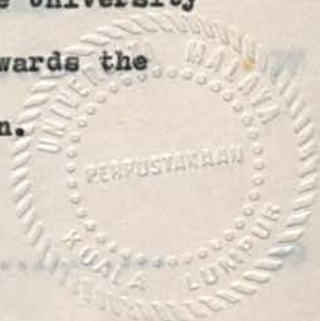


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tional policies can bear fruit. In the meantime, no government can tolerate a situation where there are children without schools and adults who have never had the benefits of schooling.

In Malaysia, the eradication of illiteracy is being undertaken by two Ministries, namely the Ministry of Education and the Ministry of National and Rural Development. Though working as two separate units, each implementing its own education policy, their ultimate objectives are similar : to promote cultural, social, economic and political development of the national with the aim of making the Malay language the National language, thus providing a binding force for the integration of the various races in the country.

This paper attempts to analyse and assess the objectives and programmes of Adult Education of the Ministry of National and Rural Development and their implementation in the State of Malacca in the light of building a more united and prosperous nation.

## CHAPTER I

### INTRODUCTION

Every modern state wants to educate its people. But it will be many years before newly initiated educational policies can bear fruit. In the meantime, no government can tolerate a situation where there are children without schools and adults who have never had the benefits of schooling.

In Malaysia, the eradication of illiteracy is being undertaken by two Ministries, namely the Ministry of Education and the Ministry of National and Rural Development. Though working as two separate units, each implementing its own education policy, their ultimate objectives are similar : to promote cultural, social, economic and political development of the national with the aim of making the Malay Language the National Language, thus providing a binding force for the integration of the various races in the country.

This paper attempts to analyse and assess the objectives and programmes of Adult Education of the Ministry of National and Rural Development and their implementation in the State of Malacca in the light of building a more united and prosperous nation.



## CHAPTER II

### OBJECTIVES AND PROGRAMMES OF THE ADULT EDUCATION DIVISION OF THE MINISTRY OF NATIONAL AND RURAL DEVELOPMENT

The objectives of the Adult Education Programme of the Ministry of National and Rural Development is to produce functional literates who will be able to:-

- (a) Understand the National Language clearly and speak it fluently;
- (b) Read and understand written matter pertaining to their daily lives and express their ideas in writing in the National Language;
- (c) Do simple arithmetic and calculations;
- (d) Have some elementary knowledge of history, geography, health science (hygiene), rural economics, home economics, religion (for Muslims) and other social sciences;
- (e) Understand and appreciate their civic responsibilities and national obligations, in particular:
  - (i) the system of Government at all leaves - Local, State and Federal and the democratic processes which form the basis of the system,

(ii) the culture and social traditions  
of the country, and

(iii) their relationship to the national  
as well as to the world community

so that they can play their full part in the social, cultural,  
economic and political life of the community.

To produce functional literates having the above  
knowledge, the Ministry of National and Rural Development  
organize five types of Adult Education Classes which are as  
follows:

(a) Kelas Belajar Rumi.

These classes are meant for the illiterate  
rural Malay adults who are taught to read  
and write the romanized script as well as  
to do simple arithmetic and calculations.  
Classes are held three times a week for  
a period of one hour each. This programme  
is a three year course: Elementary (1st Year),  
Intermediate (2nd Year) and Advanced (3rd Year).

(b) Kelas Bahasa Kebangsaan.

These classes are provided for the teaching of  
the National Language to non-Malays who may be  
literate in their own and other languages. They  
are taught to read and write Malay and to speak  
it fluently. These classes are run along



similar lines to the Kelas Belajar Rumi i.e. classes are held three times a week for a period of one hour each and that the classes are at three stages - Elementary, Intermediate and Advanced.

(c) Kelas Ekonomi Rumah Tangga.

These are the Adult Education Classes where home economics is taught. The aim is to reduce and ultimately eradicate malnutrition and infant mortality among the rural population. The Home Economic Classes are meant for the female adult education students who are at the Intermediate and Advanced Stages as well as other literate women living in the rural areas who are keen to learn about home economics. The syllabus covers nutrition, child-care, cooking, dress-making and home budgeting. Classes are held one-hour weekly for two years.

(d) Kelas Ugama.

These are religious classes which cater for Muslims living in the rural areas. Religious instructions commence from the Elementary Stage of Adult Classes and the programme is carried out for three years. Because religion under the Federal Constitution is a State matter, the administration of Religious Classes is therefore left in the hands of the State Government. The Ministry of National

and Rural Development is only responsible for the syllabus, provides the staff and a supervisory system in cases where the states need them.

(e) Kelas Latch Kerja.

This is the new type of class introduced only in 1968 in order to get more tangible results from the Adult Education Programme. Classes are carried out for two years for students who have passed the Elementary stage of the Adult Education Classes. The students are taught the basic skills in agriculture, animal husbandry, cooperative movement, fishing, shipping and other skills which are appropriate to their locality. The Kelas Latch Kerja serves more as functional literacy classes. They receive the help and co-operation of officers from the Agriculture, Veterinary, Fishery and Rubber Replanting Departments of the respective states.

The syllabus for the Kelas Belajar Rumi and Kelas Bahasa Kebangsaan at each of the three stages are shown in Appendix 1. In the case of Kelas Belajar Rumi and Kelas Bahasa Kebangsaan, only those students who pass the examinations held at each stage are promoted, and those who pass the Advance Stage examinations are awarded Certificates.



## CHAPTER III

### ORGANIZATION AND PROGRAMMES

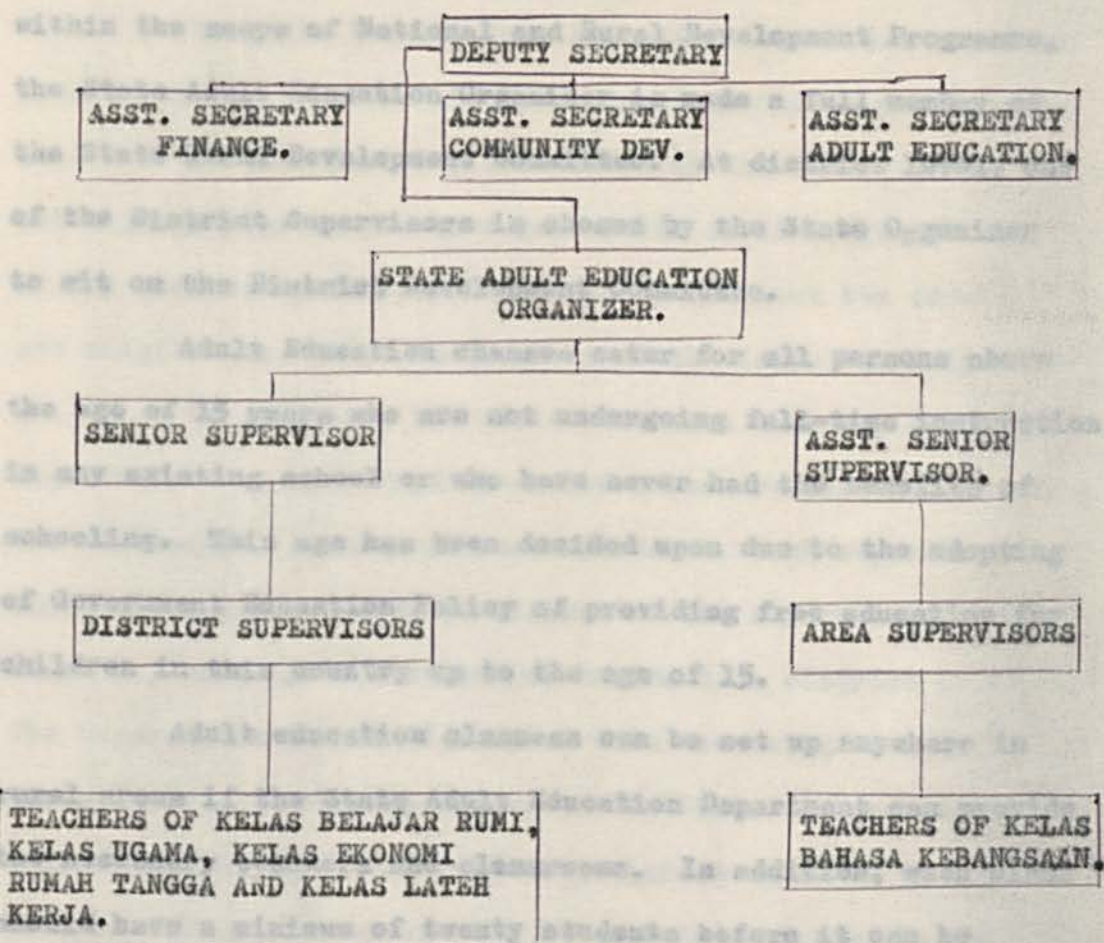
The National and Rural Development programme was launched in 1961. This programme is done by Phases, each Phase is being implemented after the previous one has run smoothly. Up to date four Phases have been launched. The Adult Education Programme is integrated within the framework of the Second Phase of the National and Rural Development as shown in Appendix II.

The Adult Education Programme is administered by the Community Development and Adult Education Division of the Ministry of National and Rural Development. As can be seen in the Organization Chart, the Division is headed by a Deputy Secretary. He is being assisted by three Assistant Secretaries, each is respectively responsible for Community Development, Adult Education, and Research and Programming. In addition, the Division is served by seven professional officers comprising each of Home Economics, Religious Instruction, Research and Production, Fundamental Education and Training Officers on Community Development.

At State level, the Adult Education Organizer is responsible for the implementing of the Adult Education Programme. He is assisted by a Senior Supervisor, an Assistant Senior Supervisor and a number of Area and District Supervisors.

The State Organisers of Adult Education are officers seconded from other government services. A move is now in hand to convert them to permanent Federal

AN ORGANIZATION CHART OF THE COMMUNITY  
DEVELOPMENT AND ADULT EDUCATION DIVISION OF THE  
MINISTRY OF NATIONAL AND RURAL DEVELOPMENT.





officers. On the other hand, the Supervisors are employed on a temporary basis and they are given monthly honorariums.

In order to co-ordinate Adult Education activities within the scope of National and Rural Development Programme, the State Adult Education Organizer is made a full member of the State Rural Development Committee. At district level, one of the District Supervisors is chosen by the State Organizer to sit on the District Development Committee.

Adult Education classes cater for all persons above the age of 15 years who are not undergoing full-time instruction in any existing school or who have never had the benefits of schooling. This age has been decided upon due to the adopting of Government Education Policy of providing free education for children in this country up to the age of 15.

Adult education classes can be set up anywhere in rural areas if the State Adult Education Department can provide the necessary teachers and classrooms. In addition, each class should have a minimum of twenty students before it can be established. Teachers of adult education classes are drawn from among the rural population. The minimum academic qualification for the adult education teacher is a pass in standard six of the National Primary School i.e. (Malay Medium). The teachers are given special training in adult teaching where they are taught subjects including methods of teaching adults, principles of teaching adults (including adult psychology), Malay Language and Community and Rural Development. These courses are at



three stages Elementary, Intermediate and Advanced - and each teacher has to pass an examination at the end of the course before being allowed to teach or attend the next course.

Teachers for the Home Economic classes are recruited from among the trainees who have passed the three month course at the four Women Training Institutes in the country. While the village youths who have passed the special courses held at the various Agricultural Stations throughout the country are eligible to become instructors of the Kelas Lateh Kerja.

To supervise the adult education classes, District Supervisors and Area Supervisors have been recruited from among the influential persons or rural leaders. Each supervisor is responsible for about 40-50 classes in one supervisory area which may range from a number of Mukims to a District or more. The Supervisors can be classified into two categories: District Supervisors and Area Supervisors. The District Supervisors only supervise the adult education classes attended by the Malays. These classes are the Kelas Belajar Rumi, Kelas Ugama, Kelas Ekonomi Rumah Tangga and Kelas Lateh Kerja. The Area Supervisors are responsible for the running of the Kelas Bahasa Kebangsaan in the adult education classes attended by the non-Malays.

The District and Area Supervisors are directly responsible to the State Organizer. They are given special training courses so that they could function more effectively. The Supervisors are required to visit each class in their respective areas



at least once a month. During these visits they are to examine closely the progress of each class and to discuss with the teachers any problems regarding the Adult Education Programme. Monthly meetings are then held at the State Adult Education Department whereby the Supervisors and the Organizer discuss the progress and problems of the adult education classes in the State. The Organizer is then required to submit a monthly report to the Ministry of National and Rural Development.

Proper school building for use by adult education classes are inadequate because the classes are scattered all over the rural areas. The shortage of classroom facilities has, however, not posed a major problem because buildings such as community centres, mosques, prayer houses, sheds built by the adult students and private homes are used as classes.

With regard to publication and reading materials, a series of eight elementary, six intermediate and eight advanced textbooks have been specially prepared for use in adult education classes. These books are selected according to the needs and interests of the adult students and at the same time they are geared to the teaching ability of the adult education teachers. As a supplement, an adult education magazine called "Dewasa" containing simple articles was published monthly until 1966 when its publication was ceased.

The Ministry of National and Rural Development has also established rural libraries for use primarily by adult education students. Efforts are now under way to expand



these libraries and the number of books held by them.

Another step taken by the Ministry to promote literacy among the adult is the establishment of Mobile Information Units. There are at present four mobile units responsible for mass education that travel far and wide all over the country. The films shown by these units are informative and concerned with the overall development work of the country. However the Ministry has no budgetary provision for making its own films on adult education proper. Radio Malaysia also makes useful contributions in the literacy drive among the non-Malays by having on its daily programme a short lesson in Malay Language known as "Learn a Word a Day". In addition there is a half-hour daily programme in Malay aimed at enlarging the knowledge of adult students in Various aspects of rural life such as in the fields of agriculture, animal husbandry and health. This programme is sponsored by the Ministry of Agriculture and it is named "Pembangunan Desa" or Rural Development.

Literacy work of the Ministry of National and Rural Development does not end after each three year course but the work eventually merges into continuing education that is aimed at raising living standards in rural areas. Continuing education is offered through vocational training designed to train adult students in better and correct use of natural resources and improve working methods that ultimately will turn them into economic men. To look into this latter a sub-committee has been formed with members drawn from the Ministries of Agriculture and Cooperatives, Education, Commerce and Industry,



Labour, Health, Welfare Services, Transport Works and Communications, MARA and the Rubber Research Institute. As a result beginning in the middle of 1965, vocational training in basic agriculture has been given to selected adult education students who have passed the third year examinations. These courses are held at the various Agricultural Training Centres throughout the country.

The Adult Education Department in Malacca was established in June 1961 charged with the responsibility of implementing the government's Adult Education policy in the State. The Department is headed by the Organizer who is assisted by a Senior Supervisor, an Assistant Senior Supervisor, 3 District Supervisors and 4 Area Supervisors.

The adult literacy drive in Malacca began with 191 Kelas Majlis Rumi for the Malay illiterates and 126 Kelas Bahasa Kebangsaan for the non-Malays. The number of adult students that were initially enrolled in both types of classes by the end of 1961 were 8,930. Subsequently the Kelas Ekonomi Rumah Tangga were introduced in September 1962 for the benefit of the adult female students who have passed the Elementary Stage of the Literacy classes. Other illiterate women who were keen to learn Home Economics were also allowed to join the classes. Later in 1968, the Kelas Bahasa Rumi or Functional Literacy Classes were established in several villages.

The establishment of any adult education class in Malacca has been a simple procedure provided that the State Adult Education Department can secure adequate funds to pay the allowances of the teachers and that each class must have a

CHAPTER IV  
IMPLEMENTATION OF THE ADULT  
EDUCATION PROGRAMME AND  
PROBLEMS ENCOUNTERED  
IN THE STATE OF MALACCA.

The Adult Education Department in Malacca was established in June 1961 charged with the responsibility of implementing the governments' Adult Education policy in the State. The Department is headed by the Organizer who is assisted by a Senior Supervisor, an Assistant Senior Supervisor, 8 District Supervisors and 4 Area Supervisors.

The adult literacy drive in Malacca began with 192 Kelas Belajar Rumi for the Malay illiterates and 126 Kelas Bahasa Kebangsaan for the non-Malays. The number of adults students that were initially enrolled in both types of classes by the end of 1961 were 8,930. Subsequently the Kelas Ekonomi Rumah Tangga were introduced in September 1962 for the benefits of the adult female students who have passed the Elementary Stage of the literacy classes. Other literate women who were keen to learn Home Economics were also allowed to join the classes. Later in 1968, the Kelas Latih Kerja or Functional Literacy Classes were established in several villages.

The establishment of any adult education class in Malacca has been a simple procedure provided that the State Adult Education Department can secure adequate funds to pay the allowances of the teachers and that each class must have a



minimum of 20 students to start with. Normally the proposal to establish a class in any village comes from the Village Development Committee whose Chairman is appointed by the Chief Minister. There are at present 105 such Committees throughout State and they are expected to assist the Supervisors of Adult Education in seeing that the adult classes are properly run. They are also expected to induce as many illiterates as possible to join the adult education classes in their respective villages.

The number of classes and students in both the Kelas Belajar Rumi and Kelas Bahasa Kebangsaan at each stage since 1961 are shown in Table 1. As can be seen from the Table, a total of 1,306 adult education classes with an enrolment of 35,178 students have been established for the period June 1961 to June 1969. The Kelas Belajar Rumi has a very high percentage of female students who made up 93% of the total Malay students enrolled between 1961 and June 1969 while only 32% of the non-Malay students in the Kelas Bahasa Kebangsaan were females. The high percentage of females in the Kelas Belajar Rumi is due to the fact that the majority of the illiterates in the rural areas are females and the relatively few male illiterates are often too shy to attend the class.

In order to assist these students in their search for knowledge, the Malacca Adult Education Department has established 84 Adult Libraries throughout the country. These libraries are placed in community halls and private homes.



TABLE I.

NUMBER OF ADULT EDUCATION CLASSES AND  
STUDENTS AT EACH STAGE IN MALACCA

1961 - 1969.

| YEAR      | ELEMENTARY STAGE.  |                    | INTERMEDIATE STAGE. |                    | ADVANCED STAGE.    |                     |
|-----------|--------------------|--------------------|---------------------|--------------------|--------------------|---------------------|
|           | NUMBER OF CLASSES. | NUMBER OF STUDENTS | NUMBER OF CLASSES.  | NUMBER OF STUDENTS | NUMBER OF CLASSES. | NUMBER OF STUDENTS. |
| 1961      | 318                | 8930               | -                   | -                  | -                  | -                   |
| 1962      | 126                | 3209               | 181                 | 5180               | -                  | -                   |
| 1963      | 110                | 3201               | 92                  | 2233               | 155                | 3421                |
| 1964      | 108                | 3676               | 107                 | 2217               | 180                | 3747                |
| 1965      | 181                | 4474               | 88                  | 1868               | 77                 | 1596                |
| 1966      | 106                | 2819               | 166                 | 3578               | 76                 | 1557                |
| 1967      | 121                | 2941               | 98                  | 2062               | 152                | 2918                |
| 1968      | 150                | 3787               | 105                 | 2327               | 23                 | 486                 |
| JUNE 1969 | 86                 | 2141               | 113                 | 2334               | 33                 | 678                 |
| TOTAL     | 1306               | 35178              | 950                 | 21799              | 696                | 14,402              |

Source: Department of Adult Education Malacca.



They are managed by responsible persons who take care of the books and make proper arrangement for the books to be loaned. These libraries were initially started with a supply of 200 books from the Ministry of National and Rural Development which now supplements the Department with an additional of 10 books annually. These books are also intended for the newly literates\* to develop the habit of reading as well as to widen their knowledge.

In Malacca the adult education classes are mostly held in government schools, religious schools, prayer houses, community halls and private homes. In addition there are two classes at present in Alor Gajah district that are held in simple sheds built through the 'Gotong Royong' or 'Self-Help' efforts of the villages. Classes are all held in the late afternoon and evening to suit the convenience of the teachers and students.

As on June 1969, there are 233 adult education classes in Malacca with 152 teachers and 6,257 students. Out of the 152 literacy teachers, less than a quarter are government-trained teachers while the remainder are selected from among the villages who have the necessary qualification. As an example, in the Supervisor District of Jasin II, there are 29 literacy teachers out of which 7 are government Malay School teachers. Both categories of teachers, whether trained or ordinary villages are given special training courses in adult teaching. They are given three separate courses which range from 5 to 7 days each.

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\* Newly literates are defined as those students who have passed the three year course in the Adult Classes and are awarded Certificate.



The teachers of the Kelas Ekonomi Rumah Tangga are recruited from among the village girls who have passed the three month course given by one of the four residential Women Training Institutes in the country. One of the Women Training Institutes is located in Malacca and since its establishment in 1963 it has trained 655 Home Economic teachers coming from Johore, Malacca and Negeri Sembilan.

With regard to the Kelas Lateh Kerja, the teachers are trained at the Agricultural Training Centre at Sungai Udang about 10 miles from Malacca Town. The training of basic skills in agriculture at this centre lasts for 27 days. At present there are 15 Kelas Lateh Kerja with 251 students in the State.

The adult education teachers are being paid an allowance of \$4.00 for each hour of teaching. At least 60% of the students in the class must be present for the teacher to be eligible to claim the allowance. However this regulation is often relaxed in view of the fact that the teacher still have to teach irrespective of the number of students present.

For the purpose of supervising the adult education classes, the State of Malacca is divided into 8 Supervisory Districts and 4 Supervisory Areas. The Supervisory Districts are shown in the accompanying map and they are as follows:-

- (a) Malacca Central I.
- (b) Malacca Central II.
- (c) Malacca Central III.



(d) Alor Gajah I.

(e) Alor Gajah II.

(f) Jasin I.

(g) Jasin II.

(h) Jasin III.

Each district is supervised by the District Supervisor. The 8 supervisors are only responsible for the adult education classes attended by the Malays.

The Kelas Bahasa Kebangsaan are supervised by 4 Area Supervisors. The Supervisory Areas for these classes are based on the boundaries of the 4 Parliamentary Constituencies in the State which are as follows:

(a) Malacca Town.

(b) Malacca Central.

(c) Malacca North.

(d) Malacca South.

Each supervisor is required to visit every class in his Supervisory District or Area at least once a month. The aim of the visit is to note the achievements and the weaknesses of the adult education classes as well as their students; to comment and improve the teacher's lesson notes; to establish cordial relationship with the students and finally to take the necessary actions against the teachers who neglect their duties. The Supervisors are issued with strict instructions on supervisory methods as they should provide the guidance and assistance to the teachers in running the classes rather than to jeopardize the efforts of the teachers.

MAP SHOWING THE 5 SUPERVISORY DISTRICTS

All the Supervisors meet once a week in the State Organizer's office to report on the progress of the classes in their respective areas as well as to discuss their problems and to consider any suggestions that would lead to a more effective implementation of the Adult Education policy. The small size of the State of Malacca enables the Organizer and his Supervisors to meet once a week instead of having a monthly meeting as stipulated by the Ministry of National and Rural Development. In this way the State Adult Education Department is able to exercise greater supervision and control over the adult education classes throughout the State.

Nevertheless, the State Adult Education Department is faced with several problems that tend to impede the progress of the department in implementing the Adult Education policy. One of the serious problems is the acute shortage of trained and qualified teachers on adult literacy work. As a result the department has to mobilize human resources from among the rural population to implement the Adult Education programme. For example, if a literacy class were to be opened in any village, the department would look around for a suitable candidate among the villagers to be ~~xxx~~ turned into an instant educator with heavy responsibilities. This is unavoidable because the country does not have a Centre for the proper training of effective educators for the Adult Literacy programme.

Dept. of Adult Education, Malacca.



MAP SHOWING THE 8 SUPERVISORY DISTRICTS  
IN MALACCA AS ON JUNE 1969.

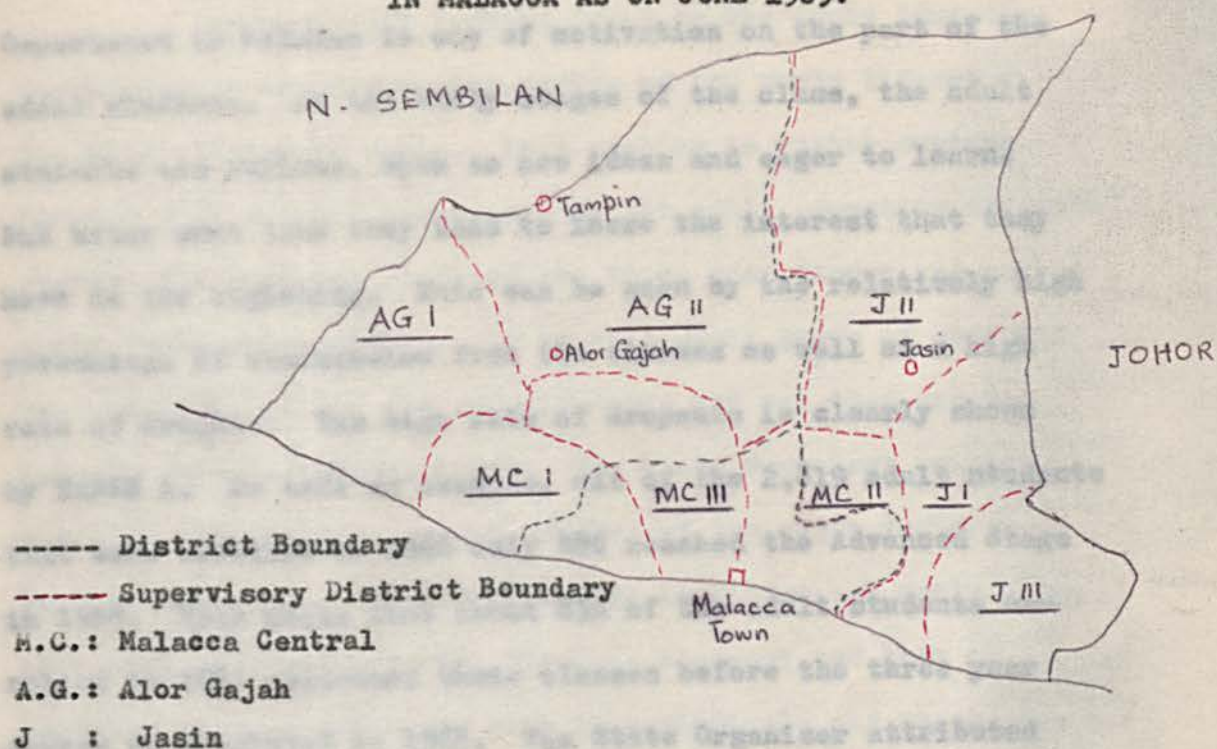


TABLE 2.

TABLE SHOWING NUMBER OF CLASSES, STUDENTS,  
TEACHERS AND LIBRARIES IN EACH SUPER-  
VISORY DISTRICT AS ON JUNE 1969.

|                 | MC I. | MC II. | MC III. | AG I. | AG II. | J I. | J II | J III. | Total |
|-----------------|-------|--------|---------|-------|--------|------|------|--------|-------|
| No of classes   | 21    | 28     | 23      | 41    | 29     | 29   | 41   | 20     | 233   |
| No of Students  | 435   | 1116   | 513     | 679   | 789    | 611  | 1336 | 778    | 6257  |
| No of Teachers  | 12    | 20     | 16      | 17    | 16     | 22   | 29   | 20     | 152   |
| No of Libraries | 7     | 15     | 12      | 15    | 12     | 7    | 11   | 5      | 84    |

Source: Dept. of Adult Education, Malacca.

Another problem encountered by the Adult Education Department in Malacca is one of motivation on the part of the adult students. At the early stages of the class, the adult students are curious, open to new ideas and eager to learn. But after some time they tend to loose the interest that they have in the beginning. This can be seen by the relatively high percentage of absenteeism from the classes as well as a high rate of drop<sup>o</sup>uts. The high rate of dropouts is clearly shown by TABLE I. To take an example, out of the 2,819 adult students that were enrolled in 1966 only 486 reached the Advanced Stage in 1968. This means that about 83% of the adult students enrolled in 1966 abandoned their classes before the three year course is completed in 1968. The State Organizer attributed this situation to the fact that the adult students do not seem to attach a high value on their own education because of their advanced age and that they need all the time at their disposal to earn their living. On the other hand, the District Supervisor of Jasin II, added that the opposition parties fail to recognize the importance of eradicating literacy and the efforts of the government to accelerate the economic, social and political development of the rural population. The Supervisor continued that the members of opposition parties in his District have done a lot of damage to discredit the literacy classes. Perhaps the opposition parties object to the system of recruiting the Supervisors and teachers who seem to be mainly Alliance members.



Another major problem faced by the Adult Education Department is the increasing number of the newly literates becoming illiterate again. This problem is rather serious because only a small percentage of the adult education students reached the Advanced Stage of the three year course and passes their final examinations. It is this small group of students that could be called the new literates and yet they are re-lapsing into illiteracy again. The State Organizer pointed out that this problem arises because of two major factors: lack of efforts by the new literates to revise and apply what they have acquired from the literacy classes; and lack of suitable reading materials such as periodicals and magazines. As a result they are not able to develop a reading habit that would have added new information and ideas in their day to day life.

National and Rural Development is indeed a most appropriate step taken by the government. The ultimate objective of the Adult Literacy Programme which is to produce functional literates is developmental in approach as it is not only an attack on illiteracy but also an attack on ignorance, supersticy and prejudice on poverty, disease and isolation - all the ills which hinder the progress of this new nation. It is an education which is designed to teach people not only the know-how of reading and writing but also to live. This 22. important because if the adult is to contribute to the development and nation building process, he must know in specific as well as broad terms what society is, what its general objectives are and what he can do to

## CHAPTER V.

### ANALYSIS AND EVALUATION OF THE ADULT EDUCATION PROGRAMME.

By the test of ability to read and write used in the 1957 Census, 53% of the population of Malaysia above the age of 15 was illiterate. However the percentage is now much reduced as a result of the expansion of educational facilities throughout the country in the form of school buildings and adult education classes. Nevertheless the presence of illiterates who have no means of communication by written language or access to the <sup>world</sup> ~~world~~ of ideas is a continuing challenge to the government of Malaysia in promoting human progress, particularly in the rural areas which have been neglected in the past.

For this reason the launching of the Adult Literacy drive in 1961 and its integration within the frame work of National and Rural Development is indeed a most appropriate step taken by the government. The ultimate objective of the Adult Literacy Programme which is to produce functional literates is developmental in approach as it is not only an attack on illiteracy but also an attack on ignorance, apathy and prejudice on poverty, disease and isolation - all the ills which hinder the progress of this new nation. It is an education which is designed to teach people not only the know-how of reading and writing but also to live. This is important because if the adult is to contribute to the development and nation building process, he must know in specific as well as broad terms what society is, what its general objectives are and what he can do to



assist in maintaining and furthering the national objectives.

The Adult Literacy Programme of the Ministry of National and Rural Development has also taken into consideration the economic aspects of eradicating illiteracy among the adults. The programme is designed not only to provide elementary education to the adults as provided by the Kelas Belajar Rumi and Kelas Bahasa Kebangsaan but also to teach them new skills. The Kelas Latih Kerja and the Kelas Ekonomi Rumah Tangga are closely related to the modifications of the socio-cultural environment of the rural population. As a result new knowledge and skills may be taught, the desirability of change is recognized and the incentive for new ways are stimulated. The adults are therefore psychologically and physically prepared by the adult education classes to enable them to utilize fully the various development projects undertaken by the government. It cannot be denied that the future progress and welfare of the nation is based to a large degree on the ability to bring about change in the people and to get them to accept and adjust to new ways of doing things. The Adult Education Programme is designed to achieve just this.

In addition the government does recognize the significance of widespread literacy for the effective implementation of its national and rural economic development. For this reason the Adult Education Programme is placed in the Second Phase within the framework of National and Rural Development. A sufficient level of literacy is therefore regarded as necessary before socio-economic development can take place. In fact a study by S.G. Strumilin\*, a member of the Soviet Academy of Sciences,



revealed in his studies that the value of the work done by a person who has had 4 years primary education is 43% greater than that of an illiterate person.\* This is because an expansion of educational facilities for the illiterates can weaken the obstacles to development by lessening the backwardness of the people, increasing their geographic and occupational mobility, raising their productivity and, facilitating innovations. The teaching of modern techniques to modern farmers by the Kelas Lateh Kerja with the assistance of extension officers or instructions on better diets by the teachers of the Kelas Ekonomi Rumah Tangga would probably yield bigger returns in the immediate future than any other forms of investment. This is because when we deal with undernourished and illiterate people, some extra food or some instructions can be more effective in increasing their productivity than physical inputs. By viewing the programmes and the efforts of the government to eradicate adult illiteracy since 1961, it can be said that the Malaysian Government is positively subscribing to the principles of the Universal Declaration of Human Rights adopted by the United Nations in 1948 whereby it is stated that elementary education is the basic right of every man

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\* UNESCO chronicle, January 1965 Vol. XI Page 13.



as it enables him to develop his creative powers to the full for the benefit of all and in the cause of progress\*.

Apart from the economic objectives of the Adult Education Programme, it also endeavours to fulfill the vital and basic need for laying a strong foundation to our young nation through the training of healthy minds and feeling of tolerance toward one another, and the sinking of all differences, racial, communal and religious for the sake of national unity and solidarity. In this respect the non-Malays are taught to read, write and speak the National Language fluently in the Kelas Bahasa Kebangsaan. This is significant because language can be an effective tool for national unity and integration, particularly in a multiracial society as in Malaysia.

On the other hand, the Malays in the Kelas Belajar Rumi are also given civic education so that they can understand and appreciate their responsibilities and national obligations. The need for a knowledge of one's government is essential not only for the practice of good citizenship but more important for the continued working of this system and for the respect of individual rights and fundamental freedom. This is because democratic processes place heavy responsibilities upon individuals, and representative government cannot work well unless there is a fair amount of literacy as well as the knowledge of the political institution and how they function; the civic

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\*H.P. Saxena, 'UNESCO and World Literacy for Peace and Progress', The Education Quarterly, July 1968, Vol.XX No.2 Page 5.



education in the adult education classes could inculcate a sense of national belongingness and brotherhood among citizens so that they know their place in the affairs of the country and will have a sane and sensible attitude towards life in general and towards their government in particular.

Therefore the Adult Education Programme has a positive role in strengthening the economy and contributing to social and political development - helping to weld more or less disparate racial groups into a more prosperous, united and durable Malaysian nation. There is none greater danger to the survival of our young nation than internal strife and suspicion towards one another.

In spite of the importance of the Adult Education Programme in the process of nation building, there has been no proper research and evaluation done since it was launched in 1961. Though a request has been made to UNESCO to conduct an evaluation study, nothing has been done so far. It is strongly felt that research in this field is urgently required in order to review the past program as well as to determine the real needs of the people in view of ever-changing environments. In this way new strategies and new methods may have to be evolved to ensure that the adult literacy drive achieve tangible results.

From available evidence, the Adult Education Programme in Malacca does not seem to measure up to its expectation. Since its implementation on 1st June 1961 to March 1968, a total of 32,472 adults were enrolled in the various literacy classes



throughout the State. Out of this total only 5,549 completed the three year course and passed their examinations for which they were awarded Certificates - a mere 17%. This small percentage cannot be considered as an achievement which the State Adult Education Department can be proud of. Even then there is no certainty that all those 17% who were awarded Certificates are still able to read and write. Many of them are believed to have relapsed into illiteracy again because there is virtually no follow up measures to sustain and develop the new knowledge that they have acquired. The new literates have no opportunity to apply and practise what they have learned in the adult education classes because they are left without suitable reading materials specially designed for their use. Even the only adult education magazine "Dewasa" has now ceased its publication. It would seem therefore that at the present rate the literacy drive is doomed to failure unless it is backed by suitable literature for the new readers who should also be induced to put their new knowledge into constant practice.

The substantial yearly enrolment in the adult education classes since 1961 may show that the Adult Education Department in Malacca is successful in its literacy drive - but successful only in so far as recruiting adult illiterates to join the classes. Table 1 which shows the annual intake of students reveals that less than a quarter reached the Advance Stage. There is therefore a high degree of dropouts. The high dropout rate may be due to inadequate preliminary information campaign to create in the adults the desire to learn before classes are established. Literacy teaching is not a question of gathering enough illiterates so that a class could be opened.



Whatever the facilities provided, adults, unlike children whose opinion are not asked, will not attend classes unless they wish to do so. They need to be motivated so as to create the desire to be literate.

There is also a relatively low percentage of qualified adult educators to shoulder the responsibilities of teaching the adults. They are not sufficiently trained to be effective educators. The teachers are mobilized from among the rural population and their minimum qualification requirement is only at the primary level. It cannot be expected that these instant teachers are capable of performing their heavy responsibilities effectively. Perhaps the poor quality of the adult literacy teachers could be one of the major causes for the high dropout rate.

Finally there seems to be a close relationship between political activities and the adult literacy drive in Malacca - this may also be true in the other States. The present Organizer of Adult Education in Malacca is a former Malay School Teacher who has been active in politics. Until recently he was the State UMNO Youth Leader. The 8 District Supervisors and the Area Supervisors are local UMNO and MCA leaders in their respective districts. In addition the majority of the adult literacy teachers are almost invariably politically inclined and more often than not they tend to coincide with the village power structure. Consequently, a large proportion of the adult students in the literacy classes are Alliance Party members. Opposition political parties generally feel that the State Organizer and his corp of Supervisors are patronage appointees and that the appointment of teachers of the literacy classes are fitting rewards for



party loyalty. If such allegations are true then there is a possibility that the staff of the Adult Education Department lack the necessary motivation and skills to implement the literacy programme because their appointments are not based on merits. In addition there is no assurance that the literacy classes throughout the State are not used to the political advantage of the party in power.

The literacy drive can be viewed as one of the ways whereby the rural masses could be made more responsive to the developmental efforts of the government. This is not only economically desirable but also politically necessary. Illiteracy has been one of the formidable problems in the rural areas as it is at the roots of many ills such as ignorance, backwardness, lack of progress and poverty. It is therefore the duty of any responsible government to provide equal opportunities to all. One way is to improve their intellectual capacity so that every citizen knows and acts intelligently on what he knows or somebody will act for him.

The process of nation building can be made easier if every citizen has the ability to act rationally in such a way that the voter can cast his vote according to his own conscience or that the farmer's mental attitudes has already been changed to accept new methods of farming.

For this purpose, the Adult Literacy drive can make substantial contributions in preparing the masses to be responsible citizens so that they have the capacity to cultivate a national outlook and consciousness, to promote national unity, to develop a sense of loyalty and patriotism, to foster

## CONCLUSION AND RECOMMENDATIONS.

The Adult Literacy Drive in Malacca and in the country as a whole may not have achieved the desired maximum results. Nevertheless the government is taking the right decision by not only directing efforts to eradicate illiteracy but also to produce functional literates.

The literacy drive can be viewed as one of the ways whereby the rural masses could be made more responsive to the developmental efforts of the government. This is not only economically desirable but also politically necessary. Illiteracy has been one of the formidable problems in the rural areas as it is at the roots of many ills such as ignorance, traditionalism, backwardness and poverty. It is therefore the duty of any responsible government to provide equal opportunities to all. One way is to improve their intellectual capacity so that every citizen knows and acts intelligently on what he knows or somebody will act for him.

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For this purpose, the Adult Literacy drive can make substantial contributions in preparing the masses to be responsible citizens so that they have the capacity to cultivate a national outlook and consciousness, to promote national unity, to develop a sense of loyalty and patriotism, to foster demo-



cratic principles, and to abolish poverty and social backwardness. However, the Adult Literacy Drive is facing several shortcomings which invariably act to reduce its effectiveness. The following are therefore recommended for the consideration of the Ministry of National and Rural Development so as literacy drive can be more effective:

- (a) A nation-wide research and evaluation study of the Adult Education Programme should be carried out immediately. This will enable the government to determine the effectiveness of the programme, to identify new problems and perhaps to develop new strategies. The government should by now test and prove the economic and social benefits of literacy.
- (b) A national centre for the training of adult education teachers should be established instead of having to rely on the instant teachers produced on an ad hoc basis. The need for<sup>a</sup> fully trained and well qualified adult education teachers is urgent as they are on the ground to implement government policies. Only a trained teacher can be expected to plan his work carefully, to have his objectives clearly kept in mind, problems identified, subject matter and skills adequately organized, references and other learning aids made readily available, and demonstrations



meaningfully carried out so as to contribute to the development and solution of the literacy problems. In addition, a trained teacher can provide the necessary motivation and appeal to a wider section of the community instead of only having to rely on the political influence of the present teachers.

- (c) The government should take full advantage of the mass media in the literacy drive. The role of the mass media is to speed and ease the slow social transformation required for economic development and nation building, and in particular to speed the task of mobilizing human resources behind the national effort. The basic problem of any underdeveloped country is not poverty of natural resources but the under development of its human resources, mainly due to illiteracy. Hence the shortage of trained competent adult education teachers can best be overcome by organizing literacy courses on television, radio or on film. Television is a good vehicle for literacy teaching because it combines the advantages of both radio and film, and also because it offers the attraction of a new medium. There should not be any financial burden on the part of the illiterates as in the case of Malacca nearly all the community halls



are already equipped with television sets. The illiterates could then follow regularly the course at the various viewing points with the help of a local teacher. This is therefore the time for adult education planners in Malaysia to be more imaginative about the new educational media as well as its effectiveness and economy as a teaching medium.

- (d) There should be more literature made available to the new literates so that they would not relapse into illiteracy again. Suitable literature can play a vital role in meeting the needs of new literates now knocking at the gates of knowledge. Literacy teaching is sure to fail unless it is backed by literature for the new readers. Specially designed literatures produced with a controlled vocabulary, functional, attractive and well illustrated are essential for the new literates. Care must also be taken to see that they reach the new readers.
- (e) An intensive preliminary information campaign should be carried out before literacy classes are established. This is essential to give adults the desire to learn as they must not be forced, otherwise they will think that they are being treated as children. A wider involvement

of the population in the literacy drive is therefore necessary. / These are among the various positive steps that the government should take so that the Ministry of National and Rural Development is equipped with effective tools in its literacy drive. Only then the ultimate objective of producing functional literates who have acquired the essential knowledge and skills could be achieved. In this way the task of building a more united and prosperous Malaysia is made easier.

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## APPENDIX I.

### SYALLABUS FOR EACH OF THE THREE STAGES

#### OF KELAS BELAJAR RUMI AND KELAS BAHASA KEBANGSAAN.

##### Elementary Stage:

- to recognize letters and vowels,
- to recognize and to construct syllables and words,
- to spell, read and write simple words which are closely related to the students environment,
- to read, write and construct simple sentences comprising of two, three and four words that have already, been taught, to construct short and simple sentences into an essay form of not more than ten sentences,
- to read and understand the contents of prescribed textbooks,

##### Note:

Speech and oral training on subjects relating to family, lessons on arithmetic and the Jawi script are taught only in the Kelas Belajar Rumi. calculations.

##### Intermediate Stage:

- to revise lessons taught during the Elementary stage,
- to construct short sentences into an essay (continuation), spelling and dictation,
- to read and to understand reading materials and newsletters, lessons in the Jawi script,
- to make short and simple essay on a given picture or diagram, an essay which has been read twice or on any news items, lessons on simple letter writing and filling of forms, simple idiomatic sayings,



Oral i.e. question and answers on community development, simple arithmetic and calculations.

Advanced Stage:

to revise lessons taught during the Intermediate Stage, spelling and dictation,

- (a) to read and understand more advanced reading materials, to continue lessons on Jawi script,

to continue lessons on letter writing,

to make essays from given titles,

oral i.e. question and answers on National and Rural Development,

simple arithmetic and calculations.

Note:

Lessons on arithmetic and the Jawi script are taught only in the Kelas Belajar Rumi.

(b) Second Phase:

(Participation of the people in Community Development)

Programme to utilise the skill and energy of the people to their utmost cooperation of Government and for the success of all development programmes and for infusion of the right spirit among the people. This is done through:

(i) Adult Education Programme

(ii) setting up of Village Development Committee.

## APPENDIX II.

### PLACE OF ADULT EDUCATION PROGRAMME WITHIN THE FRAME WORK OF NATIONAL AND RURAL DEVELOPMENT

#### PHASES OF DEVELOPMENT.

#### SCOPE OF AIM METHODS OF IMPLEMENTATION.

- (a) First Phase:  
(Government efforts first)

Positive action in constructing a frame work of development with better roads, more schools, more health clinics, more land schemes, more drainage and irrigation, more extension services more electric power for industries and more facilities for a better way of life in each rural area.

- (b) Second Phase:  
(Participation of the people or Community Development)

Programme to mobilize the spirit and energy of the people to give their utmost cooperation to the Government for the success of all development programmes and for infusion of the right spirit among the people. This is done through:

- (i) Adult Education Programme
- (ii) Setting up of Village Development Committee.



(iii) Gerakan Maju i.e. Community Development.

(c) Third Phase:

(Setting up of better marketing and credit facilities)

Programme to ensure that the rural dweller obtains maximum return for his efforts. The setting up of a National Marketing Authority i.e. FAMA and Agricultural Bank.

(d) Fourth Phase:

(Rectifying the in-balance between the Rural and Urban Economy).

Programme to provide intensive training in business, commerce and industry to the entrepreneurs of the rural areas. The setting up of authorities like MARA and Bank Bumiputra.