954
13	*	Philippine Government	Publications of the Institute of National Language

* A copy each of 10 different pamphlets were received, but were not circulated as Education Committee Papers.

APPENDIX No. 13
(Report paragraph 7)

LIST OF PAPERS SUBMITTED BY THE DIRECTOR OF EDUCATION
AT THE REQUEST OF THE COMMITTEE

Serial No.	Education Committee Paper No.	Subject
1	7	Training Colleges
2	11	Annual Report on Education, 1950
3	12	Annual Report on Education, 1952
4	*	The present state of Education in the Federation as at 30th June, 1955
5	*	The present organisation of the Educational system in Malaya
6	24	Syllabus in English Schools in the Federation of Malaya for the teaching of Science
7	25	Syllabus in English Schools in the Federation of Malaya for the teaching of History
8	26	Syllabus in English Schools in the Federation of Malaya for the teaching of Geography
9	27	Training of Teachers
10	50	The Inspectorate
11	51	Secondary Education
12	53	School Places and the Primary Age Population
13	54	Effect of lack of Age Limits by Standards in Government and Aided Vernacular Schools
14	55	The Development and Teaching of the Malay Language
15	56	Voluntary Agencies in Education
16	109	The Principles of Common Content of Syllabuses
17	110	A National Certificate of Education
18	111	Implementation of Policy decided by the Committee
19	112	The Teaching Profession
20	114	Selection for Secondary Education
21	115	Common Selection Examination for National Secondary Schools from various types of Primary Schools
22	116	Local Education Authorities
23	117	Expenditure on Education
24	135	Superannuation of Overage Pupils
25	137	Text Books and Training of Teachers
26	138	Size of Schools
27	139	Grant-in-Aid
28	140	The Training of Teachers
29	141	Number of Pupils in Classes
30	146	National Language Schools Streams, Rate of Implementation and Costs
31	154	The Training of Secondary School Teachers
32	155	Federation of Malaya Lower Certificate of Education
33	156	The National Type Secondary School
34	158	Overaged Pupils
35	159	School Fees
36	160	Education Structure
37	161	Cost of Development to 1960
38	162	Teacher Training

* These papers were laid down on the table at the 2nd meeting of the Committee on 13th October, 1955. They were not numbered as Education Committee Papers.