A comparative study of adult and nonformal education in selected countries of the Southeast Asian region

John Brown-Parker

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A COMPARATIVE STUDY OF ADULT AND NONFORMAL EDUCATION IN SELECTED COUNTRIES OF THE SOUTHEAST ASIAN REGION

By
John Brown-Parker
B.A., University of Papua New Guinea, 1976

Presented in partial fulfillment of the requirements for the degree of

Master of Education in Administration

UNIVERSITY OF MONTANA
1978

Approved by:

[Signatures]
Chairman, Board of Examiners
Dean, Graduate School

Date [Aug. 9, 1975]
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A special thanks goes to my wife, Judi, a professional educator in her own right, who shared the excitement, as well as the frustrations and hardships throughout the course of my investigation in the Southeast Asian Region.

JBP
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Chapter I
THE SCOPE AND PURPOSE OF THE STUDY

INTRODUCTION

For the last few decades there has been emerging a new educational paradigm, international in locus, which is gradually gaining more attention from professional practitioners of adult education in the United States of America. This is the area of nonformal or non-institutionalized adult education.

Nonformal education is a strategy that is democratic, almost egalitarian in nature. "Its aim is to provide a new educational strategy, adult in character, developmental in orientation, that promotes and sustains socioeconomic changes and addresses itself positively to removing the barriers of class and/or caste in social systems."¹

This approach to education emphasizes "learning" not "schooling." Its clients come from the "dropouts" or the "disadvantaged." The bulk come from the working class and some from the middle and upper echelons of society for whom the formal school system proved to be no more than a painful failure.
Nonformal education, like many other aspects of adult education, functions as a convenient patching system for the inequities and breakdowns of the formal education system. These inequities of the formal education system legitimate, perpetuate and mirror the inequities of its greater social order.  

During this century education has become increasingly more institutionalized. Throughout the world, and whatever the political system, formal education has obtained a monopoly on learning. Each highly specialized and compartmentalized educational institution has become the only "legitimate" mode of learning that society will recognize or acknowledge. Elementary, secondary or tertiary institutions have emerged as the predominant type of institution that are permitted to issue a recognized certificate, diploma or degree which categorically states a person has attained a certain level of intellectual, social or psychomotor competence.

In developed and developing countries, many educators have become accustomed to the security and relative isolation of their ivory institutions. Some have had the tendency to espouse the comfortably traditional thinking of "that is how it was," "that is how it is," and "that is how it shall be."

On the other hand, many thinking men see this attitude as nothing more than arrogant. It does seem a somewhat ludicrous notion to perceive "learning" as being exclusively confined within the artificial environment and sometimes
claustrophobic parameters of four walls.

In fairness, it must be realized that adult educators have a vested interest in promoting nonformal education. Other educators, with an attachment to the existing school systems, structures and practices, may well feel threatened by it. Writing in 1966, Dr. Roby Kidd of Canada observed:

The idea of extending education among the adult population had "the support of business men, farmers and many other groups" but that the "chief opposition seemed to come from within the educational family itself." That is it came from educators, many of whom saw themselves as "preparing young people, setting them off on the path of life, or providing them with a store of truths and habits for life's journey" and perceived adult education "subconsciously both as a challenge and a rebuke," an indication that they [the teachers] had failed in their job of preparation.3

John Dewey said in "Democracy and Education:" Education must be considered not only as preparation for maturity (hence the absurd idea that it should end by maturity) but as a continuing growth of the mind and continual illumination of life. In a certain sense school can only supply the tools for mental growth: the rest depends on the acceptance and interpretation of experience. The real education does not come until we have left school.4

Julius Nyere of Tanzania believes:

There is another aspect of this. Man learns because he wants to do something. And once he has started along this road of developing his capacity he also learns because he wants to be; to be a more conscious and understanding person. Learning has not liberated a man if all he learns to want is a certificate on his wall, and the reputation of being a 'learned person' - a possessor of knowledge. For such a desire is merely another aspect of the disease of the acquisitive society - the accumulation of goods for the sake of accumulating them. The accumulation of knowledge, or worse still the accumulation of pieces of paper which represent a kind of legal tender for such knowledge, has nothing to do with development.5
Peter Samuel, writing in the conservative Australian magazine, The Bulletin, says of higher education:

Its precincts are sacrosanct, and the suffering taxpayer is placed in a position not unlike that of the poor man who sacrificed bread in support of the magnificence of the Church establishment in centuries past.°

The French National Commission for UNESCO seem to share this opinion when they claim:

University professors constitute a priestly caste dispensing education like a sacrament. Few innovations or changes emanating from outside the monopoly exercised by this professional clergy stand much chance of being approved or adopted. . . . 7

Still another biting criticism of the formal educational system comes from James and Mary Tillman, noted Black social engineers in the United States of America. They perceive that there is a distorted contention that competence via educational preparation assures equitable upward mobility:

In general, America promised the newly emancipated black that in proportion as they mastered one area of cultural competence she would reward them by permitting them to operate on a par with whites in those areas for which previous mastery had prepared them. Consequently, blacks who mastered, as many did, the educational motif came to believe that they would not suffer differential and unequal treatment in the areas of employment for which their education and training had prepared them. They soon discovered the folly of their believing this country's pronouncements about equality. 8

On an international scale, perhaps the formal educational system, per se, is not as responsive to people's needs as it might be. Perhaps people have had too high an expectation of its function and asked these learning institutions to
do the impossible. However, we must admit that the monolithic formal educational systems we have created during the past hundred years have not been the panacea for solving the world's problems of adult literacy, urbanization, agriculture, the population explosion, or environmental management.

Unfortunately, the adult education movement in the United States seems to becoming just an appendage to the formal system. The price for respectability has been a loss of responsiveness, flexibility and sensitivity to the needs of the communities it serves.

Unlike the United States of America, the adult educators of the developing countries are desperately attempting to redirect much of their educational resources towards educating their adult population to adapt to the constant disorientation of rapid socioeconomic change. Their delivery system is village innovators, community school teachers, community leaders, mass communication, and other vehicles of nonformal education.

Instead of professional adult educators trying to establish legitimacy within the educational establishment, there seems a conscious attempt to redirect most energies toward making adult education accessible to as many people as possible. Naturally there is a distinct danger that creative and idealistic adult education practitioners can easily become handmaidens of the formal educational system. In fact, it is becoming of increasing concern to me personally to observe that as a person

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travels up the organizational hierarchy, there are attractive options offered to become involved in the far more financially rewarding and prestigious area of continuing education of the skilled, rather than the social development of the disadvantaged.

As Paul Sheats pointed out in the 1970 edition of the U.S.A. handbook of adult education, "Unless adult education in the seventies gets closer to the action, it will suffer dysfunction and the inevitable put down by some more relevant institution." And this is what this professional paper is about. Getting back to the "action" and the "reality" of the present needs of adult learners.

The scene of the action is the Southeast Asian Region. The reality is the adult and nonformal policies and programs of the selected countries of Singapore, Malaysia, Thailand, Hong Kong, and the Philippines. The description and analysis of these programs and policies are the themes of this paper.

THE STATEMENT OF THE PURPOSE

This research study proposes to provide a comprehensive description of adult and nonformal education policies and programs in the selected countries of Singapore, Malaysia, Thailand, Hong Kong, and the Philippines of the Southeast Asian Region.
Objectives

1. To report the writer's interviews, observations and experiences during a four-month study tour of adult education programs in the five selected countries in the Southeast Asian Region.

2. To compile a comprehensive review of available current literature on adult and nonformal education in the five selected countries of the Southeast Asian Region.

3. To determine common issues and problems encountered by adult education practitioners in the five selected countries of the Southeast Asian Region.

4. To describe major innovations that are being used successfully to enhance implementation of adult or nonformal education programs in the five selected countries of the Southeast Asian Region.

5. To determine current trends in adult and nonformal education programs and policies of the Southeast Asian Region by comparing and contrasting the policies and programs adopted by each of the five selected countries under study.

THE IMPORTANCE OF THE STUDY

The primary importance of this professional paper is indeed a very personal one. It allows the writer to complete a comprehensive written report of his observations, interviews and educational experiences gained during a four-month study.
of adult education programs and facilities in the five selected countries of the South Asian Region in May to August 1977. As a scholarly exercise, it permits the writer to review and refine a conceptual framework for presenting, examining and discussing the adult education activities, programs and institutions of the five selected countries on a comparative basis, and to examine and describe more thoroughly the observed similarities or differences in line with this conceptual framework.

Secondly, by a thorough review of the literature collected on the study tour and augmented by other available literature dealing with adult education in the Southeast Asian Region, the writer's practical experiences will be complemented by a sound and balanced perspective of the structure, function and issues of adult education in each of the countries under study.

Thirdly, as there is relatively little current literature that exists which deals with adult education in the Southeast Asian Region it is hoped this study will provide a guide to the most important readings and possible sources for further information about adult education activities in the region. It may be of interest to note that a comprehensive search for possible sources was carried out by the Montana Online Computer Reference Service as its first test case. After a search of over sixty journals for possible peripheral materials, only four articles could be extracted.¹⁰
Lastly, with so much emphasis being placed on adult basic education in the United States of America, students or practitioners of adult, higher, comparative, or international education may find some of the programs, policies and educational perspectives described in this study as new and significant.

LIMITATIONS OF THE STUDY

1. The scope of this study, as applied to the geographic region commonly referred to as the Southeast Asian Region, will be limited to the five selected countries the writer was able to arrange and/or gain permission to observe. The adult education activities in Burma, Laos, Vietnam, Indonesia, and the Republic of Khmer are not included in the study.

2. This study will only include the Southeast Asian countries of Singapore, Malaysia, Thailand, Hong Kong (a Crown Colony of Great Britain), and the Philippines.

3. The reliability of conversations and interviews conducted in the five selected countries under study will be modified by the fact that English was always used as the mode of communication. In most cases, those interviewed used English as their second language. Regrettably, the writer did not have sufficient mastery of the five different languages to communicate effectively in the appropriate vernacular.
4. The inherent difficulties of costs, transportation scheduling and program changes limited the systematic utilization of controlled interviewing techniques. Many of the interviews and visits, although scheduled and arranged on a planned itinerary, tended to be ad hoc in nature. Most interviews were dependent on the goodwill of those interviewed, and in a cross-cultural situation note-taking during the interview could be deemed as most threatening, if not just plain bad manners.

5. Evaluation and detailed descriptions of individual adult education projects or programs will be limited to those observed firsthand during the duration of the study tour of the five selected countries.

6. The review of literature will be limited to information printed in English which was collected during the study tour of the five selected countries, or available through inter-library loan in the Montana State Library system.

DELIMITATIONS OF THE STUDY

1. This study will not attempt to determine nor evaluate the effectiveness nor efficiency of any individual administrator, fieldworker or teacher interviewed or visited during the visit.

2. This study will not attempt to evaluate or analyze programs or policies without first considering and making
explicit the context of the social, political, economic, and educational realities and goals of the selected country under study.

DESCRIPTION AND DEFINITION OF TERMINOLOGY AND CONCEPTS

Because there is no international agreement on terms or definitions in the field of adult education,¹¹ nor is there a clear, universally-held public image or concept of what adult education is,¹² it seems necessary to clarify the terminology and conceptual base used in this paper.

_Lifelong Education_ is not a new idea. It is probably one of the oldest ideas about education and learning. Ancient Indian sayings incorporated the idea: "Education is not what you learn but what you become."¹³ Moslem scripts exhort devotees to learn "from the cradle to the grave."¹⁴

In recent years there has been an increasing global support for the lifelong educational construct. It is intriguing, if not remarkable, that this is occurring when most formalized and institutionalized educational activities aim to prepare people for "real life." A time when once-for-all concepts are still the predominate doctrine underlying the assumptions of many professional educators belonging to the present world educational establishment.¹⁵

The phrase "lifelong education" gained world significance in a "report presented in May 1972, subsequently
published in English under the title 'Learning to Be,' by the International Commission on the Development of Education, set up by UNESCO in December 1970, under the Chairmanship of Edgar Faure. It has now become the keystone of educational policy in areas as different as Peru to the Provinces of Canada.

In essence, the UNESCO document attempts to define lifelong education in an overall perspective, as an organizing principle or philosophy incorporating a set of beliefs and goals. It embraces the whole of education: from the individual and societal viewpoint, and from the school and out-of-school standpoint.

The most succinct definition of lifelong education is probably the one used by Faure in "Learning to Be:"

"Lifelong education is not an educational system but the principle or what the overall organisation [sic] of a system is founded and which accordingly underline the development of each of its component parts."

Lifelong Learning is different to lifelong education. This subtle difference is best explained by a quotation from a recent OECD publication:

In a rapidly changing society, learning is necessary throughout life, not only for the selected few but all. Learning is not identical to education. Learning is an essential characteristic of the living organism, necessary for its survival and for its evolution. Man learns in all life situations.

"Education" is organized and structured learning. This is not necessarily institutionalised [sic] or
school situation, although the school represents the prototype of the intentional and formal learning situation.

The learning process is not restricted to any particular situation or environment. But education, because it requires a certain absention and distance from other activities, cannot conceivably be a permanent or continuous process.

Adult Education still has no universally accepted definition. Most people tend to define adult education within the limits of their own experience. Over the years it has become equated with adult educational activities of public schools, or with specific programs such as adult basic literacy or similar remedial programs. Most of the activities of vocational-technical education are often categorized as adult education.

Adult education is used here as a generic term which is roughly equivalent in meaning to terms such as community, extension, extramural, permanent, recurrent, or manpower development. It functions formally or nonformally to serve the needs of individuals who seek it out.

Perhaps the most useful definition is to describe adult education as the process whereby men and women (alone or in groups) attempt to improve themselves by increasing their skills or knowledge, developing insights and appreciation or changing their attitudes; or the process by which individuals or agencies attempt to change men and women in these ways.
Continuing Education will refer specifically to those activities undertaken by learners, mentors or institutions to facilitate learning by adults as individuals, in organizations, or in communities which have some contact or affiliation with a professional, university or college base. Continuing education will not be used as an all-encompassing generic term. The clients for continuing education are drawn from those persons who either voluntarily or by mandate have completed, withdrawn from, or been denied formal schooling, and who have assumed principal roles other than that of the formal learning situation.  

Nonformal Education is any organized, systematic activity outside the formal (school) system which provides types of learning to a particular subgroup in the population, adults as well as children. This structured, systematic, non-school education and/or training activity is usually of relatively short duration in which sponsoring agencies seek concrete behavioral changes in a fairly distinct target population.  

Nonformal education is a strategy rather than an educational discipline or field. It is directed towards human development, economic or social change and also political education. Its focus is on organizing or reorganizing learning rather than creating a new information or new data systems.
Within these structured activities designed to improve skills or knowledge desired by the participants, the participants frequently contribute to learning both as teachers and learners. Organized systems of nonformal education would include vocational training, functional literacy or family life education. More flexible methods could include a number of years in the national educational system.

Curriculum is the written framework, the official outline of the content a teacher is expected to cover in class. The curriculum is usually designed on a national basis and under the authority of some education or government department.

Extracurricular Activities are curricular activities not specifically incorporated in department's planned curriculum or job description, and are conducted outside working hours usually on a voluntary basis.

Vernacular refers to the local language used in a particular region.
ENDNOTES


2 Ibid.


14 Ibid.

15 Ibid.


17 Ibid.

18 Ibid.


20 Deleon, Philosophy or Strategy, p. 2.

21 Ibid.

22 Liveright and Ohliger, "International Dimension."

23 Schroeder, "Adult Education."

24 Duke, "Australian Perspective."


27 Ibid., p. 39.


29 Ibid.

Chapter II

BACKGROUND

INTRODUCTION

Consistent with any cross-cultural approach to the comparative study of adult education there is a need to become familiar and aware of a people's total culture, both traditional and contemporary, when assessing, evaluating or just gaining a more realistic perspective of adult education enterprise. By attempting to gain an overview of the values, beliefs and norms of another culture the programs and policies of that particular country can be examined in the context of its own cultural values. Too often our ethnocentricism, sometimes based on ignorance, sometimes based on prejudice and stereotypes, tends to blur our judgment.

We tend to judge another's unfamiliar culture, and perhaps quite different political, economic and social beliefs, values and attitudes compared to our own society's standards and values. If the information provided in this study is to be useful, we must develop a bifocal vision, the ability to see the parts as well as the whole. There is a need to appreciate the endeavors of adult educators in this Southeast Asian Region in the context of their own national
needs, yet at the same time realize such strategies may not be appropriate to our own situation.

The following background information that is provided should help in some small way to understand the culture of the Southeast Asian Region.

OVERVIEW: CULTURAL AND REGIONAL BACKGROUND

Geography

The Southeast Asian Region includes that part of Asia which is east of India and Bangladesh, and south of China and Japan. The five selected countries of Singapore, Malaysia, Thailand, Hong Kong, and the Philippines are all located in this region. (See Figure 1.)

This geographic region could best be described as a peninsula and many islands. The Philippines is made up of over 7,000 islands; Singapore and Hong Kong have a number of adjacent islands; and East and West Malaysia are divided by the South China Sea.

All countries share a hot-wet tropical monsoon climate, characterized by high annual mean temperatures around 80°F., high rainfall and high humidity. The tropical vegetation ranges from montane rain forests to lowland mangrove swamps and grasslands.

Except for the city states of Singapore and Hong Kong, most people live in small rural communities in the valleys or
FIGURE 1

RELATIVE GEOGRAPHIC LOCATIONS OF THE FIVE SELECTED SOUTHEAST ASIAN COUNTRIES UNDER COMPARATIVE STUDY
plains of the mountains, or along the coastal strips. Rice and fish are the staples, cultivated in these areas by subsistence farmers or fishermen.

Many of the small isolated communities on outlying islands or in highland areas, are virtually inaccessible for several months during the rainy season. Rugged terrain, rough seas and reefs, land slips due to seismic activity make road transport almost prohibitive. Thailand and Malaysia have the only rail systems.

Transport is heavily dependent on costly air, bus, truck transport, or small coastal shipping services. Because of the distances between islands, or rough topography, communication links by telephone, television or radio become unrealistically expensive options.

As most of the educational facilities are located within the more central locations, logistics and communication become real problems for the adult educator. In addition, the climatic and isolation of rural districts makes the whole education system centralized in the urban centers.

TABLE 1

<table>
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<th>Land Area (Sq. miles)</th>
<th>Approximate Population</th>
<th>Capital Cities</th>
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<tbody>
<tr>
<td>Philippines</td>
<td>115,707</td>
<td>38,114,000</td>
<td>Manila</td>
</tr>
<tr>
<td>Malaysia</td>
<td>130,000</td>
<td>10,787,000</td>
<td>Kuala Lumpur</td>
</tr>
<tr>
<td>Thailand</td>
<td>198,000</td>
<td>36,161,000</td>
<td>Bangkok</td>
</tr>
<tr>
<td>Hong Kong</td>
<td>3986</td>
<td>4,580,000</td>
<td>Hong Kong</td>
</tr>
<tr>
<td>Singapore</td>
<td>225</td>
<td>2,105,000</td>
<td>Singapore</td>
</tr>
</tbody>
</table>
Demography

The cultural and ethno-linguistic diversity of the Southeast Asian Region as a whole is reflected in the heterogeneous character of the populations of the individual states of the region. Chinese are the majority group in Singapore, Hong Kong and Malaysia, while minorities in Thailand and the Philippines. Indians are spread as minority groups in all countries except the Philippines.

Everywhere the educational process has problems associated with multilingual and multi-cultural challenges to the policy of the centralized governments. Programs of adult basic literacy, and political programs through nonformal education strategies have attempted to confront and overcome such problems as assimilation or compliance to the prevailing political or social systems.

The very size of the population, its diversity, its distinctive cultural affinities and multilingualism place tremendous strains on all aspects of education. Probably the greatest strain on economic or educational development is the rate of population growth which runs between 2.3 to 3.5 percent each year. Demographically speaking this is suicidal. Except for Singapore that has necessary but seemingly Draconic population controls, all industrial or agricultural growth is swallowed up by an ever-increasing population increase. Yet all countries except the tiny islands of Singapore and Hong Kong see themselves as underpopulated. Adult family planning
programs are not supported generously, and fieldworkers are confronted with the reluctance of the Moslem, Roman Catholic, Hindu, or traditional beliefs about the worth of having a large family, and the rejection of adopting artificial means of birth control.  

Economy

Since the Second World War, the Philippines, Malaysia, and Singapore have gained full political independence. The flush of political independence was accompanied by idealistic but unrealistic expectations and a desire for higher standards of living. Economic development was directed at improving health services and food supplies as well as universal elementary education. The lessening of the death rate, and the increase in the fertility rate led to a higher rate of population increase. Any economic progress as measured in gross national product was and still is gobbled up by an ever-increasing population. Levels and growth rates of real income and capital per head of population are low in comparison to developed countries.

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<td>PER CAPITA NATIONAL INCOME^{11}</td>
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<th>Thailand</th>
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<td><strong>Per capita income in 1962, $U.S.</strong></td>
<td>88</td>
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As former colonies of the developed nations, there is still a "satellite" quality about the economies of the Southeast Asian Region. Within the structure of international economics they exploit their natural resources for the benefit of developed countries. Apart from some mineral wealth in Malaysia, these tropical countries must rely on the fickle and fluctuating markets of palm oil, copra, rubber, cocoa, coffee, and tea. The once large forests of the Southeast Asian forest are being rapidly depleted. Although Thailand and the Philippines export rice, the majority of rice production is on a very marginal subsistence level.12, 13

Prospects for industrialization seem slightly optimistic, but even if home consumption can be met, what developed nations would buy the goods? The already crowded and established marketplaces of international trade are at present facing problems. The question is often posed about the utilization of new technology to solve many of the economic problems of these "third world" countries. Unfortunately, the control and skills of today's technology are in the hands of the industrialized countries. The Southeast Asian countries do not have the capital to purchase such technology, the skill to maintain it, nor the markets to make use of it. Thus, there is a present push to utilize cheap and simple technologies appropriate to the level and needs of the majority of the population. Manpower they do have, oil and other fossil fuels they do not have.
These somewhat pessimistic observations about the economics of development are summarized rather well by Paul Baran in *Antipode: A Journal of Radical Geography*:

The logic of economic growth is such that a slow and gradual improvement of living standards in little-developed countries is extremely difficult if not altogether impossible project. Whatever small increases in national output might be attained with the help of such Western investment and charity as may be forthcoming are swamped by the rapid growth of population, by the corruption of local Governments, by the squandering of resources by the under-developed countries' ruling classes, and by profit withdrawals on the part of foreign investors.\(^{14}\)

So, even with substantial international aid programs free of any strings, most countries have a difficult time in sharing out their limited resources. Adult education, like other education departments, must join the in-fighting to obtain a share of the state's financial cake. "Thus the budget, though perhaps large in amount by comparison with those of most other services, is generally of the shoestring variety."\(^{15}\)

**History**

Education, like other aspects of Southeast Asian life was dominated by the influence of the region's two great neighboring civilizations: China and India. Later, all countries in the region, except Thailand, shared one common historical period of colonial rule. Singapore and Malaysia have seen the Portuguese, Dutch, British, and Japanese come and go. The Philippines was ruled by Spain and then supervised by the United States of America. Hong Kong is still
a British Crown Colony.

Although Thailand was never subjected to direct colonial rule in France's Indo-Chinese Empire, it was like most of the other countries caught up in the pervasive changes around its borders. All the Southeast Asian countries were affected by the outward thrust of the newly emerging industrialization of the Western Powers of the early nineteenth century.

By historical chance, and unlike the previous educational systems inherited in other Asian regions, the Southeast Asian countries inherited educational systems that had been developed primarily in the United States and Britain in which the state played a significant role. These transplanted colonial systems of education were based on the concept of "mass education," of the desirability of compulsory elementary education—a concept quite foreign to the traditional style of education.

With independence after World War II, there has been a most definite reevaluation of the previously imposed and transplanted educational systems. There seems to be gaining strength an increasing interest in progressing in a style and manner which is perceived as being more appropriate or relevant to the unique needs and situation of each individual country. Although a Western style of education system is firmly entrenched in all of the Southeast Asian countries, there has been a growing disenchantment with a system that

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had "offered the prospect of social mobility and material welfare, which could not be delivered."  

In each of the selected countries' development policies there seems no desire to follow blindly, to become caught up in a desperate haste for the allusive dream called "progress," or just to play the development game for development's sake. There appears to be a period of reevaluation, and a process of evolving suitable educational infrastructures appropriate to the unique needs of their cultural values. Although this seems to be a worldwide trend, it is interesting to note the emphasis that adult and nonformal education is receiving in present developmental planning and strategies.

Religion

Most of the Southeast Asian traditions of education were based on and were an integral part of the great religious and moral systems of Buddhism, Confucianism, Hinduism, and Islam. These religions nurtured the culture and patterned people's lives.

Thailand is predominantly Buddhist, while the majority of Malaysians are Moslem. Singapore has a 50 percent mixture of Moslems and Buddhists, with the other half being Hindu and Christian. Hong Kong has a variety of Taoism, Confucianism, Islam, Buddhism, Hinduism, Judaism, and Christianity.
Christianity is a very recent religious influence but has been officially adopted as the national religion for the Philippines.

Culture

"Probably the most pervasive, change-resistant cultural influence in the countries of this region are those associated with religion." Western education, especially its emphasis on scientific thinking, has placed a high priority on a certain brand of logical reasoning, organization, efficiency, time, and high material living standards. Many of the more human values fostered in the education system were those of competition, acquisition, aggression, and material success. Many of these values did not seem to harmonize with characteristic Christian values that were espoused or with the main religions of Asia.

Hinduism and Buddhism perceive the acquisition of goods as vulgar, and traditions of fatalism often impede action if one is satisfied with whatever results he gets in school or work or life itself. Astrology and occultism to assist in the timing of a decision is frequently used by intellectuals steeped in Western tradition, rather than using a reasoned, empirically-validated judgment.

A legacy of colonial rule has been the respect for those able to write. Thus people seek the more prestigious clerical jobs rather than vocational or technical studies.
A more hard line return to Islamic laws in Malaysia make many families consider the education of their daughters as improper if taught by a man.

The subsistence farmer who has for thousands of years perfected a harmony with nature that there is no margin for error is suspicious, and justifiably reluctant to accept change. His apprehension is well-founded as his life, not the teacher's, may depend on his acceptance or rejection of a new technique or innovation.

A diversity of cultural beliefs and traditions is matched by the diversity of languages spoken. In Hong Kong, English and Cantonese are spoken while in Singapore, Mandarin Chinese, Tamil and English are the official languages. In the Philippines, the situation is more complex as Tagalog is the national official language, Spanish is the second language, and English in the language of instruction in the schools. Malaysia has adopted Bahasa Malaysian as the official language with English retained as a second language, and Mandarin and Tamil now tolerated as minority languages. Thailand has retained its own beautifully sounding language that few other Asians can comprehend nor decipher the written characters which were derived from Cambodian alphabet.

The language diversity has many strengths and weaknesses. It does make effective use of teachers particularly difficult, and increases the cost of all forms of communication as it often needs several translations. On the
other hand, it makes conceptualization of new ideas much easier if presented in the vernacular. The arguments over the use of language in this area is surely the easiest way to begin a lively argument or discussion.

Generally speaking, Southeast Asian leaders are proud of their cultural traditions and heritage. Informal and non-formal educational activities such as dance groups, radio plays, films, and cultural centers are a few of the main ways which are used to preserve the worthwhile elements of the culture. But here is the dilemma. In such a heterogeneous cultural group, there is the immense difficulty of identifying, specifying and then selecting the social, moral and aesthetic traditions which are most valued or most valuable.

There does seem to be some consensus emerging on a national scale, but there is still varying degrees of confusion and conflict over what aspects of culture are to be emphasized in the national education curricula. There seems a definite pattern that unless aspects of the culture are transmitted through the education system many unique and valuable customs or traditions are in danger of dying out by default.

Few of the Southeast Asian countries are quite definite about the value of their cultural heritage. Some conscious decisions have been followed by the implementation of traditional values and customs throughout the school systems and the style of government and administration. However,
the pull of Western influence is strong, and permeates all sections of society. The choice of what of the old to retain or what of the new to accept is, in essence, a most difficult and political question.

Politics

Previous to the Vietnam conflict, Cambodia, Laos, South Vietnam, Indonesia, Malaysia, Singapore, Thailand, Australia, New Zealand, Britain, France, and the United States formed an unconditional and loosely knit security alliance known as SEATO (Southeast Asian Treaty Organization). After the fall of South Vietnam, which was closely followed by the bloody transition to Communism in Cambodia and a gradual Communist takeover of Laos, politics in the Southeast Asian Region was in the world focus. However, after the United States withdrawal from South Vietnam, it became clear that none of the Western nations nor, in fact, any of the Southeast Asian allies, were prepared to become directly involved in the internal politics of another SEATO member nation. SEATO, unlike its northern hemisphere counterpart NATO, proved to be a most ineffective alliance.

As the dominoes began to fall in favor of the Communist camp, each of the Southeast Asian countries saw a distinct possibility that they were next on the list for a radical change of political philosophy, and of course a change in the power structure. Thailand is constantly
plagued by border incursions from Communist Laos and Cambodia. Along these borders are large refugee camps bursting at the seams with displaced persons from Vietnam, Cambodia and Laos. Malaysia and Thailand are constantly harassed by the Chinese Communist Organization on its common border areas. Singapore has jailed many of the more leftist political leaders, as has President Marcos of the Philippines.

To counter the political spread of Communism, the countries of Thailand, Malaysia, Singapore, the Philippines, and Indonesia formed a loose political confederation known as the Association of Southeast Asian Nations (ASEAN). Rather than a military alliance it is a pact for mutual cooperation economically, socially, culturally, and politically to work together towards peace and stability in the area. The emphasis is on promoting favorable conditions for countries in the region to devote their attention to the urgent task of social and economic development. Rather than counter Communist philosophy through the negative strategy of military confrontation (and an option that is both a drain on limited resources and produces no decisive victories), there is a more positive and constructive strategy of attempting to upgrade the welfare of its populations in the region. As I alluded to previously in my discussion on the economics of tropical regions--this is no easy task.

Although the five selected countries under discussion are nominally democratic in structure, they are in
practice, far from democratic. The Philippines is ruled by President Marcos who envoked martial law. Singapore's parliament is dominated by the steely control of the Prime Minister, Lee Kuan Yew, who has often envoked emergency powers to dissuade political opposition. Thailand is ruled at present by a military junta. Perhaps Malaysia and Hong Kong are still the most "democratic" of the governments of this region.

In essence, there is a ruling elite, formed to a large extent by the present educational system, and on the other extreme a subsistence peasantry whose main preoccupation is survival. The Asian countries of China, North Korea, Vietnam, Laos, and the Khmer Republic (Cambodia) are intensely critical of this socioeconomic status quo of the ASEAN countries. Their professed strategy for change does not preclude the use of force. They see the conditions under which a breakthrough from stagnation and squalor to at least minimum levels of human decency and comfort is by adopting a communist philosophy. They envisage conditions that include a high degree of central planning, a restructuring of society which includes real and not token land reforms, and a massive mobilization of the country's human and material resources to obviate a crippling dependence on external aid.

However, in the last few years the Communists of the Southeast Asian Region have been torn between alliances
with Moscow and Peking and their own special brand of communist philosophies. Laos and Cambodia have opted for the Chinese camp, based on the teachings of Mao-tse Tung who followed the principles of Marx and Lenin of revolutionary warfare in the countryside, supported by nationalism and agrarian reform.  

Vietnam on the other hand has aligned itself with Russia who the Chinese believe are fast becoming a degenerate technocratic order dominated by a new class. The Vietnamese decry China and particularly the atrocities in Cambodia as a band of petty bourgeoisie fanatics who have betrayed socialism. The Communists are now preoccupied with in-fighting of how the works and direction of Marx, Engels, Lenin, Mao-tse Tung, and Ho Chi Minh should be adapted to the Southeast Asian Region. It also appears that many of the present Communist movements are more nationalist oriented, cloaked in the veil of international communism. 

Thus the five selected countries under study are representatives of the Southeast Asian block that in some degree adhere to capitalist doctrine and are desperately attempting to stem the tide of the communistic ideological movements. I am not at all sure whether the east wind or the west wind will prevail. Although Chairman Mao once claimed the "East is red and will prevail," it seems the anguish and horror of Vietnam, the fear and revulsion in Cambodia may show that reliance on military control to maintain power is immoral and
The political elite of the ASEAN countries have come to realize that to survive the rural masses can no longer be ignored. For it has become apparent that any future ideological or military contest is to be won or lost in the countryside. Thus the newer political weaponry now being deployed is through mass education of the rural villager (others would call this mass indoctrination). Whatever the semantics or the motivation, when dealing with a massive and diverse population the most effective methods seem to be those utilized successfully by the Communist rural cadres. The ASEAN countries have adapted this strategy in a modified form, and the vehicle of persuasion seems to be through the adult education programs using nonformal strategies.

When one is dealing with ideologies and values which may be inconsistent or abhorrent to one's own, I believe a number of simple but fundamental questions regarding the politics of Southeast Asia must be asked. What does the villager, who is struggling to keep his family's bellies full care about political dogma? What does it matter whether he can see in the distance a Rajah's palace, a Hilton hotel or gleaming office block dedicated to the people's struggle for freedom? What does it matter to him, the illiterate peasant, if the philosophies of the current intellectual elite are Communist or Capitalist? They all philosophize in a degree of comfort he has no hope of attaining, and also seem to have obsolete.
full bellies. Certainly at times some revolutionary idea may be temporarily appealing, especially for the young, as a tasty and easier way of filling an aching emptiness.

But in the end, after the revolutionary excitement has died, the cities are once more reliant on the farmer for their existence. The farmer must go back to the plow, back to the toil of the field or garden, back to a subsistence life and his struggle against the land. He is Southeast Asia. Has anything really changed? Such questions should never be forgotten when one is attempting to understand the role and function of adult education in this region.
ENDNOTES


2. Ibid.


4. Liveright and Haygood, Exeter Papers, p. 46.


6. Francis Wong, "Asean Countries."


8. Ibid.


16 Wilson, "The Singapore Example," pp. 77-78.
19 Liveright and Haygood, Exeter Papers, pp. 46-49.
20 Miller, Education in South East Asia, pp. 15-17.
21 Ibid.
22 Ibid.
24 Thompson, Other Lands, Other Peoples.
25 Ibid.
28 Ibid.
32 Ibid.
34 T. Lacoutre, Ho Chi Minh (Britain: Pelican Books, 1969).

37 S. R. Schram, *Political Thoughts*. 
Chapter III

REVIEW OF LITERATURE

REGIONAL OVERVIEW

At present there is relatively little current literature that exists which deals specifically with adult or nonformal education in the five selected countries of the Southeast Asian Region. A comprehensive search carried out by the Montana Library System's Online Computer Reference Service searched over sixty journals for possible information but only four articles could be extracted. Therefore, to gain some insight into the workings of the Southeast Asian adult education enterprise, it is of great value to become acquainted with the experiences of other developing nations which face similar problems. Many of these new developing countries (like those of the Southeast Asian Region) are in the process of evolving and defining nonformal adult education infrastructures and methods which are appropriate to their own unique needs and cultural identities.

An initial general introduction to the present status of adult education throughout the world is provided in The Education of Adults, A World Perspective, by John Lowe. The unprecedented importance of adult education, its trends
and its constraints are examined and analyzed. An Introduction to Lifelong Education\textsuperscript{2} by Paul Lengrand identifies the stages in the lifelong education process and suggests how lifelong education can be best promoted. This should be read along with Asher Deleon's Lifelong Learning: A Philosophy and a Strategy\textsuperscript{3} which represents a Third World scholar's refreshingly radical perspective on adult education. Perhaps the best general background reading to help understand what is involved in the adult education process of developing nations is to be found in Edwin Townsend Cole's Adult Education in Developing Countries.\textsuperscript{4}

To gain some empathy with current education trends occurring in developing countries, The Quality of Education in Developing Countries\textsuperscript{5} by E. E. Beeley provides an interesting hypothesis based on a hierarchy of educational stages that developing countries usually pass through. D. Adams and M. Bjork have reported a survey conducted on the role of education in the economic progress of developing countries in Education in Developing Areas.\textsuperscript{6} They argue that to view the educational process simply in terms of the economic manpower context is a dangerously narrow perspective as it overlooks the inextricably interwoven fabric of other forces of society. Another world survey reported by H. H. Hyman et al. in Inducing Social Change in Developing Communities\textsuperscript{7} gives some idea of the successful and unsuccessful methods that over five hundred adult education practitioners have tried in developing countries.

Three UNESCO publications entitled Work-Orientated Adult Literacy Pilot Project in Iran, 12 Adult Literacy Programmes 13 and Follow-up of the Recommendations of the Singapore Conference 14 contain most comprehensive descriptions and analyses of the type of adult literacy programs now being conducted in the Southeast Asian Region.

A series of UNESCO publications developed by the Asian Program of Educational Innovation for Development (APEID) are an excellent scholarly comment on the problems and trends in the continuing professional education of teachers. The most relevant publications include: Alternative Structures and Methods in Teacher Education; 15 Cooperation in Curriculum Explorations; 16 Continuing Education for Teachers Education; 17 and Towards Strategies of Curriculum Change. 18 Other useful publications dealing with this area of continuing education are contained in: Francis Wong, ed. *Teacher Education in ASEAN*; 19 UNESCO, *The Operational Seminar: A Pioneering Method of Training for Development*; 20 and Marcel de Clerck, *Curriculum Development in Teacher Education in Asia*. 21

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Useful bibliographic information on possible further sources of information on adult education in the Southeast Asian Region may be obtained from the UNESCO Adult Education Information Notes, an international publication by the UNESCO secretariat, and the Asian and South Pacific Bureau of Adult Education newsletter which is published by the Australian National University. Frequent quality articles on adult education in Southeast Asia often appear in the Australian Journal of Adult Education. Three most useful articles are Roy Adams's, "Adult Education in South-East Asia," Malcolm Adiseshiah's "Adult Education and Development," and Edward Blakely's "Adult, Non-Formal Education and Development."

SINGAPORE

The most comprehensive historical study of the development of education in Singapore can be found in T. R. Doraisamy's 150 Years of Education in Singapore. Two other texts, by Miller and Francis Wong and Tiang Hong identify problems at various stages of the development of education and analyze the different cultural and historical factors influencing policies and programs.

More specific and detailed information or statistics of elementary, secondary and tertiary education may be obtained from Lee Ling's article in the Bulletin of the UNESCO Regional Office of Education, UNESCO's Progress of Education.
in the Asian Region, Second Statistical Supplement, the Singapore Ministry of Culture's publication of Singapore Facts and Pictures, and Gwee Yee Hean's chapter in Teacher Education in ASEAN.

The Adult Education Board's Prospectus, UNESCO's Centralized Workshops in Asia, and Singapore Facts and Pictures are useful and detailed descriptions of the types of programs, entrance requirements, scheduling and fees of most adult education courses offered by the Singapore government. A brief but interesting section on the goals and philosophy behind adult education in Singapore is contained in Doraisamy. A most forceful and provocative analysis of Southeast Asian education, and one which is directly applicable to adult education in Singapore, is contained in an article by H. E. Wilson entitled, "Education as an Instrument of Policy in South East Asia: The Singapore Example."

MALAYSIA

Dunlop, Thompson, and Winstedt provide adequate background information on Malaysia's social, economic and political development. Wong and Hong describe developments in Malaysian education until 1965. Their approach is somewhat biased and altruistic, influenced by the strong Malaysian nationalist movement of the sixties. Any critical appraisals of delicate issues are side-stepped or omitted in favor of the safer approach of reporting selected positive facts and govern-
mental intentions.

On the other hand, Miller's chapter on Malaysia is now dated but it does come to grips with the educational problems of Malaysia's heterogeneous society. It has an excellent section on the historical development of Malay, Chinese, Tamil, and English schools.

Several UNESCO publications contain accurate and recent overviews on the elementary, secondary and tertiary levels of education in Malaysia. The most current and comprehensive source of educational statistics and Malaysia's socioeconomic goals and developmental strategies from 1957 to 1980 are contained in the Third Malaysia Plan 1976-1980. Explicit statements of intent leave no doubt about the future scope of adult and nonformal education in Malaysia.

The Risalah Kemas, a professional publication of the Community Development Division is the only publication dealing with the role, philosophies and policies of Malaysian adult education.

THAILAND

Publications by Wronski and Panish, Verdien and Nixon and Dailey give adequate descriptions of the development of education in Thailand. Thrombley and Siffon provide a well-selected and up-to-date bibliographic guide to literature dealing with the politics, economy and
sociocultural setting of Thailand.

Kamol Sudapraset's\textsuperscript{55} chapter on elementary education in a recent UNESCO Asian Bulletin, is a comprehensive summary on the Thai elementary system. David Wyatt's\textsuperscript{56} publication on secondary education should be read alongside the \textit{Current and Projected Secondary Education Programs for Thailand}\textsuperscript{57} to give a thorough coverage of all aspects of the secondary system. Both publications contain detailed statistical and quantitative information.

Attagara, Tanboonteck and Tunsiri,\textsuperscript{58} Miller,\textsuperscript{59} and Bradley's\textsuperscript{60} examination of the Thai tertiary system gives a balanced but sometimes sharply critical analysis of a predominately elitist university system.

The booklet produced by the Thai Adult Education Division\textsuperscript{61} is undoubtedly the most straightforward and most current summary of the philosophy, policies and programs of adult and nonformal education of Thailand. Several recent publications on \textit{Non-Formal Education for Functional Literacy and Family Planning},\textsuperscript{62} \textit{The Thailand Functional Literacy and Family Planning Program},\textsuperscript{63} and Vorapipatana and Varavarn's\textsuperscript{64} case study of Thai out-of-school education, are examples of the type of innovative adult nonformal programs which are being initiated in Thailand.

\textbf{HONG KONG}

An extremely succinct summary of Hong Kong's cultural
and national background, as well as a description of the total educational system is contained in The Exeter Papers Report of the First International Conference of the Comparative Study of Adult Education. The Hong Kong Government Information Services has published a booklet entitled Hong Kong Government Adult Education, which gives detailed information about the scheduling, categories, entrance requirements, and fees of all adult education government courses available.

The most comprehensive professional comment on current activities and trends in adult education can be found in the Adult Education Bulletin, published by the Adult Education Section of the Education Department. In particular, three separate articles by J. Canning, T. C. Lai and S. K. Cheung give a balanced perspective on the direction and progress of adult education in Hong Kong. An additional and perhaps essential background reading is Christopher J. Lucas's article on current Chinese educational innovations in adult education, entitled "Adult Education in the People's Republic of China" in Adult Education, 1976.

THE PHILIPPINES

Two exceptionally good books have been written on the community school movement by V. Bernardino and V. Trinidad and M. Gaffud. An insight into the requirements and realities of teaching in the Philippines can be gained from V. Trinidad's
Forty-Four Years in the Educational Service\textsuperscript{74} and Reading for Civil Service Examinations by Paz J. Abada et al.

The most current overviews of the present education system have been written by Minda C. Sutara,\textsuperscript{76} Miller\textsuperscript{77} and Paz G. Ramos.\textsuperscript{78}

Information about adult and nonformal educational activities is found from a variety of scattered sources. The most useful explanation of the government's role in nonformal educational strategies can be found in a booklet entitled The Philippine Community Development Program.\textsuperscript{79} However, this government publication must be read with caution as much of what is stated is intent, rather than what is actually occurring in the field.

Essential reading are several publications put out by the Philippine Rural Reconstruction Movement.\textsuperscript{80, 81, 82} This private institute of nonformal education is the leading adult and nonformal institute in the Southeast Asian Region. Perhaps the most exciting scholarly research publication in the current literature of the Southeast Asian Region is contained in A Manual for Community Development Fieldworkers,\textsuperscript{83} by C. M. Mercado et al. This concise, easy-to-read manual was the result of a research project conducted by the Community Development Council and the University of the Philippines. Its analysis of the variables which accelerate or decelerate community development is extremely useful as is its extensive references to other related research studies, theses and articles.
ENDNOTES


12 UNESCO, Work-Orientated Adult Literacy Pilot Program in Iran (Bangkok: UNESCO Regional Office for Education in Asia, 1970).

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39. Doraisamy, 150 Years of Education.


43. R. Winstedt, Malaya and Its History (Britain: Hutchinson and Company Ltd., 1966).
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Chapter IV

METHODOLOGY

DESIGN OF THE STUDY

This is a descriptive, comparative study in which adult education personnel from the five selected countries were informally interviewed to elicit issues, problems and innovations being used in the adult and nonformal education programs and policies of their particular region or country. After an initial briefing and overview of policy and programs in the head office of the appropriate department, several weeks were spent on an arranged tour of individual adult education programs in the rural areas. A comprehensive diary was kept of most interviews, observations and experiences.

A special effort was made to collect as much relevant current literature on each department or program as possible. This literature was forwarded to the writer's address in the United States. As a reciprocal gesture for the information offered, literature, contacts and personal experiences of adult education innovations and trends were shared with all adult education practitioners who sought information.
On arrival in the United States, letters of thanks were sent to all individuals who assisted in my study tour of the Southeast Asian Region.

A search on the Montana Library system as well as utilizing the Inter-Library Loan system and Montana Online Computer Reference Service helped provide further reading and background material about Southeast Asia. An attempt has been made to blend both available literature dealing with adult and nonformal education in the Southeast Asian Region and the information, observations and perceptions gained on the study tour so as to present a more balanced and accurate perspective on the structure, functions and issues surrounding adult education of the five selected countries under study.

SELECTION OF COUNTRIES

Approximately one year prior to departure from Papua New Guinea, letters requesting information regarding visa requirements for my wife and myself, along with information and addresses of adult education departments were sent to the Embassies or Consulates of: Indonesia, Singapore, Hong Kong, Malaysia, Thailand, the Philippines, Taiwan, Mainland China, and Japan.

Letters were received back from all embassies with the information and addresses requested. I was informed that it would be impossible to visit the People's Socialist Republic of China unless I traveled with an organized group.
Dates of such group travel did not coincide with my proposed itinerary of travel.

Letters were sent to the various departments of adult education asking permission to visit their programs and discuss their policies. It was stressed that I would have about three weeks in each country, and would prefer to observe some of the adult education programs in the rural areas.

Replies were received from the Philippines, Singapore, Malaysia, Thailand, and Hong Kong which supplied me with details about approximate costs of travel, accommodations and programs that might be of interest to me. I received no reply from Japan, Taiwan or Indonesia. A second letter to each of these countries gained no response.

A second letter was sent to the Philippines, Singapore, Malaysia, Thailand, and Hong Kong letting the appropriate adult education departments know the tentative dates of our arrival and departure. Replies were received that, in some cases, set out a very thorough and extensive itinerary of dates for appointments with particular personnel.

It should be noted that my wife at the same time was arranging to visit various educational institutions relating to physical education in these countries so there was a need to coordinate our itineraries. However, the adult education and physical education departments cooperated extremely well to coordinate our joint tour.

Visas, travel documents, passports, vaccinations, and
other travel requirements were completed about one month prior to our departure.

Thus, the countries which I selected are those which I could obtain permission to enter, or which seemed willing to give permission to undertake my research.

**SELECTION OF INFORMANTS WITHIN COUNTRIES**

In general, I had little control of who I interviewed, or where. However, I was fortunate enough to gain a good cross section of opinion and information from the directors of departments or programs, and from talking to rural villagers through interpreters provided by the adult education departments. In Singapore and the Philippines we stayed with friends who introduced us to various people interested in adult education. By traveling very cheaply and at a low profile, we tended to observe and discuss issues and problems not normally of interest to, or particularly relevant to the indigenous population that could afford to stay at an air-conditioned hotel.

In essence, the goals and objectives of the adult education departments' policies were explained at the head office, then how this policy was being implemented in the rural areas was explained by various adult education extension offices located throughout a particular country.
PROCEDURE OF INQUIRY

To allow better appraisal of this comparative research study so that its findings can be qualified in the perspective of the restricted universe of informants and extensiveness of the programs observed, a summary of the research itinerary is reviewed. This travel itinerary may also be useful in pointing out the necessity of traveling over great distances to organize a balanced sampling of programs and to conduct interviews within the short span of time allotted and which is not economically prohibitive.

Stage 1 - Planning

During 1976 to 1977, the planning and design of the study were made. Written requests for official approval to visit the adult education programs of the countries of Singapore, Thailand, Malaysia, Hong Kong, and the Philippines were acknowledged and tentative itineraries of visits were agreed upon. Passports and all travel documents were obtained and travel arrangements finalized.

Suitable light clothing was selected that: 1) would not be offensive to the cultural norms of the countries visited; 2) could be used for overland travel, as well as inclusion of an appropriate set of formal clothes (in this case two handwashable leisure suits) to be used during interviews and visits to adult education programs. The rationale behind this decision was that the preferred dress of
Southeast Asian officials of any status position tends to be formal in nature. To wear any other type of more casual dress would be insulting and detrimental to any chance of cooperation during interviews.

Full dental and medical checkups were undertaken as medical facilities in the proposed areas of study are limited. Vaccinations against smallpox, typhoid, cholera, and hepatitis were taken. A small supply of drugs to combat the unpleasanties of diarrhea, malaria and various intestinal disorders were always carried.

To avoid financial embarrassment, one thousand dollars in United States currency was transferred to each bank in Singapore, Bangkok, Hong Kong, and Manila. Travellers cheques and a small amount of appropriate currency were carried in money belts securely fastened around the waist. Passports and airline tickets were also carried in this manner in a hand-purse fastened to the wrist.

As travel and interviews were to be conducted in locations not unknown to be subjected to banditry, assault and theft, these precautions were not incongruous. In fact, as a risk minimizer to ensure our personal safety, both my wife and myself undertook a three-month course in Philippine Arnis, a martial art using small sticks or objects.

These planning procedures were, on reflection, the keystone to the success of the comparative research study.
Stage 2 - Indonesia


Monday and Tuesday, May 23 and 24. Although I had not received any official confirmation or replies from the Indonesian authorities, I had obtained letters of introduction and explanation of my visit's purpose from the Indonesian Consulate in Port Moresby. Unfortunately, this period of the study was an example of the frustrations a researcher may encounter if he is not well enough prepared, and may bias much of the perspective of any programs observed. Perhaps this cross-cultural misunderstanding is best described with an extract from the joint diary kept by my wife and myself:

Walked to Tourist Bureau and got directions for education office and information about travel plans. Walked for five miles or more - being given many wrong directions. Very dusty and very tiring in heat. Finally found the P.D.K. Was given a hot cup of tea by a pleasant woman official. Then the buck passed by the Secretary to his assistant. Helpful chap who was willing to help us and was willing to arrange a guide to observe some programs. However after arrangements made, was told by his boss that we first had to get a permit from the Local Government Office to visit schools or programs.

Grabbed a Bechak [Tricycle] and raced to L.G.O. - closed. Up to L.G.O. early to get a permit. John saw three different fellows in three different departments and they all passed the buck. No go! We must obtain permission from Djarkarta (the Capital) to get a permit to visit. I think we are hittin' our head against a brick wall.
Because of the time to untangle bureaucratic red tape and because of the recent execution of a group of Australian journalists who had witnessed an Indonesian invasion of Portuguese Timor, we felt political relations may be a little strained, so we decided not to pursue this aspect of our inquiry. Permission to obtain a permit was received in Singapore, two weeks later.

Stage 3 - Singapore

Thursday, May 20. Arrived Singapore. Friday, May 21. Phoned Director for Adult Education and made an appointment to visit that afternoon. Interview with Mr. Chan Kok Kean, Secretary of the Adult Education Board of Singapore.

Monday, May 30. Visited old colleague, Mr. Edmund Burke and shown around Southeast Asian Ministers of Education Organization's Regional Language Center. Visit to elementary school arranged and invitation to a social gathering to informally meet a number of the faculty of the center and also a few Teachers' College professors.

Tuesday, May 31. Visit Mr. Hwee at the Extra-Curricula Activities Center to discuss role of recreation for adults.

Stage 4 - Malaysia

Wednesday, June 1. Departed by bus to Malacca, Malaysia. Sent telegrams to Adult Education Department arranging an appointment for June 4, in Kuala Lumpur (the capital).
Saturday, June 4. Greeted by Mr. Ridzwan Bin Jaafar, Secretary of the Community Development Division, Ministry of Agriculture. Interview and itinerary arranged by Kamarudin Mat Tanda, Senior Community Development Officer of C.D.D.

Monday, June 6. Further interview with Kamarudin Mat Tanda and research assistant.

Tuesday, June 7. Tour arranged of preschool, self-help programs, training of village instructors in craft and vocational skills, and Ideal Village program.

Wednesday, June 8. Interview with Mrs. Puan Juriah, Principal of the Family Development Training Center.

Thursday, June 9. Traveled by bus to Juantan, and telephoned to confirm appointment time. Friday, June 10. Interview with Mr. Tunku Hagi Zasid and two other female development officers. Tour of Rural Development Programs: Preschool, Vocational training for women, Ideal Village project, Village garden project. Arrangements for a future meeting with Director of the States of Trengganu and Kelantan.

Monday, June 13. Interview with Mr. Abdul Halim Bin Ahmad, Director for C.D.D. of Trengganu and Kelantan. Visit to village school project and fishermen's resettlement program.


Wednesday, June 15. Visited Ideal Village project.
Dinner with director for graduation celebration for village community youth development workers completing their training.

Friday, June 17. Flew to Penang. Monday, June 20. Interview with Mr. Rum-Lee Bin Teib, Director of C.D.D. Penang State. Interview and lunch with Director and Assistant Director of Ministry of Sports and Culture of Penang. Mr. Annalamai accompanied both my wife and myself to visits of Y.M.C.A., State Clubs, and Penang Teacher Training College.

Stage 5 - Thailand

Thursday, June 23. Met at Bangkok railway station by Mr. Kla and Mrs. Wilaipan Somtrakool. Interview and briefing that afternoon by Sunthorn Sunanchai, Director of the Adult Education Division, General Education Department, Ministry of Education of Thailand, and Mr. Somtrakool, the Assistant Director.

Friday, June 24. Accompanied my wife to an interview with the Director of the Thailand Department of Physical Department. Visited faculty and President of a Thai Teachers' College.

Sunday, June 26. Arrived by bus to Chaingmai Province. Monday, June 27. Met by Mr. Surutana Legngam, Assistant Director of Life Long Education Center, Chaingmai and tour of surrounding MTTS, Village Newspaper Reading Centers and overview of programs. Afternoon talked with
faculty of Chaingmai Teachers' College and assisted coaching of college rugby team. Picked up in the evening to observe night adult education classes held in secondary school buildings. Interview with principal and several of the faculty. Then on to attend Village Scout Rally until 2:00 a.m. in the morning.

Tuesday, June 28. Introduced to Director of Education for the Province, visit to vocational centers, elementary schools, secondary schools, and library facilities. Interview with Mr. Manu Ehma, Director of Life Long Education Center in the afternoon. Late afternoon, audience with the Abbot of the Buddhist Hill Tribes' Monastery which trains monks to instruct adults in the vernacular.

Wednesday, June 29. Drove by jeep to visit village adult functional literacy classes about sixty kilometers into the hills. Also visited an American SDA missionary station instructing people from the hill tribes in functional literacy and vocational education.

Tuesday, July 5. After departing Chaingmai, returned to Bangkok and caught a coach to Ubonratcthathnee Province. Wednesday, July 6. Interview and briefing at Thailand UNESCO Fundamental Education Center in Ubon. Visits were arranged to elementary and secondary schools in the afternoon by Lerd Raonate, a TUFEC officer.

Thursday, July 7. Visits arranged to Ubon Center for Life Long Learning and the Ubon Vocational Teacher Training College.
Friday, July 8. Returned to Bangkok for an interview with Dr. Maria Laosunthiara, the Program Specialist/Documentation of the UNESCO Regional Office for Education in Asia. Revisited Adult Education Head Office to share views and fill in gaps in understanding of programs.

Saturday, July 9. Lunch with Assistant Director and wife and informal discussions on policies.

Stage 6 - Hong Kong

Monday, July 11. Arrived Hong Kong and telephoned Adult Education Section for an appointment. Tuesday, July 12. Interview with Officer-in-Charge of the Adult Education Section of the Education Department of Hong Kong.

Friday, July 15. Joined my wife in observation of secondary schools and Teachers' Colleges.

Stage 7 - The Philippines


Thursday, July 21. Visit to the University of the Philippines to obtain relevant literature from UP Institute of Mass Communication. Afternoon interview with Ms. Della M. Carnate, Director of Community Development, Philippines Department of Local Government and Community Development. Itinerary and additional information was given by Ms. I. Sanuuan, Senior Officer of the Bureau of Community Development.

Saturday, July 23. Traveled by bus and jeep to Santo
Cristo to stay with elementary headmistress and her family. Met with parents association, teachers, observed classes, and community activities.

Tuesday, July 26. Arrived by bus to Cabanatuan City, and brief discussion with Community Development officers. Then traveled by jeepney to stay the night at the Philippines Rural Reconstruction Movement, Nueva Ecija. Discussed programs, policies and movement's philosophy with two faculty.

Wednesday, July 27. Informally discussed perspectives with students and Peace Corp volunteers. Spent morning in PRRM library.

Monday, August 1. Traveled from Manila to Education and Training Center College Laguna, Los Banos. Interview with Training Director, Mr. Emeterio Bite and several faculty members. Stayed overnight and observed facilities and activities, and talked with instructors and potential field officers of B.C.D.

Tuesday, August 2. Stayed with elementary teacher and visited Patyahan elementary school.

Thursday, August 4. Visited Pedro Gavera secondary school. Observed classes and talked to faculty regarding mass teaching methods.

Friday, August 5. Revisited Bureau of Community Development and interviews with: Ms. Flora J. Arnan, Chief of Information and Publications Bureau of Local Government, and Mr. Felix L. Benito of the Education and Training Division, Bureau of Cooperative Development.
Sunday, August 7. Departed for Taiwan, Japan, Hawaii, and the United States.

THE CONCEPTUAL FRAMEWORK OF THE COMPARATIVE STUDY

A conceptual framework to present this comparative study has been adapted from the framework suggested in the Exeter Paper's Report of the First International Conference on the Comparative Study of Adult Education. The following outline will be the approach taken in reporting each national report:

1. Overview: Cultural and National Background
   Relevant information will be presented in narrative form about: geography, demography, history, culture, and politics.

2. The Total Educational Enterprise
   a. Purpose, philosophy and goals of education
   b. Elementary education
   c. Secondary education
   d. Tertiary education
   e. The overall education system (charts and diagrams)
   f. Major problems confronting the educational enterprise.

3. Adult Education and the Institutions Involved
   a. Official roles, philosophies and goals for
adult education

b. The scope and nature of adult education and nonformal programs
c. Professionalization and organization of the field (training of professionals and staff)
d. Evolving and developing patterns (successes, problems, trends and future projection)

4. Major Innovations or Case Studies

5. Bibliography of source materials

ENDNOTES

1 Extract from the personal joint diary of John and Judith Brown-Parker, Indonesia, May 24, 1977.

Chapter V

ADULT AND NONFORMAL EDUCATION
IN SINGAPORE

OVERVIEW: CULTURAL AND NATIONAL BACKGROUND

Geography

The Republic of Singapore is one of the world's smallest nations, and consists of one large island and 54 islets making up a total area of 225 square miles. It takes little longer than one hour to drive to any point on the island.

Singapore is separated from the peninsular of Malaysia by a "1,056 meter causeway carrying a road, a railway and a water pipeline across the Straits of Johore." The topography is generally lowlying and flat and it has a natural vegetation that is made up of lowland tropical evergreen and mangrove forests. However, much of the primary forest was cleared for plantations, and lately, for massive multi-story housing developments.

Singapore has a hot, equatorial monsoon climate, with a uniformly high daily average around 80°F. along with a high relative humidity usually over 86 percent. The mean annual rainfall is 2,240mm.
FIGURE 2

RELATIVE GEOGRAPHIC LOCATION
OF SINGAPORE

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Demography

Singapore is, in essence, a city state, one of the most progressive urban societies in all of Southeast Asia with a population of about two and one-half million persons. Chinese make up 76.1 percent of the total population; Malays, 15.1 percent; Indians and Pakistanis, 6.9 percent; and Europeans and other ethnic groups, around 1.9 percent. With a massive family planning program conducted by the Singapore Family Planning and Population Board, with its clinical contraception program, liberal legislation on abortion and sterilization, and social disincentives for large families, the annual population growth rate has fallen from 2.3 percent in 1966 to 1.3 percent in 1975.

The people of Singapore enjoy the highest standard of living in Southeast Asia without question. From comparisons of personal observations in 1965 and in 1977, there has been tremendous social and economic changes. Unlike many of the "overseas Chinese" of other Southeast Asian countries in the region, the Chinese identify with Singapore. "We" are Singaporeans not Chinese, is the impression as citizens talk justifiably about their progress and new national identity.

History

"The name 'Singapore' is derived from the two Sankrit words, 'singa' and 'pura' meaning Lion City." Since the twelfth century Singapore has been involved in incessant
struggles between competing powers for domination of Singapore Island. Strategically, domination means control of the Malaya Peninsula and the world's most profitable and busiest waterways, the Straits of Malacca.

First, the Siamese and Majapahit forces battled over control until it once again attracted attention by the Portuguese in the sixteenth century. With the expansion of the British Empire in the early nineteenth century, Stamford Raffles of the East Indian Company occupied Singapore in 1819. Soon after Singapore was joined with Penang and Malacca to become known as the Straits Settlements. But after the Indian mutiny the Straits Settlements became a Crown Colony ruled directly from the Colonial Office; no longer administered by the East India Trading Company.

With the opening of the Suez Canal, the opening up of China, the immigration to Australia, trade with French Indo-China and the awakening of Japan, Singapore's prosperity and progress gained increased momentum. Singapore's strategic value on the world's shipping lanes was not overlooked by Japan in 1942 as they entered the city as conquerers.

However, the traumatic events of the Second World War paved the way for modern government and a new destiny. Peace and commerce resumed. Singapore became a separate crown colony in 1946 and Singaporeans began to agitate in earnest for self-government. By 1948, Singapore elected its first Legislative Council. In 1963, Singapore joined the federation.
of Malaya, Brunei, North Borneo, and Sarawak to form a new nation called Malaysia. Differences in political philosophy led to a separation in 1965 and it became a republic headed by a president.¹³

Culture

Singapore is modern Southeast Asia--industrialized, dynamic, tightly administered and sophisticated. Within a population density of 3,800 persons per square kilometer, this urban society 'par excellence' is heterogeneous ethnically, linguistically and religiously.¹⁴

"Malay, Chinese [Mandarin], Tamil and English are the official languages,"¹⁵ yet:

... the linguistic pattern is more complicated than the ethnic division would suggest; thus not all those of Indian origin speak the same language, although Tamil speakers predominate. The Chinese community is divided linguistically, not only between those whose mother tongue is one or other of the South China dialects, many of which are mutually unintelligible, but also between those educated in Chinese medium schools and those who are graduates of English medium schools.¹⁶

Buddhism, Islam, Hinduism, and Christianity are the main religions of Singapore.¹⁷ There are about 1.3 million Mahayana and Theravada Buddhists, about 75,000 Roman Catholics, the same number of Protestants, about 300,000 Moslems and an estimated 100,000 Hindus. The majority of Chinese follow Buddhism or Christianity; Malays follow Islam and the Indians are generally Hindu.¹⁸

Atypical of other Southeast Asian cultures, except

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perhaps Hong Kong, in terms of size and ethnic composition, "Singapore provides some insights into the impact upon a heterogeneous society of politically determined educational programmes [sic]"\(^{19}\) in a democratic framework.

**Economy**

Singapore seems to have overtaken Hong Kong as the entrepot for trade in Southeast Asia. In comparison with its Asian neighbors it supports a very high standard of living and enjoys an economic growth rate of around 9 percent.\(^ {20}\)

The main external trade products are engineering and metals, shipbuilding and repairs, petroleum, chemicals, plastics, electronics, electrical products, precision optical equipment, textiles, motor assembly, and food products.\(^ {21, 22}\)

The direction of external trade is of great significance to the type of education offered in Singapore. With over 81 percent of the total economically active population literate, Singapore is in the unique position of using adult education to train or retrain its work force in the more complex skills required in precision manufacturing. For example, the textile industry is concentrating on specialized printing techniques, moving into high value and quality engineering and optics. In the electronics and electrical fields Singapore is discouraging the "fly-by-night" mass assembly of simple consumer items. They are leaving this to the cheap and less
skilled labor of Hong Kong, Malaysia, Taiwan and the Philippines. Singapore has a vast supply of a relatively inexpensive but skilled work force. It is using a very pragmatic approach to retraining and adult education to keep its work force flexible and skilled to meet the fickle demands of the world marketplace.

Singapore has become the center for an international system of communications, and its survival could well depend on its ability to attract and retain Western investment capital.  

Politics

During the last fifty years Singapore's government has evolved from autocratic colonial rule to a wholly elected parliamentary democracy. Education has been an important instrument of policy which has had an important effect sharpening or removing "the antagonisms existing between the linguistically differentiated constituent groups of the island's population."  

While Singapore was ruled as an appendage to British Malaya, the education policies were shaped by a need to preserve the colonial relationship. Instruction was in Malay or English and only those schools willing to teach English were financially assisted. In addition, the British considered modernization as corrupting and stressed rural arts and crafts--most unsuited for heavily urbanized Singapore.
"The result was that the Malays, as a whole, were locked into a situation of economic disadvantage, while the other vernacular schools produced Chinese-speaking or Tamil-speaking graduates who were almost equally ill-equipped to take advantage of such vocational opportunities as existed." 26 One thing pre-Pacific War education and politics did produce was an English-speaking educated elite.

After the fall of Singapore to an Asian power, colonial interests in favor of the metropolitan power did not change. In this period, instead of European Britain, Asian Japan became "the center of the universe and the origin of morality." 27 Under this autocratic rule, Japanese and Malay became the languages of instruction, but little education took place as most of the schools had been damaged or used for other purposes. However, as far as adult education was concerned the politics of needing a base to service and maintain the Japanese war machine meant the training of Singaporians in vocational training, especially mechanical and electrical engineering. The beginnings of a highly industrialized state began. 28

During the postwar era, Britain was anxious to retain Singapore as a military base and a massive education drive promoting English was undertaken, as well as a de-emphasis of ethno-linguistic differences. However this education policy, ironically, had the opposite effect as each cultural group reacted violently for fear of a loss of cultural identity.
Chinese antagonism to this language policy was calmed a little by considerable financial increases to Chinese-speaking schools.

Then in 1959, the Peoples' Action Party, led by Mr. Lee Kuan Yew, swept to victory in a general election and Lee Kuan Yew became the first Prime Minister in a newly independent country. He led Singapore to form part of the Malaysian Federation in 1963, but seceded from it in 1965. Differences arose over how to build up a "Malaysian Malaysia," and it was not surprising the Chinese majority in Singapore were not overly delighted to have to accept a newly devised language called "Malaysian" for the national language. An expensive, informal educational campaign of introducing the language was ineffective.

In 1968, Lee Kuan Yew's party won all seats in parliament. There is now political and economic stability, and wide social welfare development. The price has been rigid, tough policies that are made and rigorously enforced to the letter. Education is still being used for specific ends in the light of politically perceived national priorities. On the other hand, education has no longer been segregated but integrated where separate but equal streams can accommodate its bilingual society.
THE TOTAL EDUCATIONAL ENTERPRISE

Purpose, Philosophy and Goals of Education

The social engineering purpose of education in Singapore is accepted without question. In 1959, Lee Kuan Yew's People's Action Party implemented the major recommendations of a 1956 All-Party Committee Report on a suitable system of education for Singapore. The value of education, its purpose as an instrument to achieve specific, politically "desirable" ends was its basic premise. It recommended:

... an unequivocal assurance that in the future there would be equal treatment for all schools, and that school text books and curricula should be extensively amended with the objective of encouraging "a Singapore-centred [sic] loyalty and a Malayan-consciousness."

The philosophy underlying could be summarized by two quotations taken from a publication of the Singapore Teachers Training College Publications Board, entitled 150 Years of Education in Singapore:

... a symbol of the pre-eminence enjoyed by education in Singapore; of faith in education to conserve the best in the past and to prepare present and future generations for greatness; of beliefs in education to stand solidly on the accumulated wisdom of its ancient and recent past and to welcome the unfolding results of experiment, study and research; of hope in education to have its feet on the ground of economic, social and political need and aspire to the greatest heights the human person can achieve.

Singapore has come to expect improvement and better performance as a matter of course. So long as we all make the effort to seek perfection, then even if we never quite achieve it, there will be improvement on what we have got.34

Mr. Lew Kuan Yew, Prime Minister
The goals of the Singapore education system in the seventies and the future are set forth in the foreward to Education in Singapore, 1969:

Singapore is undergoing social and economic transformation. . . . With more than half of its population under the age of twenty-one and with manpower as its most valuable natural resource, education is necessarily part of this process of rapid change. The aims and content of education are being reoriented to evolve an education system which will support and develop the Republic as a modern industrial nation with a cohesive multi-racial society. . . . The seventies will see the qualitative improvement of education as well as the evolution of a sound system with a strong technical education component.35

To be more specific, Mr. Ong Pang Boon, Singapore's Minister of Education, outlined the salient points of the education program and policy in this way:

(a) More secondary school students are to be diverted to technical and vocational education;
(b) A concrete effort is to be made to produce bi-lingual school leavers;
(c) More attention is to be paid to quality in education at all levels;
(d) Integration of schools is to be extended to aided schools.36

To implement these goals, all technical and vocational schools were to be taken over by the government, their courses and curricula reorganized to lay more emphasis on practical training, and to create a training establishment for those who have left formal schooling to link them to existing training schemes.37

Elementary Education

Elementary education is universal but not compulsory and parents have a choice of their children's medium of
instruction, whether it be in Malay, Chinese, Tamil, or English; at a government, government-aided or private school.\textsuperscript{38, 39} However, all children are required to study a second language, which often is English.\textsuperscript{40}

The system is highly centralized, with all primary schools under the direct control of the Ministry of Education. There is considerable uniformity of structure, curriculum and organization of schools. All primary school pupils sit for a common national primary school-leaving examination at the end of the six-year course (K1-K6). Education for disabled children is provided by nongovernmental agencies in special schools assisted by government grants or teachers.\textsuperscript{41}

Secondary Education

The bilingual component and choice of types of schools is the same as in the elementary system. Like the primary schools, a double-session system is used to cater to the large numbers of students.

Secondary education is of four years duration with the first two years emphasizing technical subjects. In the last two years students can opt for an academic, commercial or technical stream.\textsuperscript{41} The purpose of this arrangement is to meet manpower requirements of industrialization\textsuperscript{43} while at the same time enabling students to acquire literacy, numeracy skills and an ability to deal with abstract concepts.\textsuperscript{44} The basic manual skills for both boys and girls are organized
under the Centralized Workshop Scheme. The number of students receiving technical instruction has increased from 7,504 in 1968 to 59,232 in 1970.45

Tertiary Education

"There are four institutions of higher learning in Singapore, the University of Singapore, the Nanyang University, the Singapore Polytechnic and Ngee Ann College.46 All facets of teaching are conducted by the Institute of Education which has an enrollment of 5,500 trainees undertaking two or three-year programs47 for training in elementary, secondary, technical, or home economics. Courses are taught in English, Chinese, Malay, and Tamil, and in-service training is also conducted here. An M.Ed. degree is offered by the University of Singapore48 and the Stanford correspondence external postgraduate degree is also extremely popular with teachers.

Dr. Toh Chin Chye, Vice-Chancellor of the University of Singapore, has some most definite ideas about the role of university education in developing and emerging nations which seem to be gaining growing support in the general Southeast Asian Region. Some of them are:

Bilingualism through use of language laboritories; public service which emphasizes disinterestedness in oneself and consideration for community welfare, cultivation of quality values, responsible leadership; and free discussion which is both critical and constructive. The stress on character is no less than on academic prowess . . . and advocating new thinking in keeping with our own social and economic needs.49
FIGURE 3
EDUCATION SYSTEM OF THE REPUBLIC OF SINGAPORE

GLOSSARY

Source: Adapted from data given in SEAMEO, Regional Educational Planning Seminar, Final Report Bangkok, 1971, p. 116

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FIGURE 4
ADMINISTRATIVE PATTERN 1968/69
OF THE SINGAPORE EDUCATION
SYSTEM 51

FIGURE 5
ADMINISTRATIVE/ACADEMIC STRUCTURE OF THE
INSTITUTE OF EDUCATION
SINGAPORE 52
### TABLE 3

**ENROLMENT BY GRADE AND SEX, AND REPEATERS, SINGAPORE PRIMARY SCHOOLS 1972**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Total enrolment (both sexes)</th>
<th>Both sexes</th>
<th>Girls</th>
<th>Repeaters (included in total)</th>
<th>Both sexes</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>52 161</td>
<td>25 385</td>
<td></td>
<td>22</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>II</td>
<td>55 499</td>
<td>26 867</td>
<td></td>
<td>64</td>
<td>26</td>
<td></td>
</tr>
<tr>
<td>III</td>
<td>57 657</td>
<td>27 497</td>
<td></td>
<td>2 104</td>
<td>712</td>
<td></td>
</tr>
<tr>
<td>IV</td>
<td>56 344</td>
<td>26 768</td>
<td></td>
<td>2 352</td>
<td>837</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>56 195</td>
<td>26 532</td>
<td></td>
<td>2 259</td>
<td>794</td>
<td></td>
</tr>
<tr>
<td>VI</td>
<td>53 987</td>
<td>25 582</td>
<td></td>
<td>22 905</td>
<td>8 130</td>
<td></td>
</tr>
<tr>
<td>Total primary</td>
<td>354 748</td>
<td>166 761</td>
<td></td>
<td>29 706</td>
<td>10 515</td>
<td></td>
</tr>
</tbody>
</table>

### TABLE 4

**TRENDS IN THE TEACHING STAFF AND NUMBER OF PRIMARY SCHOOLS IN SINGAPORE**

<table>
<thead>
<tr>
<th>School year</th>
<th>Total number of teachers</th>
<th>Total number of female teachers</th>
<th>Percentage female teachers</th>
<th>Pupil-teacher ratio</th>
<th>Total number of schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>1965</td>
<td>12 112</td>
<td>6 945</td>
<td>57.3</td>
<td>29</td>
<td>465</td>
</tr>
<tr>
<td>1966</td>
<td>12 353</td>
<td>7 303</td>
<td>59.1</td>
<td>30</td>
<td>465</td>
</tr>
<tr>
<td>1967</td>
<td>12 430</td>
<td>7 543</td>
<td>60.7</td>
<td>30</td>
<td>460</td>
</tr>
<tr>
<td>1968</td>
<td>12 435</td>
<td>7 680</td>
<td>61.8</td>
<td>30</td>
<td>450</td>
</tr>
<tr>
<td>1969</td>
<td>12 156</td>
<td>7 670</td>
<td>63.1</td>
<td>30</td>
<td>437</td>
</tr>
<tr>
<td>1970</td>
<td>12 448</td>
<td>8 083</td>
<td>64.9</td>
<td>29</td>
<td>427</td>
</tr>
<tr>
<td>1971</td>
<td>11 949</td>
<td>7 894</td>
<td>66.1</td>
<td>30</td>
<td>419</td>
</tr>
<tr>
<td>1972</td>
<td>11 736</td>
<td>7 908</td>
<td>67.4</td>
<td>30</td>
<td>414</td>
</tr>
</tbody>
</table>
Major Problems Confronting the Educational Enterprise

At the moment with a demand for a relatively inexpensive work force with a pool of technological expertise, mathematics and science are receiving priority and English is being preferred as the second language. If the trend continues it may well be contrary to the multilingual policy, English may emerge as the first language of the population.\textsuperscript{55}

This points out the danger of the use of education as an instrument of policy, although at present it has been extremely successful in promoting a Singaporean identity and skilled work force. The most elusive problem lies in changing the traditional attitude that the educated man is the literate man,\textsuperscript{56} and "the ability to pass more professional examinations and acquire additional letters after one's name does not in itself ensure a corresponding higher standard of performance in the real life of the teacher... it is the spirit that matters."\textsuperscript{57} It would seem adult retraining programs and continuing professional education throughout one's career will be the strategy to cope with the problems of rapid change.

ADULT EDUCATION AND THE INSTITUTIONS INVOLVED

Official Roles, Philosophies and Goals for Adult Education

The major organizing and coordinating statutory body for adult education in Singapore is the Adult Education Board or LGPD (Lembaga Gerakan Dewasa) which was constituted in
April 1960. The Board consists of representatives from business, all government ministries including education, the universities, and the trades union councils. With a broad representation of the society, the Board acts as a strong centralized planning body. Within the guidelines of Singapore's development, policies responsive to the future needs of industry and sensitive to the demands of Chinese culture decide on the direction and emphasis of new programs to retrain adults for estimated manpower needs.

The Adult Education Board's philosophy is a nexus of national idealism and altruism, and a hard-headed pragmatism. On one hand there is genuine desire to bring educational opportunities to those adults who wish to further their studies to acquire new qualifications or skills, "not only for jobs, but for intellectual adventuring, and scientific questing, for family life and the use of leisure for community, national and leadership, and for the valuing and expressing beauty." On the other hand the Board realizes its policy decisions may affect the whole value of Singapore's skilled manpower resources in the future. As well, there is a definite policy of pay as you study—nothing is a handout; it must be earned, but all programs are accessible to citizens as fees are kept within the means of the working man.

The Scope and Nature of Adult Education

The Adult Education Board conducts and coordinates a wide range of various adult education courses which fall into six

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main categories; namely, language studies, general education, further education, commercial education, vocational and technical education, and pre-vocational education. A brief summary of the goals for each category are as follows:

Language studies are structured to prepare students for one of the Ministry of Education Public Language examinations in the official languages of Malay, Chinese, Tamil, or English; foreign language courses including Japanese, French, Thai, German, Arabic, Korean, and Bahasa Indonesia; language laboratory courses; Chinese Dialects of Cantonese, Hokkien and Teochew; and Conversational Mandarin, Malay and English.

General education classes are organized for working adults and repeat students to prepare for secondary equivalent examinations.

Further education courses include cultural, recreational and general knowledge type courses from advertising design to batik painting.

Commercial education offers over twenty-four different courses ranging from Institute of Charted Secretaries and Administrators' classes to typewriting classes.

Vocational and technical education courses offer over thirty-three classes from lorry driving to logical design and integrated circuits.

Pre-vocational education is the Adult Education Board's newest responsibility. Two years of courses are organized for those elementary students who have repeatedly failed their
grade 6 examination. This program is conducted in the centralized workshops.

Extramural studies are conducted by the University of Singapore and Nanyang University. The Civil Service Staff Development Institute, the Education Institute and Regional English Language Center\footnote{61, 62} all provide professional in-service training.

**Professionalization and Organization of the Field**

With a new need for technical education, the value of in-service in all facets of society became apparent. Logistics was never a problem for faculty or staff could be moved from one point to another within an hour.\footnote{63} However, the lack of adequately trained teachers in adult education methods is one that seems to be overlooked with hiring of faculty. Usually they are part-time secondary or elementary teachers who teach as they have been taught—as children. The organization, cooperation and pragmatism of the administration of the programs are outstanding, but as yet there is no emerging group of professionals that identify exclusively with the adult education movement.

**Evolving and Developing Patterns**

The most dynamic model for other urban areas to emulate is Singapore's success in programming courses to meet present and future needs of manpower planning. The cooperation between all facets of education, business and labor to
jointly plan to maximize the human resources of Singapore has paid off handsomely. It is easy to argue against such centralized control for when mistakes are made, they are large not small. However, from the worker's viewpoint he is able to gain vocational education for a job in the future—not just be trained in hope for employment. The luxury of a liberating education or vocation that may appeal to an individual may well result in intellectual satisfaction but a very real psychological hunger.

The strength of the programs are their flexibility and sensitivity to the needs of the society, the present weakness seems the lack of trained staff.

MAJOR INNOVATIONS OR CASE STUDIES

A unique institution of continuing education of professionals is the Southeast Asian Ministers of Education Organization (SEAMEO) Regional English Language Center. Its basic philosophy is consistent with the preamble to the SEAMEO charter:

We, the people of southeast Asia, desirous of attaining the benefits of peace, prosperity and security through an enlightened citizenry, recognizing the forces and the challenge of change in the contemporary world, anxious to provide for constructive directions to these forces of change, and resolved upon joint and cooperative efforts for regional educational development, have, through our governments, adopted hereby the Charter of the Southeast Asian Ministers of Education Organization.
The Regional English Language Center (RELC) began its activities in its new eighteen-story RELC building in 1972. The Center's principal functions are to:

Conduct training courses for teacher educators, supervisors, inspectors, and other key personnel connected with the teaching of English in member countries;

Undertake and promote research and disseminate the results of research relevant to the teaching of English for the benefit of member countries;

Acquire, produce and distribute instructional materials related to the teaching of English;

Collect and disseminate information on training facilities related to the teaching of English within the region;

Assist and strengthen programmes [sic] and facilities in English teaching in member countries by providing consultancy and advisory services;

Provide professional and administrative support to scholars from within and outside the region.65

The Center uses a variety of formal and nonformal education strategies: formal degree or diploma courses in conjunction with the University of Singapore, nonformal short in-service programs for teachers, publications, library and information services, instructional material development and courses, as well as professional seminars. This extremely sophisticated and expensive undertaking is an example of regional cooperation and their concern for the upgrading of teachers' own continuing education, a key to improving education in the region.
ENDNOTES


3 Ibid., pp. 8-9.

4 Ibid., pp. 11-12.

5 Ibid., map 1.

6 Ibid., pp. 15-21.

7 Ibid.

8 Ibid.

9 Ibid., pp. 25-32.


11 Ibid.

12 Publicity Division, Singapore Facts and Pictures.

13 Ibid.


15 Publicity Division, Singapore Facts and Pictures, p. 20.


17 Publicity Division, Singapore Facts and Pictures, p. 169.

18 Ibid.

20 Publicity Division, Singapore Facts and Pictures, p. 1.

21 Ibid., pp. 55-72.


23 Wilson, "The Singapore Example."

24 Ibid.

25 Ibid.

26 Ibid.

27 Ibid.


29 Kee and Hong, Education in Malaysia, pp. 50-51.

30 Publicity Division, Singapore Facts and Pictures, pp. 27-28.

31 Wilson, "The Singapore Example."

32 Publicity Division, Singapore Facts and Pictures.


36 Ong Pang Boon, quoted by Doraisamy, 150 Years of Education, p. 127.

37 Doraisamy, 150 Years of Education, pp. 127-128.

38 Publicity Division, Singapore Facts and Pictures, p. 138.

40 Ibid.

41 Ibid.

42 Doraisamy, 150 Years of Education, pp. 128-129.


45 Ibid.

46 Doraisamy, 150 Years of Education, pp. 74-78.

47 Ibid.

48 Ibid.

49 Ibid.

50 Wong, Teacher Education in ASEAN, figure 21.

51 Doraisamy, 150 Years of Education, p. 149.

52 Wong, Teacher Education in ASEAN, figure 21.


54 Ibid.

55 Wilson, "The Singapore Example."

56 Ibid.


58 Doraisamy, 150 Years of Education, pp. 71-73.


60 Doraisamy, 150 Years of Education.
61 Ibid.


63 Asian Institute for Teacher Educators, "Singapore," Teacher Education in Asia (Bangkok: UNESCO Regional Office for Education in Asia, 1972), pp. 235-246.


65 Ibid., p. 6.
CHAPTER VI

ADULT AND NONFORMAL EDUCATION
IN MALAYSIA

OVERVIEW: CULTURAL AND NATIONAL BACKGROUND

Geography

Malaysia is a federated nation of approximately 128,500 square miles.\(^1\) It has two distinct regions that are separated by four hundred miles of the South China Sea: West or Peninsula Malaysia and East Malaysia which is made up of Sarawak and Sabah on the island of Borneo. Lying between the latitudes of 0° and 7°N, its neighbor to the north is Thailand, to the south Singapore and Indonesia, and to the east of Sabah lies the Philippines.\(^2\)

Peninsula Malaysia is further divided by a mountain range that lies close to the West Coast, and begins at the Thai border and runs southward until it approaches the swampy lowlands of Johore. Only one highway connects the East and West Coasts. The thick, tropical rainforest land slips caused by tropical downpours and the sticky clay mountain soils make road or rail construction extremely expensive and land communications are very limited and difficult.\(^3\)

Coastal shipping is also hazardous in the typhoon season
around the East Coast and between West and East Malaysia. The East Coast is further geographically disadvantaged by poor sandy soils, average annual rainfall as low as 60 inches in the driest parts, and a lack of port facilities. The West Coast is far more fertile with major road and rail links along its undulating topography, three major ports on the protected Straits of Malacca, and the majority of rice cropping, rubber plantations and tin mining. This has meant the major proportion of development policy, especially education programs and services, have in the past tended to be directed towards the more populated West Coast.

The typically equatorial climate, with an annual mean temperature around 80°F., high humidity and rainfall usually around 100 to 270 inches annually is particularly enervating. For example, schools in Malaysia begin and end early to avoid the discomfort of learning in hot, humid and crowded classrooms.  

Demography

Malaysia's population in 1977 was 12,315,000. It has a highly diversified ethnic composition made up of: "Chinese (42%), Indians (10%), Malays (40%), Borneo tribesmen (7%), and Europeans (1%)".  

Throughout Malaysia . . . the Chinese are concentrated in the urban areas though some have extensive mining interests in remote areas. Most of the Indians are employed on rubber estates or as unskilled workers in towns. The Malays are to be found in their kampongs or in settled areas fairly close to the towns.
About 87 per cent of the Malays live in villages of less than 5,000 people. They are agriculturists and fishermen, though increasingly they are being attracted to the urban areas where they obtain clerical and administrative positions. They tend to be favored by the Malaysian Government which is trying to improve their social and economic status.6

No ethnic group is completely homogeneous: groups use different dialects, are physically distinct and often have different traditional orientations. Like Singapore, the education system of the past few decades is geared to welding this heterogeneous society into a nation which shares a common loyalty and purpose.

History

About 2000 B.C., Deutero-Malays pushed the indigenous aboriginals into the almost impenetrable highland forests. Trade in the early centuries A.D., brought with it traces of Hindu customs. Then the establishment of a Malay kingdom in 1402 flourished under the protection of the Ming Emperor who wanted to reestablish Chinese influence in the region. With the Sultan of Malacca's conversion to Islam, Malacca became not only the emporium of the spice trade but also the major center for the diffusion of Islam throughout the archipelago.

European influence was first felt by the Portuguese capture of Malacca and its subsequent seizure by the Dutch in 1641. The British came on the scene at the end of the eighteenth century and occupied Penang Island in 1786 and Malacca in 1825. During this period the main concern of the European
FIGURE 6

RELATIVE GEOGRAPHIC LOCATION
OF MALAYSIA
powers was trade. The Malay states, ruled by their Sultans, were left to control their own affairs.⁸

During the late nineteenth century the massive migration of Chinese from South China to the rich tin mines of the west coast of the peninsula, and the resultant quarrels between secret societies, caused the British to bring all of Malaya under British protection. The immigration of Tamils from southern India to work on the rubber plantations was more closely supervised. However, this period of immigration saw the new ethnic groups outnumbering the Malay population.⁹

World War II and the Japanese occupation was the impetus for an upsurging of nationalism and self-reliance. However, many of the Chinese who fled into the jungle became influenced by Communist doctrine and in postwar years there was a division about the political orientation of any future independent state. To counter the Chinese Communists, the British formed the Federation of Malay, in which the traditionally separate states retained much of their previous autonomy.¹⁰

By 1957, Malaya had achieved independence within the Commonwealth,¹¹ but was continually troubled by Chinese Communist bands. A state of emergency was called to combat their influence, and their continual harassment tended to reorientate the loyalties of Malaya-born Chinese towards Malaya instead of China.

In 1958, Singapore achieved independence and formed
part of Malaysia along with Sarawak and Sabah to form the Federation of Malaysia. During this time Soekarno began a limited military confrontation of Malaysia. The Indonesian threat helped strengthen national unity and with the aid of Commonwealth military forces was easily contained. In 1965, Singapore withdrew from the Federation. Sabah and Sarawak elected to retain English as their official language but remained part of the Federation.\(^\text{12}\)

Under Tunku Abdul Rahman's Triple Alliance coalition of the three main ethnic groups, there was a period of stability until in 1969 and 1970, violent Chinese riots broke out in Penang and Kuala Lumpur. However, in the last few years there seems a tolerance between ethnic groups but an uneasiness about political control being largely in the hands of the Malays, and the financial strings of the country largely in the hands of the Chinese.\(^\text{13}\)

**Culture**

Historically, the people of Malaysia have lived as separate communities and maintain their distinctive cultural traditions. The Malayans are almost exclusively Moslems and speak their own Malay language. With the majority of Malays living in Kampongs (villages) with a rural base, time and the consumer materialism of urban living is only now beginning to affect their traditional value structure.

The Chinese population is predominantly urban.
Although Mandarin is the language of the educated elite, other dialects are spoken. Religions practices are a mixture of Confucianists, Taoists and Christians. The Indians are the group caught in the middle, neither landholders nor influential commercial leaders. They follow Hinduism and speak Tamil.

The Dyaks of Sarawak and Sabah speak their own vernaculars and live a subsistence life following slash-and-burn horticulture. Except for some intermarriage between Dyaks and Chinese in Borneo, there is little mixing of cultures.14

Economy

"The economy remains Malaysia's strongest card, backed by Japanese capital, growing trade with Singapore, the current boom in the world rubber market and an economic growth rate of 5%."15 At the moment the Malaysian economy is still the most buoyant, sound and stable of the primary producers of the Southeast Asian Region.

However Malaysia, like most developing countries, has the common socioeconomic problem of wide inequalities in the distribution of income. While the economy grows stronger, 63.3 percent of all ownership of wealth and capital is owned by foreigners.16 In 1970, Malays only owned 2.4 percent of equity capital in their own country, Indians 1.1 percent, and Chinese 27.2 percent.17 The following figures compiled from the Third Malaysian Plan 1976-1980, graphically illustrates

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the high degree of inequity of income that exists between the three ethnic groups in Malaysia.

TABLE 5
INEQUALITIES EXISTING IN THE DISTRIBUTION OF WEALTH BETWEEN ETHNIC GROUPS IN MALAYSIA, 1970\(^\text{18}\)

<table>
<thead>
<tr>
<th></th>
<th>Malays</th>
<th>Chinese</th>
<th>Indians</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average per capita income per month</td>
<td>$34</td>
<td>$68</td>
<td>$57</td>
</tr>
<tr>
<td>Percentage of poor households</td>
<td>74%</td>
<td>17%</td>
<td>8%</td>
</tr>
<tr>
<td>Percentage of households in poverty</td>
<td>65%</td>
<td>26%</td>
<td>39%</td>
</tr>
<tr>
<td>Percentage of capital owned</td>
<td>2.4%</td>
<td>27.2%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Percentage of Non-corporate agriculture owned (plantations and estates)</td>
<td>47.1%</td>
<td>32.8%</td>
<td>10.1%</td>
</tr>
<tr>
<td>Percentage of manufacturing, mining and construction ownership</td>
<td>2.3%</td>
<td>92.2%</td>
<td>2.3%</td>
</tr>
</tbody>
</table>

To break what Harvard's Professor Galbriath\(^\text{19}\) terms the equilibrium of poverty, Malaysia has embarked on an ambitious economic development plan. Through the economic development of the country, particularly in exports, the Malaysian government hopes to restructure society to ensure national unity among the ethnic groups and in the process provide more opportunity for
the poor and disadvantaged to gain a larger share of the wealth. Much of the emphasis of the plan is directed at the redressal of rural poverty, and in particular the plight of the small villager, most of whom are Malays. To be more specific, a summary of the main aims of the Third Malaysian Plan are to:

Create 743,000 new jobs and thus bring down the rate of unemployment from 7% in 1975 to about 6% in 1980;
Reduce the incidence of poverty in the rural areas from 54% in 1975 to 43% by 1980 and the urban areas from 19% to 16%;
Accelerate the pace of restructuring Malaysian society by promoting the participation of the Malays and other indigenous people in the modern sectors of the economy so that they will own and manage at least 30% of the country's commercial and industrial sectors in the categories and scales of operation by 1999;
Promote at the same time the participation of other Malaysians in those sectors in which they are now under-represented; and
Advance social and economic progress of the less developed States of Kelantan, Trengganu, Kedah, Perlis, Malacca, Sabah and Sarawak.20

In this agrarian society there is an optimism that markets for Malaysia's main sources of income will continue to thrive; namely, rubber, tin, palm oil, rice, timber, copra, palm products, pineapple, pepper, iron ore, and petroleum.21

There seems a very definite notion that continued economic growth is unlimited, as the forests of the interior are razed for agriculture or mining. However, there seems little concern for replacement of natural resources, especially timber products.

In addition, large families are not seriously discouraged, although some family planning services are available.
In the sixties the economy grew by almost 50 percent, but its benefits were absorbed by a parallel increase in population of over 30 percent. Economic growth has diminished but population growth, in a country that perceives itself as underpopulated, has a birthrate running at 2 to 3 percent and a life expectancy increase from 55.8 to 63.5 years.

The cultural value of fecundity may be the factor that inhibits Malaysia's breakout of the equilibrium of poverty and its aspirations to achieve that elusive dream called progress.

However, one thing is certain. Any grandiose scheme for education expansion will come to nothing, especially in the depressed and heavily subsidized rural areas, if the national economy is unhealthy or unsound.

**Politics**

As with the history of Singapore, education has been used as a pawn in the political arena to preserve the colonial relationship under British and Japanese rule. In 1964, Inche Amminuddin bin Baki urged that the various ethnic groups call a truce in using education as a political tool. He said:

> I view with concern the different roads trodden by the Malaysian States. . . . Even today . . . we still find education not fully resolved and settled but daily becomes a matter of public controversy, a delicate and explosive political issue and not unknown to have been a gamble and determinant of many elections. . . . It is my earnest hope . . . [we] will call a truce on education and to regard matters concerning education . . . in the same spirit and neutral manner as we have regarded . . . religion.
However, since 1959, the governments have been progressively introducing Malay into the elementary up to the university levels of education. In recent years there has been an insistence on using Malay as the official language, and a conscious policy of downgrading Chinese, Tamil and English in all facets of communication—especially the schools. This has been most threatening to the fear of cultural extinction of the Chinese and Indian majority. Added to this there is a clear bias for government jobs, especially top executive positions to be filled by Malays. There is a distinct atmosphere of dissatisfaction by minority groups as they are continually passed over for scholarships, promotions or executive positions.

For example, in 1965, while in the Commonwealth forces in Sarawak, a group of Chinese students explained how university scholarships under the Columbo Plan were awarded in their district. The government reserved two out of the three places to be given to Malayan students, irrespective of academic achievement. The other top student could be from any other ethnic origin. Thus the top ten students may be Chinese but only one student was successful. The other nine students would watch two Malaya, placed eleventh and twelfth, gain scholarships. The alternative for these Chinese students was to retain the family trade, in this case dishwashing or gardening. It is little wonder that with a youthful impatience for action, these young men and women are sometimes tempted to listen to...
the somewhat exciting and persuasive rhetoric of Marx's well-worn phrase: "Let the ruling classes tremble at the communist revolution. The proletarians have nothing to lose but their chains. They have a world to win."  

The rationale for the introduction of Malay as the national language was a genuine desire for national unity and breaking off all vestiges of colonial rule of the British. However, it is seen by many of the non-Malays as a strategy to assist Malays to control the administrative and political scene as a balance to economic control of the Chinese. While there seems no obvious or substantive policy changes, there has been a softening of this policy and an admission that other languages "have a major role to play." 

In this plural society, based on mutual respect and cooperation between the three ethnic groups, there is a need for a common commitment to the national goals and aspirations. However, there seems a growing distrust of Malay-led politics that the national goals of poverty eradication, restructuring society and national security are intended to benefit only the Malays and other indigenous people. The general elections being held this month will, perhaps, answer whether such policies have imposed too much political or economic disadvantage to each of the ethnic groups.
Purpose, Philosophy and Goals of Education

Education is seen as having a multifaceted role in the creation of a society based on the ideological foundations of the Rukunegara, the document which sets out Malaysia's common values and socioeconomic goals. Education is a tool to assist in implementing the goals of the New Economic Policy with the overriding purpose of national integration and unity.31

Consistent with the traditional Koran class in the pre-colonial era where the child was taught by the Imam to behave correctly, recite and read the Koran,32 the social engineering function of education is accepted by the Islamic Malays. The new Imam is the government. Its teaching is to:

(i) strengthen the educational system for promoting national integration and unity through:

(a) the continued implementation, in stages, of Bahasa Malaysia as the main medium of instruction at all levels;
(b) the development of personality, character and good citizenship and the promotion of moral discipline through curriculum and extra-curriculum activities;
(c) narrowing the gap in the educational opportunities between the rich and poor, and among the various regions and races in the country, through a more equitable distribution of resources and facilities; and
(d) the eventual integration of the educational systems in Sabah and Sarawak into the national system;

(ii) the orientation and expansion of the education and training system towards meeting national manpower needs, especially in science and technology;
(iii) the improvement of the quality of education in order to reduce wastage and increase its effectiveness for nation building; and
(iv) the expansion of the research, planning and implementation capacity to meet the above objectives.

Elementary Education

Free primary education in each of the four main languages (Malay, English, Chinese and Tamil) is offered to all children from the age of 6+ to the age of 11+. . . . Common syllabuses and time-table are used for all types of primary schools . . . all pupils follow the same course in furtherance of the Malaysian outlook.

Bahasa Malaysia is the main medium of instruction in all primary schools. The primary school curriculum attempts to develop a national consciousness, and mathematics and science are being stressed.

The entire system is highly centralized, rigid in scope and prescriptive in nature.

Secondary Education

On completion of primary education, pupils are automatically promoted to a three-year, lower secondary program. At the end of Form III pupils sit for the Lower Certificate of Education and go on to upper secondary private or public schools or vocational schools. Two more years of academic or vocational education is provided for pupils selected on the basis of their examination results. Students who achieve outstanding results go on for two more years, divided into Arts, Sciences and Technical streams. At the end of six years of
secondary schooling students sit for a Higher School Certificate Examination and if they obtain good results may seek admission to a university. 36

Tertiary Education

Enrollments in tertiary education have increased rapidly in the last five years with an overall average increase of 136.6 percent from 13,324 in 1970 to 31,529 in 1975. 37 Introduction of Malay in many courses as the medium of instruction and favored treatment of Malays for scholarships has done a great deal to reduce the previous over-representation of Chinese students in the tertiary system. An increase of around 50 to 60 percent of Malays and other indigenous peoples in the domestic tertiary system meant a corresponding decrease in the enrollments of Chinese students. The repercussions of this policy of equalizing ethnic opportunity is yet to be felt. However, as 31,500 Malaysian students are studying overseas, and around 70 percent of these are Chinese students, an alternative is available to the economic elite. 38

There are five Primary Teacher Training Colleges of two years duration, and four Secondary Teacher Training Colleges, one of which is a specialist college and the other a technical college in West Malaysia. There are five teachers' colleges in Sarawak and Sabah. 39

There is one main university and a number of technical colleges, agricultural colleges, and polytechnics that confer
degrees or diplomas. The newly established MARA Institute of Technology is offering extension courses in various areas throughout the country. Competition for places is intense. For example, in 1968, 4,000 students applied for MARA but only 240 students were given a place. In 1971, out of 12,000 applicants and 9,000 that were interviewed for teacher training, 3,000 were selected. Demand far exceeds the facilities available.  

The Overall Education System

See the Education Pattern of Malaysia, Figure 7.

Major Problems Confronting the Educational Enterprise

With around 7 percent of the gross national product being spent on education in West Malaysia and about 3 to 4 percent in East Malaysia, Malaysia is investing a larger percentage of her GNP in education than any other Southeast Asian country. This perhaps reflects the country's high expectations of education as a prerequisite to national development.

However, in this multilingual, multiracial society there are persistent problems of confronting the successful implementation of the education plan. Firstly, the insistence on the use of Malay has tended to take a large slice of students and teachers' time as they retrain to become bilingual. The lack of qualified teachers, especially in the more remote
areas where they are needed most, is a related and prominent problem.

Secondly, curricula has had to be restructured to inculcate national objectives, while still balancing the needs of the child, the needs of the subject, and the needs of the society. The present rigid and prescriptive "packages of intent" assume the attitudes and needs of the present are those of the future. Added to this is the fact that most texts are still in English or vernacular, while teaching is in Malay and many of the older teachers are not adequately skilled or are reluctant to implement the goals of an entirely different type of national curricula.

Thirdly, although vocational and technical training is being rapidly promoted and expanded by the government, there is still the fairly common Asian complaint of preferring academic studies that lead to a "white collar" job. Education is seen by the rural majority as an escape from the toil of manual labor, not a return to it. This trend is reflected in the number of Malay students reluctant to opt for engineering, the sciences and technical programs at the University of Malaysia. For example, from 1970 to 1975, only five Malays enrolled in Engineering, while there were 365 Chinese, and 22 Indians and other ethnic groups; in Applied Sciences, there were 188 Malays but 1,222 Chinese and 101 Indians and others.  

Although Malaysia has one of the lowest wastage rates in elementary education in the Southeast Asian region, school
dropouts, absenteeism and under-achievement, especially in the rural areas, is hindering economic equality through education for the Malay and indigenous people. A contributing factor to this dilemma is that widespread illiteracy and traditional lifestyles reinforced by the older generation in rural areas is often contrary to the goals and values voiced in the curriculum. Many of these areas which attempt to reorientate the attitudes of the young and old, have been given to the Ministry of Agriculture's Community Development Division. They are receiving extensive financial support to implement nonformal education programs in an attempt to change the attitude of rural and disadvantaged groups towards the value of the current socioeconomic policies of Malaysia.

ADULT EDUCATION AND THE INSTITUTIONS INVOLVED

Official Roles, Philosophies and Goals for Adult Education

In Malaysia the education of adults is undertaken by both the Community Development Division of the Ministry of Agriculture and Rural Development and the Ministry of Education. Each ministry has clearly defined roles and objectives for their different functions.

The Community Development Division has two primary goals:

(a) To change the attitude of the community so as to be more development orientated, to be ready and able to participate actively in the social, economic and political development process of the nation;
(b) To promote self-reliance in the community so
FIGURE 7
EDUCATION PATTERNS OF MALAYSIA

AGE 6 11 PRIMARY 12 13 14 LOWER SECONDARY 15 16 UPPER SECONDARY 17 18 SIXTH FORM

Key to symbols
△ PRIMARY & EXAMINATION
○ JUNIOR CERTIFICATE
□ SCHOOL CERTIFICATE
● HIGHER SCHOOL CERTIFICATE
□ SENIOR CERTIFICATE

SABAH

AGE 6 11 PRIMARY 12 13 14 LOWER SECONDARY 15 16 UPPER SECONDARY 17 18 SIXTH FORM

Key to symbols
△ SECONDARY ENTRANCE EXAMINATION
○ SARAWAK JUNIOR CERTIFICATE EXAMINATION
□ CAMBRIDGE SCHOOL CERTIFICATE EXAMINATION
● HIGHER SCHOOL CERTIFICATE EXAMINATION

SARAWAK

AGE 6 11 PRIMARY 12 13 14 LOWER SECONDARY 15 16 UPPER SECONDARY 17 18 SIXTH FORM

Key to symbols
△ LOWER CERTIFICATE OF EDUCATION
○ MALAYSIA CERTIFICATE OF EDUCATION/OSC
● HIGHER SCHOOL CERTIFICATE
□ TRADE/VOCATIONAL CERTIFICATE

NOTE:
Private schools exist in all territories but are not shown in this chart.
For post primary stages, an extra year or years must be added for those proceeding from remove classes, etc., etc.

W. MALAYSIA

1 Source: Ministry of Education, Kuala Lumpur
that they can themselves effectively undertake the responsibility of improving their own economic and social conditions.46

To achieve these goals three main nonformal education strategies have been adopted; that is:

(i) Preconditioning the community so they are more ready and capable to receive and support development programs and arouse their interest and awareness of the benefits of a particular service. This interest is then stimulated until extension agencies can come in with specific projects. There is a belief that this innovator function will help the community adjust and accept change brought in by other agencies.

(ii) Develop the initiative of a particular community to actively participate in improving their own living conditions. While ideally it is believed that this should come from the villagers' own initiative, it is realized that this initiative often needs to be nurtured and aroused. Great efforts are being made to dispel the old negative notion that the government is willing to provide amenities which can be provided by the villagers themselves. In essence, the community is being made to realize its own potential and use it, instead of putting their hand out to the government as was the practice in the more paternalistic colonial era--the days of the free handout have passed.

(iii) Underpining the efforts of other agencies so the community is a little better prepared to cooperate with the more conventional extension services of government. If
extension services are not available the community development officer acts as a "technical first-aider" until appropriate and specialized assistance can be obtained.\textsuperscript{47}

The basic philosophy underlying this approach to adult education is that this strategy and the programs and projects of the Community Development Division will indirectly benefit the entire rural population. Leadership and initiative is nurtured and developed. The benefits of this approach cannot be neatly measured in terms of material achievement. Rather the qualitative, less tangible resources of human resourcefulness, of community cohesion and self-reliance and a sense of social and political responsibility are the benefits of this nonformal strategy.

Some specific programs benefit youth, women and preschool age children as it is believed the roots of changes in attitude and behavior extend through participants to the whole family.\textsuperscript{48}

However, this form of adult education is not a substitute for more orthodox education, but it does help to strengthen the base of the process for the acceptance of change and thus makes learning in the formal setting more meaningful and of benefit to the learner.

The second role of adult education is the more traditional further education classes where school dropouts or working adults continue their secondary education to prepare for one of the many levels of government examinations.
## Structure of Adult Education in Malaysia, 1977

**Cabinet**

<table>
<thead>
<tr>
<th>Ministry of Agriculture and Rural Development - Community Development Division</th>
<th>Ministry of Education - Further Education Division</th>
</tr>
</thead>
<tbody>
<tr>
<td>HEADQUARTERS - Kuala Lumpur (Planning, programming and Strategies)</td>
<td>HEADQUARTERS - Kuala Lumpur (Secondary Division)</td>
</tr>
<tr>
<td>State Professional Officer (Administration, finance, planning and supervision)</td>
<td>Supervisor</td>
</tr>
<tr>
<td>Supervisors of Districts (2-5 per district)</td>
<td>Principal</td>
</tr>
<tr>
<td>Village Workers (leaders, teachers)</td>
<td>Secondary Teachers</td>
</tr>
</tbody>
</table>

*There are also 4 Women Training Centers for training women for community work at all levels.*
The Scope and Nature of Adult Education

All programs conducted by the Division of Community Development are interrelated, "each helping to complement and strengthen the other in order that a sound, all round community development is achieved." It was pointed out that as the Division is somewhat new, there is still political infighting about the Division's power as a coordinating body. Some extension agencies still are a little suspicious that the Division will supersede their own programs, or if too successful, gain a larger share of scarce finances. However, a study of the following programs and policies of the Division will make it clear that the nature of its activities is to influence the attitudes of rural people as a prerequisite for development, not the actual implementation of extension programs.

1. Family development program. This program is aimed at utilizing women's full potential to influence socioeconomic and cultural changes. It is interesting that in a male-dominated Moslem culture, it is the women, the "Pemaju Kampung" or villager developer, that is the one who is the focal person to bring progress and change at the village level. The Pemaju Kampung is the grass root agent of the Division to help people help themselves.

Rural girls who have completed some secondary school, between the ages of 17 and 35, undergo an intensive three-month course in home economics for rural women. They then
return to their villages and become "neutral" people who are identified with their people in the "we" "they" arguments about government development policies. They are paid about $US2.00 per month from the government, for the rest they must rely on community support.

"Her task is to 'strengthen the base'--the rural women--and make them ready for rural economic development."\(^{53}\)

Her focal activity is the nonformal classes she holds in the local community center, prayer house or in someone's home. Her four major roles are:

(i) Her ascribed role as a home economics teacher in the classroom, with an emphasis on family health and nutrition;

(ii) Her ascribed role as a home economics demonstrator in agriculture, sewing and handicrafts so families can save money in meeting their own needs or supplement their family income;

(iii) Her implied role in assisting other workers, and other agencies;

(iv) Her natural role in her own home, and through example as her own children benefit from sanitation, hygiene and savings from growing their own vegetables, she gently inspires the gradual modernization of certain aspects of the village.\(^{54, 55}\)

2. Preschool children program. Most Pemaju Kampung are also sent to one of the four Women Training Centers for a further three to five months to learn preschool teaching
and further handicraft and tailoring skills. On a visit with Ms. Puan Juriah, Principal of the largest of the Women's Training Centers, it was explained that preschools in Malaysia were first initiated for the children of Indian workers on the rubber plantations. Later, the British established them for their own children, and there are now private Chinese preschools. As kindergartens are unsubsidized by the government, most Malays could not afford to pay the $M100 per term. Yet in large towns, there are over 500 preschools with an enrollment of over 40,000, while another 450,000 rural children of nursery age are disadvantaged.

With the new political goals to even up the economic and social benefits of society, more emphasis and a small budget has been directed towards giving the rural Malay pre-primary child the basic habits and principles of learning, so they can more easily adjust to the very foreign formalities of a Malay classroom. This type of strategy "to catch 'em young" is vital for rural development when it is considered that according to Low Eng Sim, "We have to stream them (Standard One) because it is impractical for a teacher to go at three different speeds to accommodate the various levels of readiness in her class."

A city preschool teacher pointed out that if the government wants economic development, what does the new nuclear family of the city do with their children? When both parents work, a sister or relative lives with them to raise and enculturate the child--usually in rural norms. On the
other hand, a preschool Pemaju Kampung, teaching in a small grass hut on the isolated West Coast, improvised extensively using bush materials and was so glad that she had enough funds to ensure that the small Malay children of this depressed area had one balanced meal a day--cooked by her from food supplied from the community.  

The PK is the super-girl of development, tactfully peering into cooking pots to see if mothers are feeding their children correctly, frustrated at the vandalism to her small room or precious equipment, isolated from colleagues, and never really being able to let her hair down in a community where she must be an example both in and out of the classroom. It is little wonder that the turnover of staff is high and enthusiasm and imagination sometimes wane in the village situation, but as Puan Juriah commented, as the girls are taught to keep an open mind on improvisation of aids, things are slowly improving.

3. Adult education programs. This is one of the most important functions of the Community Development Division. It was freely admitted by a number of specialists in this area that an extremely large and expensive literacy program about ten years previously was a huge failure. Villagers were subjected to intensive literacy programs which were written for children. The content and literacy skills could not be readily applied to the everyday struggles to eke out a living. It seems villagers were not interested to know
that "cats sat on the mat," or "Jack ran up the hill." Little transfer was effected and newly "imposed" skills were soon extinguished. With such resentment and a negative attitude towards similar programs now just subsiding, smaller, more cautious approaches are being planned. At the moment a research group is working on the Thai program of adult literacy, and hoping to adapt it to the Malaysian situation. One point is sure. If people are to become literate, content and approaches must be appropriate to the adult villager and some literature must back up these newly learned reading skills or such skills are seen as unnecessary.

However, at the moment, adult education programs comprise four major activities:

(i) Basic literacy classes which are confined to Sabah and Sarawak where large numbers of school dropouts have been found to be basically illiterate.

(ii) Functional literacy classes with the assistance of international experts to relate curriculum to the functions or livelihood of those being educated.

(iii) Work-orientated classes which fall into two main categories: (a) instruction and demonstrations in traditional rural occupations to help villagers carry out their tasks more effectively, and (b) introduction of new vocational skills to get some basic knowledge, obtain employment, embark into business activities, or to save on production expenses.
(iv) Religious and moral education that stresses the positive aspects of the teachings of Islam that are connected with development and economics. This seems to be implemented through the village headmen or religious leaders.\(^6\)

4. **Rural libraries.** This particular program seems to be an intent rather than a reality. No facilities were observed that had any significant resemblance to a library. Any small centers that did have several old pamphlets or books were reluctant to let anyone read them for fear of damage by vandalism from many of the illiterate school leavers.

However, its intent is to provide reading materials so new adult literates will not relapse into illiteracy; provide children with books; provide information on rural problems and simple techniques as well as inculcate reading habits among rural people, especially the young. Hopefully village committees will operate and supervise the libraries.\(^6\)

5. **Economically viable community projects.** To encourage villagers into the economy, any adult education program is developed and guided into a viable community project. For example, classes on poultry farming are followed up, when possible, to produce chickens for sale and share the profits among the class members. Classes on motor mechanics are developed into small business ventures, charging competitive fees for services rendered.

In the future it is hoped that Community Development Centers will be established to effectively utilize village
resources and skills as well as provide facilities for other community activities.\textsuperscript{62}

Cooperatives are closely interrelated with most activities of the Division when "mini cooperatives" sell produce of the class or even finance the class. The Division workers try to establish markets for rural produce but only offer advice, act as consultants and shape attitudes. They do not give free handouts or attempt to gain financial aid for the villagers. In essence, it is the attitude of self-help and self-reliance through the Malay villagers' own initiative that is of paramount importance.

6. Training community leaders. Key men and women, young and old, are given short one- or two-week nonformal training sessions. The purpose is not to provide knowledge but to arouse interest and awareness in the types of development that might benefit their own community as well as some practical ways to gain assistance. A leadership course for members of the Village Development Committees also gives practical ideas on how to organize or manage projects that a village has chosen to pursue.

Sharing a Malaysian style end-of-course dinner (that is, where one only picks up food with the fingers of the right hand as is Islamic custom) at Kota Baru for village instructors, there was an obvious informal but enthusiastic atmosphere of graduates. No instructors had any formal schooling nor did they get paid for the course. But they
### TABLE 6
STATISTICS FOR ADULT EDUCATION ACTIVITIES
IN MALAYSIA, FEBRUARY 1977

<table>
<thead>
<tr>
<th>NEGARI (State)</th>
<th>Vocational</th>
<th>Literacy</th>
<th>Religious</th>
<th>*Index</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>K</td>
<td>P</td>
<td>G</td>
<td>K</td>
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<tr>
<td>Perlis</td>
<td>182</td>
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<td>3667</td>
<td>83</td>
<td>685</td>
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<td>8009</td>
<td>193</td>
<td>644</td>
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<tr>
<td>Selangor</td>
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<td>9860</td>
<td>400</td>
<td></td>
</tr>
<tr>
<td>N.Sembilan</td>
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<td>3745</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Melaka</td>
<td>127</td>
<td>3250</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td>Johore</td>
<td>892</td>
<td>17840</td>
<td>271</td>
<td></td>
</tr>
<tr>
<td>Pahang</td>
<td>368</td>
<td>6704</td>
<td>184</td>
<td></td>
</tr>
<tr>
<td>Trengganu</td>
<td>213</td>
<td>4239</td>
<td>173</td>
<td></td>
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<tr>
<td>Kelantan</td>
<td>419</td>
<td>7073</td>
<td>260</td>
<td></td>
</tr>
<tr>
<td>Sabah</td>
<td>26</td>
<td>460</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>Sarawak</td>
<td>46</td>
<td>1214</td>
<td>40</td>
<td></td>
</tr>
</tbody>
</table>

| JUMLAH (Total) | 3683 | 7941 | 2002 | 925 | 26202 | 819 | 2769 | 56552 | 1373 |

| JUMLAH (Total) | 1497 | 35443 | 962 | 662 | 15685 | 428 | 80 | 40000 | 80 |

**BUTIR-BUTIR AKTIVITI KENAIKAN PERAKHIR PADA BULAN FEBRUARI 1977**

<table>
<thead>
<tr>
<th>NEGERI</th>
<th>Vocational</th>
<th>Literacy</th>
<th>Religious</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>K</td>
<td>P</td>
<td>G</td>
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<tr>
<td>Kedah</td>
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<td>5805</td>
<td>96</td>
</tr>
<tr>
<td>Penang</td>
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<td>2492</td>
<td>49</td>
</tr>
<tr>
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<td>5256</td>
<td>112</td>
</tr>
<tr>
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<td>248</td>
<td>6200</td>
<td>230</td>
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<tr>
<td>N.Sembilan</td>
<td>77</td>
<td>1630</td>
<td>43</td>
</tr>
<tr>
<td>Melaka</td>
<td>81</td>
<td>1306</td>
<td>22</td>
</tr>
<tr>
<td>Johore</td>
<td>158</td>
<td>4852</td>
<td>138</td>
</tr>
<tr>
<td>Pahang</td>
<td>104</td>
<td>1884</td>
<td>68</td>
</tr>
<tr>
<td>Trengganu</td>
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<td>1567</td>
<td>53</td>
</tr>
<tr>
<td>Kelantan</td>
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<td>78</td>
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<tr>
<td>Sabah</td>
<td>4</td>
<td>120</td>
<td>4</td>
</tr>
<tr>
<td>Sarawak</td>
<td>32</td>
<td>1163</td>
<td>32</td>
</tr>
</tbody>
</table>

| JUMLAH (Total) | 61 | 1376 | 37 | 32 | 681 | 19 | 4 | 2000 | 4 |
| K | 215 | 5805 | 96 | 106 | 1984 | 51 | 5 | 2500 | 5 |
| P | 120 | 2492 | 49 | 33 | 914 | 28 | 3 | 1500 | 3 |
| G | 218 | 5256 | 112 | 54 | 1499 | 40 | 9 | 4500 | 9 |

| JUMLAH (Total) | 4500 | 9 | 14 | 4200 | 980 | 14 |
| Kg | 158 | 4852 | 138 | 97 | 2995 | 52 | 15 | 7500 | 15 |
| Pdk | 104 | 1884 | 68 | 82 | 1914 | 53 | 9 | 4500 | 9 |
| Rs | 73 | 1567 | 53 | 40 | 1062 | 36 | 8 | 4000 | 8 |

| JUMLAH (Total) | 15685 | 428 | 80 | 40000 | 80 | 191 | 56800 | 13370 | 191 |

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were acknowledged by a free photograph of the course participants, free food, transportation and lodging for nine days. Simple but informal recognition of the village leaders and instructors helps install a more cooperative and positive attitude to the government's rural development policies and programs.

7. Self-reliant village schemes. This, in reality, is the culmination stage of all the other activities which have helped shape and precondition villagers to identify their own specific problems and want to do something about them. Where possible, the villagers' own cooperation, skills and resources are utilized for any scheme or plan of action. At this stage other government agencies may be called in to assist in technical advice, but hopefully not to swamp the villagers' own efforts to better themselves in the way they feel is most appropriate. It would seem that this is the time when conflicting philosophies between extension agencies, steeped in their own technical or developmental bias, begin to clash and sometimes diminish the impetus and enthusiasm of the villager.64

Professionalization and Organization of the Field

In the more traditional further education of adults, effectiveness is decreased by the lack of qualified staff. Also, there is a lack of training in realizing the unique needs of the adult learner. In short, it is an avenue where
secondary teachers can pick up some extra money, and students can pass an examination to rejoin the formal education system.

The Community Development Division's own appraisal of its manpower is that "there is sufficient know-how and experience to carry out all these programmes [sic], though the actual manpower as it stands now could benefit much by more academic training in community development and exposure to specialized areas within the field."\textsuperscript{65}

Perhaps the old proverb that exhorts others to do as I say, not do as I do simply does not apply to the community developers. A brief glimpse at the profiles of several of this special brand of adult educators may give some empathy for the academic and personal qualities of administrators of the Community Development Division.

Firstly, appropriately starting at head office, Kamarudin Mat Tanda, a senior administrative officer, was extremely diplomatic, professional and refreshingly open and honest about the role and functions of the Division. Holding a Master's degree he is assisted by a bright young woman graduate who is the research officer and the first woman to hold a position on the staff. The Division publishes its own professional booklet which usually contains excellent coverage of a program in a style that is unencumbered by the traditional reporting norms of academe. A quarterly magazine to keep community developers in touch with current happenings and trends is printed only in Malaysian.
Secondly, Puan Juriah, Principal of the Family Development Women's Training Center at Kuala Lumpur, was representative of the type of leadership provided for women fieldworkers. A traditionally orientated Malay, she holds a degree and teacher training. As is the communicative style of most Malays she was first interested in her guest as a person, his family and interests. She herself is a grandmother, has a daughter who lectures at a Physical Education College, and brings her sister's child, whom she adopted, to work with her, yet at the same time is a tough and demanding administrator. Her greatest interest is in the need for the Pemaju Kampung to be able to improvise aids and materials from village materials. Her institution is a creative, interesting and an immaculate model for her trainees. However, as a realist she knows the skills the women learn at the center are not put into practice in the field. This was consistent with my own observations, and I would agree that somehow the enthusiasm to blend imagination and hard work must be encouraged as a desirable attitude and behavior. Splendid coffee, Malaysian rice cakes and rice puffs tend to bias any researcher, but the gracious professional courtesy and pragmatism of this adult educator says much for the quality and future of the adult education movement in this country.

Thirdly, and lastly, the Director of the States of Trengganu and Kelantan on the impoverished East Coast, Abdul Halim Bin Ahmad, is forty-nine years old, married with two

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children and a keen skin diver. Most conscious of his health, he hopes to avoid heart disease that he has seen take the lives of many of his contemporaries in other departments. He travels hundreds of miles between the state capitals, and because of his absence from home his wife sometimes accompanies him. For two years he has been administrating two states, as a suitable director cannot be found to fill the vacant position. This perhaps is a comment on the depth of professional skills in the Division. Although attending a prestigious private school and undertaking teacher training in Britain, this level of academic training is not sufficient for further promotion. Within the field, this was a common anomaly in the system of education, but one that is government policy. From the older professional's point of view, this is discouraging since continuing education is not at all accessible, nor is there adult admission to university, nor is the cost of further professional development within reach. This seems a dilemma of this particular organizational structure: the more experienced but less formally educated field officer who has close grass roots contacts is being superseded by younger, more formally educated officers to make policy about nonformal strategies which he has rarely experienced.

Evolving and Developing Patterns

It is apparent that Malaysia, with its multilingual and multi-cultural population who choose to coexist but are
being encouraged to integrate for national unity, has its own special problems. Political survival depends on different ethnic and socioeconomic levels of society learning mutual respect, understanding and empathy towards each other until some more equitable distribution of goods and services can be implemented by the government. Stability and peace can be destroyed by impatience and by ignorance. Discontent among the have-nots, the deprived, the dropouts, and the disgruntled against the present government's development strategies is fostered in the rural and urban areas by an organized and very real Communist threat.

Malaysia has witnessed the bloody aftermath and heartbreak of other Southeast Asian countries where military conflict between rival political camps has been the solution to rapid change. There has evolved in Malaysia a clear alternate for survival: the battle for the hearts and minds of the rural majority and urban disadvantaged is being waged using the nonformal educational strategy of community development.

There is a conscious effort to reestablish grass roots contact with the rural masses by the presence of a government agency that seems genuinely concerned with the welfare of the Kampung population. An emphasis is on preschool education to ensure a healthier and better adjusted child to the realities of rapid change. This concrete but often token display of government concern is backed by the increasing involvement and recognition of women as animators and leaders in the
process of attitudinal change. The village workforce is being slowly retrained in small scale but appropriate modern technology. With learning comes the very concrete reinforcement that a better understanding and mastery of vocational skills does provide immediate economic and social payoffs.

By coordination of various agencies, villagers are being led to self-reliance at their own pace. Economic successes, however small, are reinforcers in establishing the battered pride of the villager. In the total educational policy, the government seems aware that "the quickest way to increase productivity in the less developed countries is to train the adults who are already on the job. Education for children is fine, but its potential contribution to output over ten years is small compared to the potential contribution of efforts devoted to improving adult skills."66 The villager, on the other hand, ascribes great importance to the education of the young. A certificate is still the stepping stone to success and economic prosperity for the family of the recipient of the educational prize. With education of the young always a very keen political issue, any government is forced to balance the needs of the young and the adult in its educational policies.

There is an increasing pattern of the use of flexible, nonformal educational strategies to establish effective communication with the grass roots of the population and provide an immediate impact on the adult population to help them
adjust and progress in a rapidly changing world. There is a
trend to resort to tokenism and a potential that the communi­
cative and administrative flexibility and empathy with the
villager will be overwhelmed by the bureaucratic rigidities
of a centralized system of education--a system where a
certificate, not a proven ability, is becoming the criteria
for selection of policymakers. One hopes this is not a tale
of too little too late.

MAJOR INNOVATIONS OR CASE STUDIES

Sport and Cultural Activities: A Strategy for Integration and Initiative

To further strengthen the national cultural identity, the Division of Culture, Youth and Sports cooperates with all other agencies to disseminate and enrich different aspects of the country's cultural heritage. As the Declaration of the Montreal World Conference on Adult Education stated, the need for vocational or technical training is not enough but must be balanced by the qualities of the spirit and mind, and a heritage of values and judgments. Healthy societies are composed of men and women, not robots--man is a many-sided creature and has many needs. Thus the role of the Ministry of Culture, Youth and Sports is the qualitative aspect of the nonformal educational strategies towards development goals. The Ministry is responsible for the promotion and
general assistance with sports on a national and local level and only assists the national bodies and organizations when requested. It runs courses in the districts through a State office, many to train town or village coaches. Badminton is played in every space that is available, while soccer, basketball and the traditional game of sepak takraw are also very popular. The policies of national sports are:

- To provide a healthy society through sport
- To create a united nation
- To promote the skills of a particular sport
- To provide sports for the masses rather than the skilled elite.  

It was observed that in the rural areas, sports are the main recreation of the young villager. To combat the drift of the rural youth to the cities, an active campaign is being made through the village youth groups to organize more attractive cultural and sporting activities to make living in the village more attractive. With economic development comes a little more leisure time and without some form of cultural expression or recreational pursuit, what is the use of more money?

The nonformal educational process of cultural activities cannot be underestimated. The initiative and resourcefulness of village youth groups demonstrated clearly the ability and progressive attitude of motivated groups of people. The increased confidence and self-esteem of young illiterate men and women who are given a chance to travel to other districts,
states and countries is of immense value. In Penang I met a young illiterate village man who, after being chosen in a State sporting side, was coming into the office to learn to read in preparation for the forthcoming trip. Cultural and recreational activities, at all levels, are uniquely egalitarian learning experiences that foster mutual respect, integration and initiative so important in such a socially and culturally divisive society.

The East Coast Fishermen: An Experiment in Resettlement

Since 1975, there has been a gradual drop in the total catch of sea foods, while the demand for Malaysia's main source of protein is rising. About 20,000 fishing boats venture out from seven to fifty miles from Peninsula Malaysia. About 80 percent of the boats are mechanized, but the other 20 percent use traditional nets and sail for their inshore fishing. In short, the inshore waters have been fished out and large expensive trawlers need to venture over one hundred miles to ensure an economic catch. Although the government is pumping $M93.8 million in the next four years to help the fishermen, most of the money will be directed to developing the fishing ports of the East Coast and the building of large trawlers for deep sea fishing. Thus, with too many fishermen and too little fish, the government has embarked on a policy to discourage the small fishermen who are going deeper in debt and is attempting to relocate them.
Outside Trenegganu there is the first of such a self-help relocation program. Seven families of fishermen approached the government for help to survive. The government had forty-five acres of barren land and suggested they could settle there. Pigs continually ravaged any crops and the fishermen's requests for guns or poison were refused. The fishermen spent three months building a stockade of logs around the entire area so the government agreed to lend them the land and supply seeds and advice until a transition was successful.

Through trial and error on barren sandy soil the fishermen made a profit of over M$11,000 between the seven families. This motivated them to continue. Talking with the farmers through the Community Development officer it was learned that diseases had recently hit the crops of watermelon, tobacco and pineapple, and it was far too dry to plant vegetables. Other crops of papaya, chilli and taro were grown but with little shade, no system of rotation or fertilizers and the rapid depletion of the soil fertility through leaching of the soil, it seems that prospects would not be too bright in the future.

However, the fishermen have adapted well in this hostile and foreign environment. Through the help of the community developers and Pemaju Kampung, women attended classes in home economics, their children attended preschool and the menfolk were busy and just keeping ahead. New zinc sinks with plastic pipes underground were used instead of
throwing the rubbish under the house for the fowls and pigs. The use of a table, clean water to wash feet before entering the house, mosquito nets, and better ventilation, as well as the use of traditional utensils, all contributed to better health. Siting the latrine downhill from the house, and below the well and water table may seem simple precautions, but to the fishermen it was a major technological breakthrough and a direct spinoff from the nonformal education strategies gently put forward by the village developers.

Although in the Western world we have dramatic technologies that can destroy mankind or conquer space, to the villager it is the simple and appropriate technologies that are important for his survival and improvement of his quality of life. The type of limited approach and realistic objectives used by adult educators in this rural setting seems a logical first step in any developmental project of this nature.
ENDNOTES


5 Thompson, Other Lands, Other Peoples.

6 Miller, Education in South East Asia, p. 165.

7 Wong and Hong, Education in Malaysia, map 1.

8 Miller, Education in South East Asia, pp. 166-169.

9 Ibid.

10 Ibid.

11 Wong and Hong, Education in Malaysia, p. 50.

12 Miller, Education in South East Asia.


14 Thompson, Other Lands, Other Peoples.


17 Ibid.

18 Ibid., pp. 4-7.


22 Onn, Third Malaysia Plan, pp. 2-4.

23 Ibid.

24 Ibid., pp. 418-419.

25 Wong and Hong, Education in Malaysia, p. 153.

26 Ibid., pp. 176-177.


30 Radio Australia, Correspondent's Report, Short Wave Band 31m, heard Montana time 3 a.m., June 7, 1978.

31 Onn, Third Malaysia Plan, p. 384.

32 Miller, Education in South East Asia, pp. 169-172.

33 Onn, Third Malaysia Plan, p. 391.


35 Ibid.


37 Onn, Third Malaysia Plan, p. 387.
38 Ibid., pp. 287-406.
39 Ibid.
42 Onn, Third Malaysia Plan, pp. 402-403.
44 Miller, Education in South East Asia, pp. 183-185.
45 Francis Wong, ed., Teacher Education in ASEAN (Kuala Lumpur: Heinmann Educational Books, 1976), figure 3.
48 Ibid., pp. 8-9.
49 Information from Kamarudin Mat Tanda, senior community development officer, personal interview, Kuala Lumpur, Malaysia, June 6, 1977.
50 Community Development Division, Risalah Kemas No. 1, p. 8.
52 Ibid., pp. 1-5.
54 Bakar and Ibrahim, "The Pemaju Kampung."
55 Community Development Division, Risalah Kemas No. 1, pp. 2-3.
56 Bakar and Ibrahim, "The Pemaju Kampung."
57 Sim, "Kindergarten."
58 Ibid.

59 Hajjah Halimath, Dato Othman and Denise Faber, "TBK Concept - Learning by Discovery," Risalah Kemas No. 3 (Kuala Lumpur: Community Development Division, Ministry of Agriculture and Rural Development, 1975), pp. 5-7.

60 Community Development Division, Risalah Kemas No. 1, pp. 4-5.

61 Ibid., p. 5.

62 Ibid., pp. 5-7.


64 Community Development Division, Risalah Kemas No. 1, pp. 7-8.

65 Ibid., p. 8.


67 Onn, Third Malaysia Plan, p. 424.


69 Ministry of Culture, Youth and Sports, Seminar, Kebangsaan University 1972 (Kuala Lumpur: Ministry of Culture, Youth and Sports, 1972), pp. 2-5.


71 Ibid.
Chapter VII

ADULT AND NONFORMAL EDUCATION
IN THAILAND

OVERVIEW: CULTURAL AND NATIONAL BACKGROUND

Geography

Thailand lies in the center of the Southeast Asian peninsular and occupies an area of about 200,000 square miles. In the northwest rugged mountains separate it from Burma. Laos is on the northeast, Cambodia on the east and Malaysia to the south.¹

The Chao Phraya River, crisscrossed by thousands of small streams and canals flows for several hundred miles southward through the Central Plain, eventually emptying itself into the Gulf of Thailand. This canal and river system is used primarily for irrigation and drainage but it also serves as the major arteries for domestic commerce and transportation.²

The great Mekong River, which flows from China to southern Vietnam, for much of its length forms Thailand's border with Laos and Cambodia.

Thailand has a tropical monsoon climate, characterized by high temperatures ranging from 78⁰ to 87⁰ and high humidity. The rainy season lasts from mid-May through mid-September and the dry season from November through mid-March. Some places receive up to 165 inches of moisture per year.³
FIGURE 9
RELATIVE GEOGRAPHIC LOCATION OF THAILAND
Demography

In 1977 the population was 43,290,000. In the last two decades Thailand has had a population explosion with a "growth rate of 3.1%, a national school age population growth rate of about 3.3%, and a school population growth rate of about 5%."

The majority of Thais are descended from people who came from China about one thousand years ago. They share many of the physical characteristics of Malays and Philippinos.

Minority ethnic groups include some three million Chines, 700,000 Malays and 400,000 hill tribesmen. The hill tribesmen live in the mountains of the north; the Malays in the South, particularly those provinces near the Malaysian border; and the Chinese tend to be found in Bangkok and provincial towns, and are usually engaged in commerce or skilled trades.

Almost 85% of the total population live in rural areas. Half the population is under twenty five years old. This younger section of the society are constantly influenced by new technologies and ideas of the developed world. They often show a general dissatisfaction with Thai society in general, and the education system in particular. This has placed great strains on traditional Thai culture and values.

History

The Thai people had their original home in the Yangtze Valley in Southern China about 500 B.C.. In the thirteenth century they moved into what now makes up Thailand.

For centuries Siam was engaged in territorial warfare with the Cambodians, Peguans and Burmese. The incorporation of lower Cochin China, Annam and Tonkin
by the French and the gradual annexation of Burma by the British in the nineteenth century eliminated the danger of territorial encroachment from Siam's old rivals.11

In 1809 (Thailand) granted the Portuges the right to trade . . . , allowed French missionaries to return, and permitted American missionaries to come into the country . . . The Americans in turn introduced the first printing press and developed the art of printing Thai letters.

It was during the reign of King Rama V that the greatest development took place in Thailand. King Rama V abolished slavery, organized a Civil Service System, revised the judicial system, developed postal and telegraph services, gave Thailand its first railroad, established schools and began the practice of sending the most promising students to Western countries to continue their education.

Until 1925, Thailand had been ruled by an absolute monarchy. However, in 1932, during the reign of King Rama VII, a group of army officers staged a bloodless coup d'etat and were granted a constitution. This constitution, which forms the basis of the present government in Thailand provided for a parliament with one-half of its members elected and the other half appointed.12

During World War II, Thailand had little choice but to move into the Japanese orbit. With peace, Thailand became a member of the United Nations, SEATO, and a staunch ally of the Western bloc.13

Culture

With slightly more than 90% of the population Buddhist, a philosophy of tolerance and kindness has tempered the influence of many of Thailand's authoritarian regimes.14

Since the 12th century they have subscribed to the "Hinayana" or "Thervada" sect of Buddhism which teaches that salvation can be earned through individual effort. The Chinese are usually "Mahayana" Buddhists (who believe salvation can be reached through faith), Taoists or Confucianists, or a mixture of these religions.15
The church of Wat (as it is called in Thai) comes next in importance to the family in rural life. Besides obvious religious activities, a Wat may carry out the functions normally associated with the following: recreation centre (sic), hospital, dispensary, school, community centre (sic), public utility, community warehouse, equipment rental service, employment agency, news agency, social welfare agency and information centre (sic).16

The Thai language, like the Thai people, has assimilated and adapted to influences of its neighbors. "Thai is related phonetically to the Chinese, uses written characters derived from the Cambodian alphabet, which is based on the ancient Sanskrit of India."17

Thai is spoken everywhere, except for the hill tribesmen and many of the Malays. Thailand is a realively homogeneous culture that seems to be in a transitional stage. The less favored rural people are drifting into Bangkok and other cities. They are prepared to pay the price of urban crowding, crime, rigid night curfews and unemployment in order to obtain superior health services and educational services for their families. There seems a widening schism between the culture of the urban and rural dwellers.

Economy

Thailand is mostly agrarian. Rice is the main staple and is supplemented by sugar cane, bananas, pineapple, lichi nuts, mangoes and fish.18 Other important products are rattan, orchids and forestry products. There is some mining of tin, manufacture of paper, textiles, sugar, matches, tanning and metal work. Thailand is the second in size for the
the export of rice, yet most rice is planted by hand, furrowed by water buffalo and harvested by sickle.\textsuperscript{19}

Despite some encouraging prospects, there is heavy unemployment and services are centralized in urban areas. Most rural homes have no electricity, running water, sanitation, limited educational opportunities and few medical services or facilities. The rural dweller is economically disadvantaged in comparison with his city brother.

At the moment there is a surplus of unemployable graduates who hold some education certificate but few skills that are in demand. Since the turn of the century education has been perceived as the answer to material welfare and social mobility. Unfortunately it has only tended to benefit the already established economic elite.

Some of the Thai government's most aggressive economic policies seem to become top heavy. The majority of benefits are absorbed by a large bureaucracy that gobbles up much of the finances meant for the rural villager.

**Politics**

Thailand is the only country in the Southeast Asian region that has retained its independence through the European expansionist period. Thailand still maintains a constitutional monarchy. King Bhumibol Adulyadej and his Queen are immensely popular with the people. This unique Asian royal family has become a symbol of national pride.\textsuperscript{20}
When the students overthrew the military government of "the three tyrants," (1973) they were successful in part because a modernized and liberal form of patron-client relationship had been forged between King Phumiphon and those he loves most deeply; the university students of Thailand.21

However the last ten years have seen a constant overthrow of floundering civilian administration by military coups. Western education systems have had a profound influence on the recent politics of Thailand, especially through student activists. Although the type of elitist education provided has been controlled by a Thai indigenous elite, ideas have filtered down to a growing visible and vocal middle class. If this group cannot restructure society or offer an alternative to military rule the disadvantaged rural majority may well decide to opt for more radical means of change.22

Externally Thailand is the key domino of the ASEAN countries who are desperately trying to remain free of communist ideological domination. Pressured by the United States to become involved in the Indo-China Wars, Thailand lost a great deal of sympathy and cooperation from its communist neighbors. The American withdrawal from the Asian region has left Thailand in a difficult position. She has been constantly harassed by communist incursions from Laos, Cambodia and Burma. Malaysia and Thailand troops fight a constant battle with the Chinese Communist Organization along their common borders. Refugees from the present Indo-China war can no longer be assimilated. Thousands of refugees in camps along the Cambodian border are bursting at the seams.
So far Thailand has managed to control her own internal security, but whether outside powers can be kept from intervening to protect their own national interests will depend largely on Thailand's ability to play client to more powerful patrons.

THE TOTAL EDUCATIONAL ENTERPRISE

Purpose, Philosophy and Goals of Education

Since Chulalongkorn's reign, the overriding concern of the Thai government has been to preserve the country's national independence. Thus the initial purpose of state-supported instruction was to create the maximum number of educated elite who could manage domestic and foreign affairs in a rapidly changing world.

To gain friends the aristocracy were sent to the courts of Europe. Today the children of the wealthier Chinese and Thai bureaucrats or military still travel to foreign countries for their education. During the fifties and sixties large numbers of students went to American universities. After the American withdrawal from the region, there seems a growing interest in sending students to Britain or other more neutral powers, as the balance of power ebbs and sways in the region.

The first modern school was established in 1871 to train students in the basic skills for government service.
A Ministry of Education was formed and by 1921 four years of elementary was compulsory. But until the late 1950's most elementary schools were conducted within Buddhist temple precincts. 23, 24

The borrowed European elitist education system still predominates today. Although a national scheme was launched in 1950 to put vocational education on the same plane as academic offerings, there has been a general reluctance to accept this concept. 25

The irrelevance of qualification-orientated education to the needs of modernising (sic) has well been argued. . . . Thailand presents an example of such a country in which institutions originally intended to produce a skilled elite have been expanded and multiplied to provide educational opportunities to a vastly increased number of students without adapting instruction to the needs of society. 26

The current goals of Thai education are still similar to those expressed in a National Scheme of Education statement in 1960:

1. To educate the people according to their individual capacities so that they become moral and cultured citizens with discipline and responsibility, with good mental and physical health, with a democratic outlook and with the knowledge and ability to carry out an occupation useful to their country.

2. To provide schooling for boys and girls to at least the age of fifteen.

3. To encourage boys and girls to gain knowledge and experience that will serve useful purposes in their lives.

4. To conduct education so as to serve the needs of individuals as well as of societies, providing it is in harmony with the country's economic and political system. 27

There seems a common philosophical belief at most
levels of the education system that the teacher, like the Buddhist priest of old, is the model of the cultured man -- literate and of good character and worthy of emulation.

**Elementary Education**

Elementary education is provided in only about 23% of the rural villages. The dropout and repeater rates are very high. Overcrowding, under-qualified teachers, lack of materials and textbooks, as well as end of the year examinations hamper the effectiveness of the educational process. From observation, most classes were of around 30-40 students in size, teacher directed with the use of corporal punishment to reinforce respect to the teacher. Few aids were used, although facilities were more sophisticated than those of Malaysia. Most teachers were from the same Province and lived in nearby villages to the school. A feature of the schools was the large recreational areas available to the highly regimented students.

**Secondary Education**

Three kinds of schools are offered: academic, vocational and comprehensive. However only around ten per cent of elementary pupils enter secondary school. Many large rural schools have enrolments over 2,000 - 3,500 children. Classes are from forty to eighty students. This is mainly due to a lack of funds to pay teachers as well as an inability to train certain types of specialists. Instruction emphasises the teaching of skills through rote learning and preparation for
examinations.

The 1965 World Loan Project of around US$20 million seems to have had little effect on popularizing vocational education. This was confirmed by the teaching faculty at Ubon Technical School. The town was previously a base for the United States Air Force and although they only employed tradesmen or semi-skilled labor, parents did and still do desire their children to get a white collar job. Yet the technical school with sophisticated equipment and training can almost assure students of employment after they graduate.

To create a more positive attitude towards vocational education, the Ubon Technical School allows the community to use its equipment, builds and maintains schools and is willing to offer assistance or advice when requested. It would seem that this community relations and involvement is slowly helping to change the rural people's views about the value of vocational education.

Tertiary Education

Tertiary education is available in technical and teachers' colleges and universities. A 2+2+2 ladder system of teacher training has allowed unqualified teachers to gain a maximum amount of training in the shortest possible time. In 1974 seventeen teacher or technical colleges granted Bachelor of Education degrees. Admission usually requires a minimum of twelve years schooling, a high school diploma and a personal interview.³⁰
The Overall Education System

FIGURE 10
THE EDUCATIONAL PYRAMID OF THAILAND

Grade Level

<table>
<thead>
<tr>
<th>Grade Level</th>
<th>General</th>
<th>Vocational</th>
<th>University</th>
<th>Teacher Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>18</td>
<td>1,412</td>
<td>1,133</td>
<td>8,251</td>
<td>18,910</td>
</tr>
<tr>
<td>17</td>
<td>5,309</td>
<td>5,720</td>
<td>7,178</td>
<td>30,679</td>
</tr>
<tr>
<td>16</td>
<td>1,133</td>
<td>1,697</td>
<td>2,441</td>
<td>8,063</td>
</tr>
<tr>
<td>15</td>
<td>8,251</td>
<td>2,165</td>
<td>6,942</td>
<td>19,186</td>
</tr>
<tr>
<td>14</td>
<td>18,910</td>
<td>1,055</td>
<td>14,427</td>
<td>1,578,097</td>
</tr>
<tr>
<td>13</td>
<td>5,309</td>
<td>763</td>
<td>9,253</td>
<td>3,562,486</td>
</tr>
<tr>
<td>12</td>
<td>1,133</td>
<td>1,133</td>
<td>1,133</td>
<td>171,692</td>
</tr>
<tr>
<td>11</td>
<td>8,251</td>
<td>763</td>
<td>763</td>
<td>1,578,097</td>
</tr>
<tr>
<td>10</td>
<td>18,910</td>
<td>2,165</td>
<td>2,165</td>
<td>1,055,105</td>
</tr>
<tr>
<td>9</td>
<td>5,309</td>
<td>1,697</td>
<td>1,697</td>
<td>8,251</td>
</tr>
<tr>
<td>8</td>
<td>1,133</td>
<td>2,441</td>
<td>2,441</td>
<td>1,133</td>
</tr>
<tr>
<td>7</td>
<td>8,251</td>
<td>6,942</td>
<td>6,942</td>
<td>8,251</td>
</tr>
<tr>
<td>6</td>
<td>18,910</td>
<td>19,186</td>
<td>19,186</td>
<td>18,910</td>
</tr>
<tr>
<td>5</td>
<td>5,309</td>
<td>763</td>
<td>763</td>
<td>5,309</td>
</tr>
<tr>
<td>4</td>
<td>1,133</td>
<td>1,133</td>
<td>1,133</td>
<td>1,133</td>
</tr>
<tr>
<td>3</td>
<td>8,251</td>
<td>2,441</td>
<td>2,441</td>
<td>8,251</td>
</tr>
<tr>
<td>2</td>
<td>18,910</td>
<td>19,186</td>
<td>19,186</td>
<td>18,910</td>
</tr>
<tr>
<td>1</td>
<td>5,309</td>
<td>763</td>
<td>763</td>
<td>5,309</td>
</tr>
</tbody>
</table>

Source: Education in Thailand: A Century of Experience, 1970, p. 82

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Major Problems Confronting the Educational Enterprise

The essentially elitist educational system of Thailand, focused mainly upon the acquisition of knowledge, has done little to provide practical and useful skills for the rural majority of poor rice farmers. Yet new democratic ideas have filtered through society from students who have traveled overseas, as well as radical ideas exhorted by nearby Communist neighbors. In urban and rural communities there seems a questioning of the whole structure of traditional Thai socio-economic organization.

The rapid growth of population has led to a demand for more education. The result has been a shortage of trained teachers. A great deal of political pressure has been placed on teachers and students to conform to the educational aims of the government. For example, students and teachers at all levels of education are required to wear uniforms. On one hand, this makes them conspicuous and more accountable for the use of their time and efforts. It also encourages a certain degree of egalitarianism in the education system. On the other hand, it could reflect a policy designed to identify that element of the society that has been most active in demanding more democratic participation in the decision-making process of education and society.

However, it must be stressed that Thai education policies are seriously attempting to alleviate the problems of illiteracy, to control the quality of education as well
as extend the quantity of education, and to reorientate the curricula to incorporate more appropriate vocational training.

ADULT EDUCATION AND THE INSTITUTIONS INVOLVED

Official Roles, Philosophies and Goals for Education

The original goals of adult education were to combat illiteracy and bring about an understanding of democracy. This has been extended to include vocational training, using spare time more productively and the promotion of better living conditions. Nonformal and informal education strategies are now being used extensively to promote and develop the principles of "Khit-pen."

A "Khit-pen" man is one able to adapt himself so as to be in constant harmony with his ever changing surroundings and will, consequently, be able to lead a happy life. A "Khit-pen" man can see through the problems, locate the causes or the origins of problems, and eventually identify solutions most appropriate for himself and his community.33

The four major steps to achieve these aims are to:

(1) promote "Khit-pen" capabilities;
(2) train the individual to be skillful in acquiring accurate information;
(3) provide working skills necessary for an individual to lead a satisfied life; and
(4) provide the population with proper sources of information so they can keep up-to-date on latest developments.34

There is a policy to decentralize the administrative system of the Adult Education Division. From observation, this seems more of intent than of reality at the present time.
The role of the Adult Education Division is to coordinate all adult education activities of private and government agencies. The Fourth Education Development Plan sets out the following specific tasks for adult education:

A. In terms of quality
1. To develop curricula, both short term and long term with contents that will be profitable to the society, and which will be relevant to the problems and needs of the population.
2. To train central, regional and rural staffs to be able to manage the learning process and the administrative operations according to the principles of lifelong education.
3. To create administrative, supervisory and follow-up systems that can provide support services to all nonformal education programs.

B. In terms of quality
1. To provide functional literacy education.
2. To provide continuing education at levels 3, 4 and 5.
3. To provide continuing education, through correspondence and radio programs.
4. To provide short term vocational training to semi-skilled workers.
5. To provide "interest group" type training.
6. To set up village newspaper centers in villages.
7. To establish provincial libraries.
8. Life-long education centers will be set up in every province to provide direct services to urban population and supporting services to rural population.
9. Research, Development and Training Centers in Adult Education will be set up in 4 supra-regions to conduct research, curriculum development, and the training of personnel for out-of-school activities.

The overriding philosophy of adult education in Thailand is closely committed to the lifelong learning construct using nonformal and informal educational strategies.

The Scope and Nature of Adult Education

The scope of adult education in Thailand is almost

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limitless, yet to achieve its goals the Adult Education Division receives only .94 percent of the Education budget. Some of the main programs that are carried out by the Adult Education Division are:

**Interest group programs** which were begun in 1973. A group of at least fifteen people with a common interest request a course to be presented. Classes run for five to thirty hours and include sewing, home economics, tailoring, traditional dancing, or crafts. But there seems little desire to extend these courses to the more isolated rural villages where farmers might be interested. The quality and expertise of some instructors is uncertain. This sometimes produces negative reactions from villagers who receive incorrect or poorly presented information from instructors they believe are the fountainhead of knowledge. The villagers are then reluctant to attend any further classes.

**Mobile vocational training programs** range from 100 to 200 hours and are attached to elementary schools. One to three instructors teach courses on sewing, tailoring, radio repair, motorcycle repair, hairdressing, home economics, and craft. After demand for such classes has been met, the instructors move on to another elementary school and establish new programs for a different community.

**Functional literacy programs** are one of the most effective ways to help raise the standard of living of the rural population. The basic objectives of the Functional
Literacy and Family Life Program, initiated in 1970, are to:

1. Develop the process of problem solving and critical thinking which will enable the learners to attain happiness;
2. Prepare the learners to seek and utilize the services from extension workers which will help them to improve the quality of their lives; and
3. Provide literacy skills and numeracy skills which will serve as learning tools.³⁹

For example, the curriculum of the health section of this program emphasizes existing problems, living conditions and other learning needs through the content and approach of its language lessons.⁴⁰

Most functional literacy classes are conducted in remote rural elementary schools. By kerosene lamps, the older people, especially the older women, attend classes. With few and often inappropriate materials and texts, the seriousness of the learning task is often interrupted by fights or noise of the young village youths. Thus village leaders are asked to be present to intervene to stop such troubles.

Village newspaper reading centers projects allow the isolated rural population to read and practice their literacy skills. Unless these skills are practiced, the people who have worked so hard in elementary or adult literacy classes will relapse into illiteracy. It also allows the rural people access to information about the changes taking place in the country and overseas. Without such information and little opportunity in learning informally about their own country, the rural villager can be easily misled or misguided by.
TABLE 7
LITERATES AND ILLITERATES BY AGE
1970

<table>
<thead>
<tr>
<th>Age</th>
<th>Population</th>
<th>Literates</th>
<th>Illiterates</th>
<th>Percent of Illiterates</th>
</tr>
</thead>
<tbody>
<tr>
<td>10 - 14</td>
<td>4,562,199</td>
<td>4,336,243</td>
<td>189,876</td>
<td>4.16</td>
</tr>
<tr>
<td>15 - 19</td>
<td>3,717,548</td>
<td>3,507,431</td>
<td>210,035</td>
<td>5.65</td>
</tr>
<tr>
<td>20 - 24</td>
<td>2,683,358</td>
<td>2,492,612</td>
<td>190,746</td>
<td>7.10</td>
</tr>
<tr>
<td>30 - 34</td>
<td>2,124,411</td>
<td>1,809,691</td>
<td>314,720</td>
<td>14.81</td>
</tr>
<tr>
<td>35 - 39</td>
<td>1,910,566</td>
<td>1,586,171</td>
<td>324,395</td>
<td>16.97</td>
</tr>
<tr>
<td>40 - 44</td>
<td>1,540,660</td>
<td>1,203,909</td>
<td>336,751</td>
<td>21.85</td>
</tr>
<tr>
<td>45 - 49</td>
<td>1,196,572</td>
<td>788,641</td>
<td>407,931</td>
<td>34.09</td>
</tr>
<tr>
<td>50 - 54</td>
<td>961,979</td>
<td>541,981</td>
<td>446,998</td>
<td>46.46</td>
</tr>
<tr>
<td>55 - 59</td>
<td>790,059</td>
<td>383,533</td>
<td>406,526</td>
<td>51.45</td>
</tr>
<tr>
<td>60 - 64</td>
<td>625,024</td>
<td>234,614</td>
<td>390,410</td>
<td>62.46</td>
</tr>
<tr>
<td>65 - 69</td>
<td>451,858</td>
<td>151,324</td>
<td>300,534</td>
<td>66.51</td>
</tr>
<tr>
<td>70 - and over</td>
<td>604,142</td>
<td>158,456</td>
<td>445,680</td>
<td>73.77</td>
</tr>
<tr>
<td>Unknown</td>
<td>43,477</td>
<td>10,976</td>
<td>32,501</td>
<td>74.75</td>
</tr>
<tr>
<td>Total</td>
<td>23,453,313</td>
<td>19,187,889</td>
<td>4,265,424</td>
<td>18.18</td>
</tr>
<tr>
<td>15 - 60 UP.</td>
<td>18,891,114</td>
<td>14,851,646</td>
<td>4,035,548</td>
<td>21.36</td>
</tr>
</tbody>
</table>

others who are motivated by self-interest rather than the welfare of the villager.

In 1971, the program was begun as a logical backup to literacy programs, and as a counter to Communist propaganda. By 1976, over 3,000 reading centers were scattered throughout the countryside. The reading center is in fact a small, wooden reading room made of local materials. Every day a newspaper and other reading materials are delivered and clipped onto a small wooden table or stand.

The success of the center depends largely on a community's support, if the papers are not to be used mostly for wrapping or the making of cigarettes. It would seem that this
infrastructure could be utilized more effectively and imaginatively. The centers could be the focal point for the diffusion of information by other departments as well as a greater supply of attractive pictorial comics or magazines to interest the younger people.

Radio correspondence and television for nonformal education are playing an increasingly important role in formal and nonformal education. As 70 percent of all households have a radio, even the remotest villages can be reached by radio, while other delivery systems are too expensive. Television is limited to the more urban areas but is out of the reach of most people at present.

A limited project was launched in 1976 using radio programs which emphasized local dialects, simple programs and content of interest to urban or rural peoples with little formal education.43

General education projects serve those not able to enroll in the formal school system. Courses extend from fundamental education to grades 11 and 12. At the moment much of the curricula is being revised to make the content of such courses more relevant to the everyday problems of the adult learners.44

On a visit to several urban night schools, it appeared that most of the students were under twenty-five years old, and there were only a few older students. Tuition is around US$8.00 per term. Faculty are drawn from the day school,
university and nearby schools. Science and maths use English figures and formulas as there is no equivalent symbols or concepts in the Thai language.

The main problems are those caused by the students' friends who accompany the students into the grounds, often on motorbikes, and cause continual interruptions and vandalism. Principals have little control on this aspect of discipline and cannot afford to employ any form of security system. The problem is made worse by the resentment shown by nearby residents who often fight with students to and from night school.

Vocational adult education projects are designed to provide short courses in industrial arts, home economics, business arts, and agriculture. The World Bank is presently funding the building of vocational training institutes in the provinces and districts. The first of such centers is being built at Cheingmai and is specifically designed to blend with the surrounding environment. The institute will have boarding facilities and stress appropriate technology in its curricula. It is hoped this will provide easier access for rural peoples to gain basic vocational and educational skills.

Public libraries and education activities include 70 provincial libraries, 261 district libraries, 1 mobile library, and 3 floating libraries. Working in conjunction with the library system is the Centers for Book Donations which have provided so far over three million books and magazines to
libraries since 1972. As well, there are 77 public education units which bring movies, announcements and general information about government activities to the more remote rural villages.

Professionalization and Organization of the Field

A strength of the adult education movement in Thailand is the professionalism of its supervisory and administrative staff. Most directors or their assistants hold master's degrees. Many have traveled overseas to study and at the moment a man and a woman are undertaking their master's degrees in British universities, specializing in mass communication for adults.

Yet it seemed that even with the sophisticated lifestyle of urban living and overseas travel, these practitioners of adult education have not lost touch with the rural base they serve. For example, Lerd Raonate of TUFEC, Ubon, is thirty-nine years old, married and has three children. He holds a B.A. (Thailand), has spent four months in Canada and has a Med. (Enborough, Scotland). His background is one of a poor rural family of nine children. His ties are still very much in the countryside.

Mr. Surutana Legngam, as assistant provincial director, was a Buddhist monk for five years during which time he traveled over most of Southeast Asia. His wife is a nurse and also came from a rural family of nine.

Mr. Manu Ehma, a provincial director, has his Med. and
comes from a poor rural family. He has worked his way up from a tradesman, to a technical teacher, to his present position.

Mr. Kla Somtrakool, the assistant director of the Division, has an American degree and is planning to return to complete his doctorate. His wife also holds an American master's degree in education.

Talking with these practitioners about adult education and watching them in action in the villages, demonstrated that the Adult Education Division has many hard-working and dedicated administrators who have an excellent rapport and empathy with their rural clients.

**TABLE 8**

<table>
<thead>
<tr>
<th>Types</th>
<th>Officer</th>
<th>Teacher</th>
<th>Resource person</th>
<th>Total</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>By Rank</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special</td>
<td>–</td>
<td>–</td>
<td>1</td>
<td>1</td>
<td>0.08</td>
</tr>
<tr>
<td>1st grade</td>
<td>–</td>
<td>6</td>
<td>5</td>
<td>11</td>
<td>0.88</td>
</tr>
<tr>
<td>2nd grade</td>
<td>1</td>
<td>109</td>
<td>12</td>
<td>122</td>
<td>9.79</td>
</tr>
<tr>
<td>3rd grade</td>
<td>23</td>
<td>378</td>
<td>7</td>
<td>408</td>
<td>32.74</td>
</tr>
<tr>
<td>sub-grade</td>
<td>166</td>
<td>33</td>
<td>–</td>
<td>199</td>
<td>15.97</td>
</tr>
<tr>
<td>employee</td>
<td>192</td>
<td>313</td>
<td>–</td>
<td>505</td>
<td>40.52</td>
</tr>
<tr>
<td>Total</td>
<td>382</td>
<td>839</td>
<td>25</td>
<td>1,246</td>
<td>100</td>
</tr>
</tbody>
</table>

| By qualifications |         |         |                 |       |         |
| Doctor's Degree   | –       | –       | 1               | 1     | 0.08    |
| Master's Degree   | –       | 9       | 6               | 15    | 1.20    |
|                   |         | 26      | 18              | 45    | 3.61    |
|                   | 804     | –       | 1,186           | 95.10 |

|       |       |         |                 |       |         |
|       | 839   | 25      | 1,246           | 100   |         |

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The greatest problem confronting adult education seems to be the lack of quality instructors who are willing to move into the countryside to conduct classes. The more promising instructors are promoted back to fill administrative positions in the urban areas while the rural areas are left with young and inexperienced instructors or the less dynamic older instructors. At the moment there is a difficulty in recruiting the type of personnel needed to meet the expectations of the villagers as well as successfully implementing the objectives of the government programs.

### TABLE 9

ADULT EDUCATION SUPERVISORS

<table>
<thead>
<tr>
<th>By qualification</th>
<th>Number</th>
<th>By rank</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Doctor’s Degree</td>
<td>—</td>
<td>First grade</td>
<td>4</td>
</tr>
<tr>
<td>Master’s Degree</td>
<td>7</td>
<td>Second grade</td>
<td>54</td>
</tr>
<tr>
<td>Bachelor’s Degree</td>
<td>24</td>
<td>Third grade</td>
<td>7</td>
</tr>
<tr>
<td>Below Bachelor’s Degree</td>
<td>23</td>
<td>Sub-grade</td>
<td>—</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>64</strong></td>
<td></td>
<td><strong>64</strong></td>
</tr>
</tbody>
</table>

As of today there are 64 adult education supervisors. Out of these 6 are working in the central office, 2 in regional offices and 56 in provincial offices. The remaining provinces without adult education supervisor are:

1. Kampangpet
2. Chaiyaboom
3. Trang
4. Trad
5. Nakorn Nayok
6. Nakornpatom
7. Prachuabkirikhan
8. Pathumtharni
9. Nondhaburi
10. Phang-Nga
11. Yasothon
12. Phuket
13. Rayong
14. Roi-Et
15. Smudsongkram
16. Saraburi
17. Angthong
18. Uthaithani

The Department of General Education aims to increase the number of adult education supervisors to cover all provinces and regions. For those provinces without any adult education supervisors, the province is asked to assign one of its supervisors adult education responsibilities until such supervisor has been appointed.
Evolving and Developing Patterns

Thailand has found that its elementary and secondary education systems are not ends in themselves. Students want further education but with universities and colleges increasingly supplying graduates, Thailand has had to ask itself whether the producing of an unemployable educated class is the right kind of education system for their needs.

Educationalists at the planning level seem to be aware of this problem confronting Thailand. It would seem that the curriculum, if not the whole of the education system, needs modification or at least a reorientation away from a Western-based system. As Charoon Vonsayanha stated in his address to a recent seminar on lifelong education:

The line of demarcation between formal and non-formal education should be abolished; mobility among formal and non-formal institutions in the system should be allowed; many more out-of-school education utilizing available resources and technology should be encouraged. Consequently, the traditional curriculum has to be reviewed and also restructured. Education at any level should be meaningful as an end in itself.49

Unfortunately words are easier than action. The United Nations has poured millions of dollars into the Thai education system but it would seem much of the investment has been siphoned off by heavy administrative costs. Large sophisticated buildings and expensive equipment are poorly maintained or infrequently used. Many of the plans made in the air-conditioned offices of the capital lack the trained personnel or incentives
FIGURE 12
ADULT EDUCATION BUDGET COMPARED WITH
TOTAL EDUCATION BUDGET

TABLE 10
ADULT EDUCATION ENROLMENTS BY PROGRAM

<table>
<thead>
<tr>
<th>Year</th>
<th>Literacy</th>
<th>Continuing general education</th>
<th>Vocational education</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>13,822</td>
<td>3,712</td>
<td>6,465</td>
<td>23,999</td>
</tr>
<tr>
<td>1961</td>
<td>12,440</td>
<td>3,833</td>
<td>6,692</td>
<td>22,965</td>
</tr>
<tr>
<td>1962</td>
<td>13,844</td>
<td>4,050</td>
<td>6,772</td>
<td>24,666</td>
</tr>
<tr>
<td>1963</td>
<td>11,208</td>
<td>4,062</td>
<td>6,912</td>
<td>22,182</td>
</tr>
<tr>
<td>1964</td>
<td>16,432</td>
<td>4,220</td>
<td>8,577</td>
<td>29,229</td>
</tr>
<tr>
<td>1965</td>
<td>15,392</td>
<td>4,626</td>
<td>10,411</td>
<td>30,429</td>
</tr>
<tr>
<td>1966</td>
<td>15,718</td>
<td>5,134</td>
<td>8,240</td>
<td>29,092</td>
</tr>
<tr>
<td>1967</td>
<td>13,117</td>
<td>6,417</td>
<td>10,785</td>
<td>30,319</td>
</tr>
<tr>
<td>1968</td>
<td>14,193</td>
<td>6,472</td>
<td>17,133</td>
<td>37,798</td>
</tr>
<tr>
<td>1969</td>
<td>12,525</td>
<td>7,105</td>
<td>26,370</td>
<td>46,000</td>
</tr>
<tr>
<td>1970</td>
<td>13,378</td>
<td>9,095</td>
<td>31,366</td>
<td>53,839</td>
</tr>
<tr>
<td>1971</td>
<td>15,625</td>
<td>19,019</td>
<td>34,983</td>
<td>69,627</td>
</tr>
<tr>
<td>1972</td>
<td>16,910</td>
<td>51,548</td>
<td>36,269</td>
<td>104,727</td>
</tr>
<tr>
<td>1973</td>
<td>15,910</td>
<td>51,548</td>
<td>43,269</td>
<td>138,263</td>
</tr>
<tr>
<td>1974</td>
<td>17,486</td>
<td>108,882</td>
<td>40,977</td>
<td>167,045</td>
</tr>
<tr>
<td>1975</td>
<td>18,017</td>
<td>130,880</td>
<td>44,481</td>
<td>193,378</td>
</tr>
<tr>
<td>1976</td>
<td>19,953</td>
<td>168,935</td>
<td>45,220</td>
<td>234,108</td>
</tr>
</tbody>
</table>
to retain qualified staff so the programs can be effectively delivered to the isolated rural villager.

On a more positive note, an infrastructure for adult and nonformal education is being progressively extended and improved to meet the unique needs of the country. Because of its "grass roots" development, a positive attitude towards the philosophy of lifelong education and a small core of dedicated administrators, the prospect for the future of adult education looks bright. Yet to ensure the implementation of many of the programs, there is a pressing need for more qualified instructors. There is also a need for a greater allocation of funds from the educational budget. The next few years may be the test of whether the present government is serious about coming to grips with the problems of education, or whether it is only paying lip service to its stated desire to bring more educational services to its rural majority.

MAJOR INNOVATIONS OR CASE STUDIES

Around the Chaingmai Province, three most interesting nonformal education projects are being conducted for the non-Thai speaking Hilltribes people. The first project is conducted by the Buddhist Monastery of the Hilltribes. The Abbot of the monastery recruits young children from the various Hilltribes and trains them to become Buddhist missionaries. The young men join the monastery as monks and are taught religion, numeracy and literacy in Thai and their
own vernacular. After years of disciplined learning the monks return to their people and share their skills and knowledge.

In contrast, Jon Dybdhal, a California Christian missionary, conducts a Tribal Training Center about fifty kilometers north of Chiangmai. Funded completely from donations, the Center is located on fifty acres of hillside land and about fifteen acres of rice paddy.

Assisted by Rungist, a Hilltribesman pastor, the Center assists adults to learn to read and write their own language as well as the Thai language. In 1973, a fourth-grade program was taught in cooperation with the Thai government and the United Nations. This course is still taught and consists of an intensive six-month literacy course along with skills of simple hygiene and sanitation. The students then take a government examination and receive a certificate if they are successful.

This program was so successful that over fifty students have completed fourth grade, over eighteen have complete the seventh grade and about twelve students are ready to enter the tenth grade. No tuition fees are paid but all students are required to work about three hours a day in lieu of board, tuition and lodging. However, there is a high dropout rate after fourth grade. Perhaps the Center's emphasis on religious teaching and discipline is too high a price for the Hilltribesmen to pay for literacy. 52

The government has also established an elementary
boarding school for Hilltribe children. The main purpose of the school is to isolate the children from their home environment so they may be more influenced by the Thai enculturation process and learn to mix with other ethnic groups. The main objective of the school is to teach the children the norms, values and language of Thailand. On their return home, it is hoped that they will become agents of change amongst the Hilltribe people.

All children live in large, clean wooden dormitories. The very young children sleep on pandanus mats and the older children sleep on small wooden beds. The older children are foster brothers or sisters to the young five to seven year olds. These "older" nine and ten year olds wash and care for the younger children.

The class ratios are over 40:1 and the teachers are not specifically trained to teach Thai as a second language. But the teachers' enthusiasm and concern for their small charges help overcome many difficulties. The teachers are parents, teachers and nurses to the children. Because of the lack of funds and equipment, the teachers often pay for extra materials themselves. The government does provide enough finance to provide the children with three nutritionally balanced meals a day. Here the children are introduced to basic hygiene and the use of a fork and spoon.

There are two other such schools in Thailand. This experimental program seemed reminiscent of educational
strategies once practiced by many of the Western colonial powers in years gone by.

On the opposite side of the country, near the Cambodian border, a meeting held with representatives of the Regional Adult Education Center for the Northeastern Provinces provided some useful insights into the training programs for fieldworkers. Established in 1954 as the Thailand UNESCO Fundamental Education Center (TUFEC), its purpose was:

(a) To study social and economic conditions in order to determine the needs and problems of the area and the country that can be solved by fundamental education.
(b) To train fundamental education specialists and fieldworkers.
(c) To produce educational materials such as books, posters, audio-visual and other instructional materials.53

Today, the Center is no longer funded by UNESCO but it still trains local village leaders and unqualified elementary teachers in health, agriculture, education, homemaking, village industry, and social welfare. Its present emphasis is on the training of youth leaders from the politically sensitive areas next to Communist Cambodia and Laos.

The faculty comprises mostly teachers on loan from nearby elementary schools, twenty-five full-time lecturers and a number of part-time technical instructors. The Center is divided into six functional units.54

The administrative unit is faced with the problem of maintaining the very sophisticated facilities of the Center with a limited amount of finance. The Center was constructed
by the United Nations in a time of affluence, but their withdrawal of financial support has meant a great deal of the Center's budget must be channeled into maintenance of the building instead of program development.

The research and development unit is currently evaluating the village newspaper reading project, the youth training scheme and conducting an internal evaluation of the Center.

The material production unit prints a newspaper, about 5,000 books and 100,000 pamphlets annually. A lack of skilled labor in the print shop is the greatest problem at the moment.

The training unit formulates and evaluates training programs and curricula. Using a multidiscipline approach, they are working on programs for: unqualified teachers, youth leaders, library leaders, radio group leaders, and "barefoot" teachers.

The operational promotion unit is concerned with the actual training of instructors, conducting short seminars for school principals, agricultural programs and the selection of personnel that undertake the Center's programs.

The radio unit uses the Ministry of Information's radio station to present programs. They are experimenting with a number of listening groups to find out the most appropriate size and approaches for group radio learning. Radio correspondence and general programming emphasizing health, agriculture, Thai culture, and current affairs are presented.

In discussions with the faculty, it was agreed that the villages who need the most assistance receive the least
qualified personnel. Wage incentives do not seem to stem the resignation rate of bright young men and women who are attracted by the better services and facilities of urban areas. It was also pointed out that the top-heavy bureaucracy skims off much of the benefits that should be received by the villagers. A prime example was the Red Cross fund that was set up to help Laotian refugee camps in the province. A large percentage of donation money, perhaps over 50 percent, was siphoned off in administrative costs before any aid reached the refugee camps.

The Thai government seems to have a very positive attitude towards the value of training personnel to reach the villager, but also seems reluctant to take positive action to overcome the problem. In the northeast provinces at least, it seems likely that if the government does not soon correct the imbalance of educational services now concentrated in the cities, Thailand's Communist neighbors may be tempted to fill the void with their well-organized cadre system of adult indoctrination programs.
ENDNOTES


3 Ibid.


7 Ibid.


9 Dailey, "Physical Education in Thailand."

10 Ibid.


12 Dailey, "Physical Education in Thailand."


15 Dailey, "Physical Education in Thailand."

16 Miller, Education in South East Asia, p. 135.

17 Thompson, Other Lands, Other Peoples.


23 Hackensmith, History of Physical Education.


25 Miller, Education in South East Asia, p. 141.

26 Wilson, "The Singapore Example."

27 Miller, Education in South East Asia, pp. 141-142.


29 Miller, Education in South East Asia, p. 150.

30 Attagara, Tanboonoteck and Tunsiri, "Thailand," pp. 56-84.

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35 Ibid., pp. 4-5.

36 Ibid., p. 6.
37 Ibid., p. 28.
38 Ibid., pp. 10-11.
40 Ibid., p. 5.
41 Adult Education Division, Adult Education in Thailand 1976, p. 36.
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43 Ibid., pp. 13-18.
44 Ibid.
45 Ibid.
46 Ibid.
47 Ibid., p. 31.
48 Ibid., p. 32.
49 Charoon Vongsayanha, "Inaugral Address," Regional Seminar of Lifelong Education, UNESCO (Bangkok: UNESCO Regional Office for Education in Asia, 1976), pp. 31-32.
50 Adult Education Division, Adult Education in Thailand 1976, p. 27.
51 Ibid., p. 36.
52 Jon Dybdhal, "A History of the Tribal Training Center" (Chiangmai: Tribal Training Center, 1977). (Mimeograph).
54 Ibid.
Chapter VIII

ADULT AND NONFORMAL EDUCATION
IN HONG KONG

OVERVIEW: CULTURAL AND NATIONAL BACKGROUND

Geography

Hong Kong is a small island that lies off the south­
east coast of China. Its territory includes the Kowloon
Peninsula and the New Territories on the adjacent mainland,
as well as 235 small scattered islands.¹ The topography of
this 398-square-mile area is rugged and irregular with soil
that is generally thin, rocky and infertile. Annual rain­
fall is irregular and creates severe water shortages in some
years. However, the construction of large artificial concrete
catchment areas to feed underground reservoirs has helped
alleviate the problem.²

Demography

In 1977, the population was around 4,580,000.³ Two
population patterns emerge which are significant to the em­
phasis of education. Firstly, 40 percent of the population
are children under the age of fifteen.⁴ Secondly, and of
FIGURE 13

RELATIVE GEOGRAPHIC LOCATION OF HONG KONG
great importance to the direction of adult education, is that "out of every thirty adults, twenty are refugees."\(^5\)

Over 99 percent of the population are Chinese. In contrast to the urban population who are citizens of Hong Kong by birth, immigrants outnumber the indigenous population in the outlying regions.\(^6\)

There are four main groups among the indigenous people: the Cantonese and Hakka who are land-dwellers, and the Tanka and Noklo who are sea dwellers. Each of these communities is distinct in appearance, customs and dialect.\(^7\)

**History**

Until 1841 the island of Hong Kong was inhabited by a few fishermen and pirates. However, in that year an English naval party seized the island during the Anglo-Chinese Opium Wars.

Two years later a treaty between the two nations declared Hong Kong a British colony and a free port. In further treaties the Chinese granted the adjacent Kowloon peninsula to the British (1860) and leased to them for 99 years the New Territories, a larger area together with 235 nearby islands (1899).\(^8\)

This center of population and world trade was interrupted by the Japanese occupation where the population dwindled to only 600,000 by the end of 1945.\(^9\) After the Communist takeover of China after the war, Hong Kong increased in importance as a trade link between those countries in the West who did not recognize the new regime. It became the listening post for China watchers.

When asked about the future of Hong Kong, a number of
Chinese have simply commented, "We are Chinese."

**Culture**

The colony of Hong Kong is also a crossroads where the East and West meet, where persons from varied backgrounds mingle. It is a major tourist center, refugee center and a trading center where the old meets the new.

The population indigenous to Hong Kong customarily live in villages of one of several clans. The vast number of immigrants since World War II have crowded the colony, compelling hundreds of thousands to live in squatter communities despite the government's major housing development efforts. The strong traditional family system with its sense of mutual responsibility is breaking down, as families are divided and individuals find themselves in keen competition with others merely to acquire the essentials for existence.

English and Cantonese are the main two languages. Among the religions observed are a variety of traditional Chinese beliefs—Taoism, Confucianism, Buddhism, Islam, Hinduism, Judaism, and Christianity. It is not uncommon for individuals to follow more than one of these religions.

**Economy**

Hong Kong is no longer just an entrepot, but now has an industrial economy that is engaged in fierce competition with manufacturers in Taiwan and Singapore. In fact, one-half of all workers are employed in manufacturing, and 42 percent of these are employed in the textile industry—an industry so dependent on a large supply of cheap labor.
Other manufactured products include electronics, plastics, synthetics, metalware, footwear, general consumer goods along with construction, shipbuilding, entrepot trade, banking, insurance, and tourism.  

The colony is virtually self-supporting except for "its external defence which is partially subsidized by Great Britain. Britain's current contribution is about one million pounds a year." Hong Kong's economy, in stark contrast to its mainland neighbor, "is one to appeal to all laissez-faire economists - low taxes, few controls, hard work and quick profits."

**Politics**

Hong Kong is a colony of the United Kingdom and its political structure includes: a Governor, an Executive Council and a Legislative Council. The Governor is appointed by the Sovereign and the Secretary of State for the Colonies. The Executive Council consists of five ex officio and several nominated issues who advise the Governor. The Legislative Council is made up of twelve ex officio and thirteen nominated members, who give advice and consent to new laws. Most positions are filled by appointment by the colonial government, and about half of the members are Chinese.

Politically, Hong Kong was long referred to as the "pimple on Mao's nose," for China:

...controls its water supply and many of its natural resources such as fresh food. The lease of the New Territories the small rural hinterland
is to expire in 1997 but Hong Kong could not survive without them. On the other hand, . . . [the mainland] has depended on the colony for an annual £150m, nearly one-third of China's foreign exchange earnings as well as further sums remitted by relatives of Chinese families.19

When 1997 arrives, it will be interesting to see which direction Peking will choose. As a major international free port and as an enclave of Western influence, Hong Kong is of great strategic importance.20 With the new Chinese leadership redirecting energies towards industrial development, the capital asset of innumerable factories, schools, hospitals, blocks of flats, and a modern port, as well as "the possible ideological value of eliminating a colony on its coastline"21 will be a temptation. However, the new political influence of Russian expansionism in Southeast Asia and the value of Hong Kong as a major source of foreign exchange earnings may balance this decision.22

The British government seems well aware of its vicarious role vis-a-vis China, and although its government is efficient, well meaning but inevitably paternal,23 the British are unwilling to impose themselves too heavily in any policies.24

THE TOTAL EDUCATIONAL ENTERPRISE

Purpose, Philosophy and Goals of Education

Chinese culture has traditionally held in highest esteem the "gentleman-scholar." Though today's curriculum is less philosophical and literary and
more technological and practical, the higher levels of skill and knowledge necessary for successful participation in modern society reinforces the traditional esteem in which education is held.\textsuperscript{25}

The aim of education is a certificate, something to indicate merit. The goal of the population from infancy is the Hong Kong University which has simply not grown fast enough to fulfill its true function in this system, accepting only 41\% in 1965 of those students with matriculation.\textsuperscript{26}

**Elementary Education**

Most children enter elementary school at the age of six or seven years old and attend for five years' schooling. They are then granted the Primary School Certificate. Upon completion of this program the students sit for a Secondary School Entrance Examination.\textsuperscript{27} This 11+ or entrance examination is the most fearsome control of the elementary curriculum. Teaching at the elementary level is directed at getting the children "through the test," through the crucial barrier which allows a child to attend a secondary school.\textsuperscript{28} Failure means being streamed into a special one- or two-year program of a more vocational orientation, where some have the chance to study until the age of fourteen, the legal age for employment.\textsuperscript{29} However, in reality there are not enough facilities to go around and many children receive only an extra year's education, if that.

Any amount of study or school work is accepted: at 11 years of age the child from the ordinary family is to be evaluated and he knows it. . . . tutoring, 3/4 hours homework each night and diligent study of every lesson is the expected response of the "worthy" son or daughter. This is stamped on the faces of the 8, 9, and 10 year olds seen daily in the streets of the Colony.\textsuperscript{30}
Secondary Education

Those who pass may enter one of three types of secondary schools: Anglo-Chinese grammar schools, Chinese middle schools, or secondary technical schools. About two-thirds of all students attend the five-year course of the Anglo-Chinese grammar schools where instruction is in English. Many students prefer this type of education because fluency in English is prerequisite to most professional, governmental and commercial positions. Anglo-Chinese grammar schools prepare their students for the matriculation examinations of the University of Hong Kong and the Chinese University of Hong Kong or for the ordinary level of the University of London's General Certificate of Education.

Most other secondary students attend a six-year course at the Chinese middle schools, where instruction is in Chinese. Upon completion of their studies, students take the Hong Kong Chinese School Certificate Examination. If successful, they may continue on to the Chinese University of Hong Kong, a teacher training college or the Technical College.

Tertiary Education

The tertiary system is elitist and fiercely competitive. Those with a Chinese School Leaving Certificate may go on to study at a Normal Teacher Training College in elementary teaching, to Business College for accounting, overseas to study as a librarian, or take up law through an articled clerkship in Hong Kong.

The London's General Certificate of Education matriculates those who wish to enter the University to study medicine, high school teaching, architecture, law, or veterinary, as well as the arts and sciences.
The Overall Education System

### TABLE 11
**LEVELS OF EDUCATION**

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Institution</th>
<th>Entering and Leaving Age/No. of Years in Attendance</th>
<th>Entrance Requirements</th>
<th>Certificates and Diplomas Granted</th>
<th>Sources of Support</th>
<th>Inspection and Supervision Agencies</th>
<th>% of Age Group Who Attend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Elementary School</td>
<td>School</td>
<td>6-12 or 7-12</td>
<td>None</td>
<td>Primary School Certificate</td>
<td>Local government</td>
<td>Private</td>
<td>100%</td>
</tr>
<tr>
<td>Secondary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Secondary School</td>
<td>School</td>
<td>13-18</td>
<td>Examination</td>
<td>School Leaving Certificate</td>
<td>Local government</td>
<td>Private</td>
<td>40%</td>
</tr>
<tr>
<td>Tertiary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>University</td>
<td>University</td>
<td>18-22</td>
<td>Matriculation</td>
<td>Degree Certificate</td>
<td>Partly government</td>
<td>Subvention and partly endowment</td>
<td>?</td>
</tr>
</tbody>
</table>

### TABLE 12
**TRAINING REQUIRED FOR SELECTED OCCUPATIONS**

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Training Institution</th>
<th>Years of training required</th>
<th>Entrance requirements</th>
<th>Point of choice to prepare for entrance</th>
<th>Certificate or Diploma received</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physician</td>
<td>University</td>
<td>6</td>
<td>Matriculation</td>
<td>Matriculation year</td>
<td>M.B.B.S. degree</td>
</tr>
<tr>
<td>Elementary School Teacher</td>
<td>Normal Teacher Training School</td>
<td>2</td>
<td>School Leaving Certificate</td>
<td>School leaving year</td>
<td>Diploma</td>
</tr>
<tr>
<td>High School Teacher</td>
<td>University</td>
<td>4</td>
<td>Matriculation</td>
<td>School leaving year</td>
<td>Degree</td>
</tr>
<tr>
<td>Gymnasium or Lycee Teacher</td>
<td>ACCA; CIS; local accounting school</td>
<td>2</td>
<td>School Leaving Certificate</td>
<td>School leaving year</td>
<td>Professional diploma</td>
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<tr>
<td>Accountant</td>
<td>R.I.B.A. or University in Hong Kong</td>
<td>5</td>
<td>Matriculation</td>
<td>Matriculation year</td>
<td>Degree</td>
</tr>
<tr>
<td>Architect</td>
<td>Articled clerkship in Hong Kong</td>
<td>3</td>
<td>School Leaving Certificate</td>
<td>School leaving year</td>
<td>Diploma</td>
</tr>
<tr>
<td>Lawyer</td>
<td>(in England)</td>
<td>5</td>
<td>Matriculation</td>
<td>Matriculation year</td>
<td>Degree</td>
</tr>
<tr>
<td>Veterinarian</td>
<td>University in England</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Skilled Factory Worker</td>
<td>Technical College</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Librarian</td>
<td>(in England or America)</td>
<td>2</td>
<td>School Leaving Certificate</td>
<td>School leaving year</td>
<td>A.L.A. Certificate or MLS (American)</td>
</tr>
<tr>
<td>Carpenter</td>
<td>Apprenticeship</td>
<td>?</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>
Major Problems Confronting the Educational Enterprise

The major problem confronting education in Hong Kong could be summarized in two words: "people" and "space." Facilities are busting at the seams, space of any description is at a premium in this tiny island colony. Thus, Hong Kong schools have two to three sessions a day to accommodate students. Then at night the evening classes begin.

Students follow a prescriptive curricula, mainly directed and shaped by the needs of rigorous examinations: the passport to the next step in the educational hierarchy. It would seem that with such a small proportion of students ever graduating to higher levels of education, most students gain a somewhat "academic" orientated education which is little suited to a life of reality--at the age of twelve or fourteen. The question must be asked for these "dropouts," education for what?

With the whole future of the Colony under a haze of uncertainty the British government seems unwillingly to rock the boat of the present structure. With half the schools in Hong Kong privately owned or financed, and only one-sixth government schools, the government still allocates 14 percent of its budget to education.

Although a general educational background can be offered to elementary children, 25.4 percent to 30.6 percent of the population over ten years old are functionally illiterate. The formal education system does not, or cannot cater for this group. A less ambitious and perhaps more accessible form of
education using nonformal strategies might help alleviate such problems. Yet such a system is contrary to the present Chinese cultural values placed upon performance and the attainment of a prestigious certificate.

ADULT EDUCATION AND THE INSTITUTIONS INVOLVED

Official Roles, Philosophies and Goals for Adult Education

"The Adult Education Section of the Education Department provides non-vocational adult education through the Evening Institute, the Evening School of Higher Chinese Studies, and 14 Adult Education and Recreation Centres [sic]." The Adult Education Section was launched in November 1954 with the introduction of a few evening classes for factory workers. "There are now 700 classes on courses ranging from post-secondary levels at more than 130 centres [sic], not only for factory workers but also for young people and adults from all walks of life." The government's rule through the adult education section has been synonymous with compensatory education. It has provided an essentially remedial type of education; a second chance education to those who have missed the opportunities in elementary or secondary schools. As Mr. J. Cannings, Director of Education, pointed out in his opening address to the nineteenth Hong Kong Adult Education Conference:

As in other parts of the world, our Adult Education in Hong Kong first started with General Background Education and Rural Literacy Courses, mainly

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for workers aiming to enter apprenticeship at a technical establishment but lacking the minimum general education background. Gradually, as the way it develops, the Government Evening Institute has also provided second chance opportunities, such as the Middle School Course and Evening Secondary School Courses, both English and Chinese, for adults and young people to acquire the necessary paper qualifications, which they fail to obtain before, now required for their employment.39

Canning went on to say that the final aim of the Adult Education Section should not only perform a remedial function by equipping the learner with the necessary skills but also by cultivating a healthy attitude to adjusting to modern society. He stressed that in the context of adult education aims to enrich personal development and facilitate adjustment to change, the remedial, examination-oriented type of adult education methods were inadequate. He advocated an increasing stress on the nonformal, mainly non-vocational and non-examinable approach to adult education; particularly those types of programs like the Practical Background Courses and Adult Education and Recreation Centers now being developed.39

Apart from the role of the Adult Education Section, the two universities offer a large variety of extramural courses. These two separate departments of continuing education have an enrollment of over 20,000 and are considering the introduction of offering part-time or external degrees.40

While the Government Adult Education Section has an enrollment of about 40,000, thousands more adults are handled
through nonformal agencies such as Caritas, Hongkong Christian Center, Y.M.C.A., Lutheran World Services, and many other voluntary agencies.  

In the rural areas of the New Territories, technical, health and welfare education is carried out by extension workers of various government departments.

Perhaps the basic goals of Adult Education are best summarized by S. K. Cheung, the officer-in-charge of the Adult Education Section:

1. Basic education for all
2. Development of responsible citizenship
3. Improvement of the home and family life
4. Development of rural communities
5. Research projects for the production of low-level reading material, and
6. Higher cultural pursuits.

The Scope and Nature of Adult Education

Most of the 700 classes conducted by the Adult Education Section are held in government or subsidized school premises at more than 130 centers. Four main categories of programs are sponsored by the government. They are:

Programs mainly for adults. These programs are mostly remedial in nature to provide a retrieval program for adults over eighteen who wish to master the fundamental skills of reading, writing and numeracy. The programs can be divided into five main categories:
(i) Adult Education Courses (General Background)

General education classes - which are organized at three levels: Lower, Middle and Upper and which are equivalent to elementary grades 3 to 4, 5, and 6 respectively.

Technical institute remove classes - prepare students in mathematics and English to enter Morrison Hill Technical Center.

General classes under other government departments - which operate for inmates of prisons, addiction treatment centers and Aberdeen Rehabilitation Center.44, 45

(ii) Rural Fundamental Classes

These are organized in rural areas and after completion of the course may join lower level classes of the General Background course.46

(iii) English Language Courses

These range from primary to post-secondary levels and include clerks, shopkeepers and junior government officers who wish to obtain further knowledge of English or improve their job opportunities. Places are limited and priority is given to adults whose employment requires a better command of English.47

There are about twenty of these programs. A full course lasts for nine years and can be divided into three stages of study:

Elementary (6 years) - equivalent to K4-K9
Intermediate (2 years) - equivalent to K10-K11
Senior (1 year) - equivalent to K1248
**(iv) Adult Education Courses (Practical Background)**

This program is more practical in nature and includes sewing, knitting and housecraft courses for one year's duration and woodwork courses for two years' duration. Forty centers serve the needs of men and women in homemaking rather than purely vocational training. Students provide their own materials as well as pay a fee of around H.K. $10 to $20 (U.S., $5).\(^{50, 51}\)

**(v) The Middle School Course for Adults**

This program was begun in 1965 and now there are five centers which offer a five-year course leading to the Hong Kong Certificate of Education Examination. The curricula includes: Chinese, English, Bookkeeping, Mathematics, Biology, Chinese and World History, Geography, Economics, and Public Affairs. The medium of instruction is Chinese.\(^ {52, 53}\)

**Education for out-of-school youths.** Three types of courses are offered in this program: two secondary school courses held in English and Chinese, both of which last six years and lead to the Hong Kong Certificate of Education Examination, and the Young People's Courses which is intended for elementary school leavers. In the latter course practical subjects such as Chinese, English, Mathematics, Abacus, Bookkeeping, and Economic and Public Affairs are taught. Chinese is the medium of instruction. There are twenty of
<table>
<thead>
<tr>
<th>Name of Course</th>
<th>Length of Course (Years)</th>
<th>Evenings per Week</th>
<th>Hours per Evening</th>
<th>Fees per Year</th>
<th>Entrance Requirement</th>
<th>Remarks</th>
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<td>Evening School of Higher Chinese Studies</td>
<td></td>
<td>3</td>
<td>6</td>
<td>2</td>
<td>$425</td>
<td>H.K.C.E. with endorsement of Chinese</td>
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<tr>
<td>Teachers' Courses</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Leading to a Diploma issued by Ed. Dept.</td>
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<td>(1) Art</td>
<td></td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>$150</td>
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</tr>
<tr>
<td>(2) Music</td>
<td></td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>$35</td>
<td></td>
</tr>
<tr>
<td>(3) Woodwork</td>
<td></td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>$35</td>
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<td>3</td>
<td>1</td>
<td>2</td>
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<tr>
<td>(5) Gymnastics</td>
<td></td>
<td>3</td>
<td>2</td>
<td></td>
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<td>(6) Modern Ed. Dance</td>
<td></td>
<td>2</td>
<td>2</td>
<td></td>
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<tr>
<td>(7) Rebond Tumbling</td>
<td></td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(8) Fak Dance</td>
<td></td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
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<tr>
<td>(9) General English</td>
<td></td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
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<tr>
<td>(10) Teaching of Eng. in Prim. Schools</td>
<td></td>
<td>2</td>
<td>2</td>
<td></td>
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<tr>
<td>Urban English Courses</td>
<td></td>
<td>6</td>
<td>3</td>
<td>1/2</td>
<td>$75</td>
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<td></td>
<td>2</td>
<td>3</td>
<td>1/2</td>
<td>$95</td>
<td>Equivalent to F.3.5 or leading to H.K.C.E.</td>
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<td>$115</td>
<td>Pass in H.K.C.E. in Eng. &amp; Interview</td>
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<td>1/2</td>
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<td>3</td>
<td>1/2</td>
<td>$50</td>
<td>Equivalent to F.3.5 or leading to H.K.C.E.</td>
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<td>Middle School Course for Adults</td>
<td></td>
<td>3</td>
<td>4</td>
<td>2/3</td>
<td>$200</td>
<td>Age 18 or over. Examin.FIELDS OF EDUCATION</td>
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<td>Secondary School Courses</td>
<td></td>
<td>6</td>
<td>5</td>
<td>2</td>
<td>$200</td>
<td>Leading to H.K.C.E. Examination</td>
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<td></td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>$20</td>
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</tr>
<tr>
<td>Adult Education Courses (General Background)</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Rural Fundamental Classes</td>
<td></td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>$5</td>
<td>Age 18 or over. Examin.FIELDS OF EDUCATION</td>
</tr>
<tr>
<td>Adult Education Courses (Practical Background)</td>
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<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
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<td>(1) Sewing &amp; Knitting</td>
<td></td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>$20</td>
<td>Equivalent to P.3.3 or P.3.2.</td>
</tr>
<tr>
<td>(2) Woodcraft</td>
<td></td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>$20</td>
<td>Equivalent to P.3.3 or P.3.2.</td>
</tr>
<tr>
<td>Adult Education &amp; Recreation Centre</td>
<td></td>
<td>4</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
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</table>
these centers in Hong Kong while there are seven centers for Secondary School Courses. 55, 56

**Continuing education.** Two centers of the Evening School of Higher Chinese Studies offer a three-year Diploma Arts Program and a three-months' short course in various aspects of Chinese culture. The medium of instruction is Chinese and the majority of students are teachers whose fees are reimbursed by the government if they complete the course successfully. 57, 58

There are also special teachers' courses to improve knowledge in curricular areas. There are thirteen centers offering such courses. 59, 60

**Education through recreation.** Apart from providing formal education, the Adult Education Section also promotes informal education through cultural, social and recreational activities in the ADULT EDUCATION AND RECREATION CENTRES: The first four centres were started between October 1955 and February 1957, and another four followed in 1958. There are now 14 centres in Hong Kong.

... Each centre is run by two organizers who deal with administration, and six supervisors who direct activities.

... These activities are designed to promote the sensible use of leisure, education through active participation, and to encourage the development of responsible citizenship and, in general, a brighter outlook on life. ... Members learn to run committees, conduct meetings, plan activities, enjoy healthy pastimes and, perhaps, most important of all, to adopt a positive attitude to the community to which they belong.

... The activities in the centres may be divided into four categories: cultural, educational, social and sports. Each centre has a small library and reading room. ... A supervisor is assigned there for personal counseling. 61
Professionalization and Organization of the Field

The major force in administering and organizing adult and nonformal adult education activities is the Adult Education Section of the Education Department. However, in comparison with other sections of the Education Department it is quite small. Most heads of the various sections of adult education hold Doctorates or Master's degrees, and some form of special teacher training qualification. There is certainly a certain status connected with an overseas degree, which seems a little contrary to the stated philosophy of the Section. However, one of the first questions asked my wife and me was "what University did you get your degree?" Also, it can be observed that in all the Adult Education Bulletins, a special note of a practitioners' degree and university is placed against the author's name. While there is a certain amount of formality within the professional relationships, there is certainly a sense of professionalism and cooperation.

From observation, there did seem a sense of frustration at the need to balance faculty remuneration to be commensurate with the amount of time and effort required inherently in this type of vocation. Teachers are now well paid, and voluntary help can only go so far. Most teachers employed, or voluntary workers assisting, are not trained to teach adults and tend to conduct classes as if they were teaching children.
Further, there was a keen interest in studying adult education abroad, so fieldworkers could get the latest and most up-to-date methods and techniques of instruction which could be adapted to the Hong Kong situation. The following course is an example of the type of professional training that is given to teachers who are interested in Adult Education and Recreation Center work. Training sessions are usually held on Sunday mornings and weekday evenings for about two to three weeks:

ADULT EDUCATION AND RECREATION CENTRES TRAINING
COURSE FOR INTENDING SUPERVISORS, 1976/77

LECTURES & DISCUSSIONS

1. Adult Education. Its Origin & Development in Hong Kong
2. Adult Education & Recreation Centres (I)
   Organization, Administration and Activities
3. Adult Education & Recreation Centres (II)
   The Role of organizer and supervisor
4. Adult Education & Recreation Centres (III)
   Programme Planning
5. Comparative Adult Education
6. Principle & Methods in Adult Education (I) & (II)
7. Psychology of Adult Education
8. Leadership in Adult Education
9. Panel Discussions
10. Course Evaluation (July)

VISITS AND OBSERVATION

Visits to Adult Education & Recreation Centres, Community Centres and other agencies.

SPECIALIZED SKILL TRAINING

In addition to the two compulsory subjects indicated, trainees are expected to select two or more subjects from the following:

1. Folk Dance
2. Singing
3. Volley ball
4. Basketball
5. Poster Design
6. Dramatics
7. Arts & Crafts
8. Cut Ribbon Flower Design
9. Silkscreen Printing
10. Use of Film Projector
11. Basic Training in the use of Audio-visual Aids (compulsory)
12. Library Management (compulsory)

PRACTICAL FIELD WORK

One evening a week (7:30 p.m. - 9:30 p.m.) at Adult Education & Recreation Centres

ATTENDANCE AT THE ADULT EDUCATION CONFERENCE

Evolving and Developing Patterns

The more traditional fundamental and remedial adult education function is being carried out most successfully and efficiently. But it is, in essence, somewhat elitist in emphasis--those who have some education are those entitled to more and more.

There does seem a tendency for an official change in attitude towards those citizens of Hong Kong who have no desire to come into a government school, but prefer to watch from outside where no question of responsibility is involved.

T. C. Lai and S. K. Cheung have expressed interest in the extensive use of radio, television and the press to stimulate more interest and perhaps by using the network of parent-teacher associations, voluntary and religious bodies, to develop a more positive climate of opinion towards informal
or nonformal learning.\textsuperscript{63, 64} This change in attitude seems inevitable, but largely dependent on financial assistance to overcome the problems of inadequate teacher salaries and lack of facilities.

The social influence of Communist China seems to point the way to the direction of adult education in Hong Kong. As C. J. Luca notes in his recent article entitled, "Adult Education in the People's Republic of China:"

"The major thrust is to create a largely informal, non-schooled, and decentralized educational system coordinated with, but not necessarily dependent upon, formal institutionalized schools."\textsuperscript{65} It will be difficult for Hong Kong to ignore the trends of its giant neighbor who, in 1997 when the lease of the New Territories expires, will be in a position to reclaim 92 percent of Hong Kong's land area.\textsuperscript{66}

**MAJOR INNOVATIONS OR CASE STUDIES**

Perhaps the most innovative program of the last few years is the nonformal strategies utilized for consumer education. Until 1975, consumer protection was a novelty in a colony that exists through trade.

A twelve-person Consumer Council, drawn from all walks of life, was established to:

(A) collect information on the prices of a selected range of commodities and of the workings of the wholesale and retail markets in them;
(B) receive and consider suggestions and complaints, including complaints of profiteering;
(C) on the basis of its conclusions on (A) and (B):
(i) to publish the facts;
(ii) to act on public opinion to deter clear-cut cases of profiteering; and
(iii) to advise the government if scope for effective official action is discovered.67

By the use of a daily price bulletin, a monthly supermarket survey of prices, and a "Hot Line," 4,872 complaints were received and 43 percent satisfactorily settled.68 In a free, open and competitive market such as Hong Kong, this form of nonformal education gives information and assistance in exposing the more obvious malpractices of the marketplace.

With so much success of the venture, the education department has now included it in the curricula and the Council produces an excellent Information Bulletin distributed to the general public. The task ahead is enormous but guided by the philosophy espoused by the late President Kennedy of the right to be informed; the right to redress and safety; the right to choose; and the right to be heard, and with support from the government and the public, the Council will succeed.69
ENDNOTES


2 Ibid.


6 Liveright and Haygood, "National Report: Hong Kong."

7 Duthie, "Physical Education."


9 Liveright and Haygood, "National Report: Hong Kong."


11 Liveright and Haygood, "National Report: Hong Kong."


13 Liveright and Haygood, "National Report: Hong Kong."

14 Ibid.


16 Liveright and Haygood, "National Report: Hong Kong."


18 Liveright and Haygood, "National Report: Hong Kong."

22. Ibid.
23. Duthie, "Physical Education."
25. Ibid.
26. Duthie, "Physical Education."
27. Liveright and Haygood, "National Report: Hong Kong."
28. Ibid.
29. Ibid.
30. Duthie, "Physical Education."
32. Ibid.
33. Ibid., p. 50.
34. Ibid., p. 51.
35. Ibid.
37. Ibid.
39. Ibid.
41. Ibid.
43 Hong Kong Government Information Services, *Adult Education*.

44 Ibid.

45 Hong Kong Adult Education Department, "Education Department Adult Education" (handout prepared by Adult Education Department, Hong Kong, March 1977), pp. 2-4.

46 Hong Kong Government Information Services, *Adult Education*.

47 Hong Kong Adult Education Department, (handout), pp. 1-2.

48 Ibid.

49 Ibid., pp. 3-4.

50 Hong Kong Government Information Services, *Adult Education*.

51 Ibid.

52 Hong Kong Adult Education Department, (handout), p. 5.

53 Ibid.

54 Hong Kong Government Information Services, *Adult Education*.

55 Ibid.

56 Hong Kong Adult Education Department, (handout), pp. 6-7.

57 Hong Kong Government Information Services, *Adult Education*.

58 Ibid.

59 Hong Kong Adult Education Department, (handout).

60 Ibid., pp. 8-9.

61 Adult Education and Recreation Centres Training Course for Intending Supervisors, 1976/77, course outline on file with the Adult Education Section, Education Department, Hong Kong.


67 Ibid.

68 Ibid.
Chapter IX

ADULT AND NONFORMAL EDUCATION IN
THE PHILIPPINES

OVERVIEW: CULTURAL AND NATIONAL BACKGROUND

Geography

The Philippines is an archipelago of eleven large islands and 7,000 small islands. The two largest islands are Mindanao and Luzon which make up two-thirds of the total land area of 115,758 square miles.

Contrast in topography is offered by the palm-covered lowlands, the forested mountains, and tropical valleys. These tropical islands enjoy a relatively mild climate with an average temperature ranging from 70° to 80°F. The rainy season is from June to November, with approximately 143 days of rain.

However, the Philippines is subject to fierce typhoons which bring heavy rains and winds that cause a great deal of damage to low-lying areas. Thus along with its geographic fragmentation, transport and communications become somewhat limited. There are some highway and rail facilities on the main islands, but the main inter-island transport network relies on small coastal boats or air services.

Demography

The Philippines is one of the most densely populated 201
FIGURE 14
RELATIVE GEOGRAPHIC LOCATION
OF THE PHILIPPINES
countries in Southeast Asia. "In 1977, the population was 43,365,000." The population density is around 285 persons per square mile, while in Manila, the business capital, it reaches 1,850 persons per square mile.

Over 65 percent of the population is under twenty-five years old, and the birthrate of over 3.6 percent is the highest in the Southeast Asian region. This unchecked rate of population growth is perhaps one of the greatest constraints on the Philippines's socioeconomic development.

**History**

The Philippines received their first Western contact in 1521 and Spanish colonization began a few years later. Spain systematically destroyed the Malay customs and traditions of the people and converted them to follow Spanish-Christian beliefs. In a short decisive war with the United States in 1898, the Philippines became an American colony.

Under the American policy to train Filipinos to manage their own country, educational facilities increased dramatically. Until the Japanese invasion in 1941, increasing degrees of political autonomy were granted. The Japanese occupation tended to unite the country and increase its sense of nationalism. Soon after the war the independent Republic of the Philippines was inaugurated.

As a Filipino has expressed it - the Philippines won their independence from the U.S. in 1946 'after 300 years in a Spanish convent and 40 years in Hollywood.' The islands' loyalty to America in the war, when they suffered greatly under the Japanese, has
not borne fruit in peacetime, despite the incalculable advantage of U.S. friendship in economic terms. The mass arrival of American 'brother-citizens' on military aid and business missions has embittered, as well as softened up, the average easy-going Filipino. Some of the worst elements in American society, such as crime, corruption and civil commotion, now seem to have their counterparts in Manila.9

Ferdinand Marcos, a popular war hero, became the first President to become reelected in 1969. Since then the country has been shaken by student dissatisfaction, the spread of Communism in the southern provinces and frequent military clashes with the Moslem separatists in Mindaneo. The situation deteriorated so much that martial law was declared in 197210 to restore law and order. Martial law remains in force today, and many people are quite prepared to accept this form of rule as a better alternative to the lawlessness, graft and corruption that had reached epidemic proportions in the past decade. However the price for some form of internal security has been high. President Marcos's caretaker role has extended for over six years, many political opponents have been imprisoned and the President now rules by decree.

Culture

Most of the culture is predominantly Malayan, with about 15 percent of the population Chinese or aborigines. During the colonial period much of the traditional social stratification of the "barangay" society was broken down, but the small clique of elite are still growing richer while the rural villager still ekes out a meagre living.
The majority of Filipinos are Roman Catholics while the island chain of Palawan, Sulu and Mindaneo remain the strongholds of Islam. It was interesting to note that although Catholicism is practiced quite seriously, it has assimilated many of the traditional Filipino customs and traditions. 

Christianity has been a great unifying force among the seventy-five different linguistic groups of the country. To cement a sense of national pride, Tagalog, a widely spoken lingua franca, was made the official national language in 1946. English is the medium of instruction in schools, while Spanish is taught as a second language.

The Philippine culture now contains the moral and religious rigidity of the Spanish influence, the brassiness and materialism of American culture and the warmth and friendliness of the traditional Malay heritage. However, to know it well, one must move well away from the congested metropolitan centers.

Economics

Most of the people are engaged in agriculture, fishing, forestry, or mining. Rice and maize are the staple food crops with pork, fish and tropical fruits being the main supplements to the diet. The most pressing problem facing the farmer is the complicated and inadequate distribution of goods to the marketplace. A host of middle men inflate the
price of his product hundreds of percent before it is sold in urban markets. At present, another attempt is being made to reestablish a cooperative system to help overcome this problem.

One-third of the whole country is given over to rice cultivation which is the leading export. Sugar cane, coconut products, abaca processed hemp, rope, rugs and mats, pineapple, and some coffee and rubber are exported. Timber and lumber products, particularly plywood and veneers, along with rattan furniture have increased in importance in recent years.

Mining and petroleum exploration shows signs of success while manufacturers now make up about 17 percent of total production. However, the Philippines still imports most of its raw materials and finished products. The economy is slow to develop and a certain cynicism is held about instant success stories like the ill-fated "green revolution" that was to transform the economy. There is a tendency to move towards low-level technologies and methods that do not require expensive maintenance or the purchase of foreign expertise and equipment to manufacture such articles.

There is a glut of university-trained graduates in most fields, and even those successful in obtaining employment after facing intense academic competition and bureaucratic nepotism, must be satisfied with very low salaries.

Politics

Under martial law, internal order has returned to the
Philippines. However, many limitations have been imposed upon the population. For example, one Presidential decree prohibits highly skilled personnel from traveling to foreign countries unless the government is fully satisfied the person will return. Another Presidential decree makes it compulsory for every man, woman and child to plant several trees every year. The penalty for not complying to this form of compulsory re-afforestation is removal from any public employment or office. Another Presidential decree requires all teachers to return to school on Saturdays, without pay, to perform tree-planting or community services.

This type of government is not inconsistent with the traditional form of pre-Spanish rule, but it is under constant criticism internally and externally. A great deal of pressure has been exerted by the United States and other democracies to return to the country's former democratic and representative style of government.

Politics has always played a major role in shaping the function and policies of education. The Spanish used the school to Christianize and impart European culture to the elite, and inculcate loyalty from the masses. The Americans introduced the democratic ideal through a school system that remains the dominant educational structure today.

After World War II there was a tendency for

. . . politicians in Congress to create, convert or re-locate schools of different kinds without the advice of proper school authorities . . . the development of a co-ordinated, progressive programme [sic] of education became impossible.
Under martial law little seems to have changed, for the school system is now being utilized as a major vehicle to implement President Marcos's reorientation of society through his "New Society" plan. Large blocks of time have been allocated in elementary and secondary curricula "for work orientated and civic action projects which are supportive of the goals of the present reform movement."

THE TOTAL EDUCATIONAL ENTERPRISE

Purpose, Philosophy and Goals of Education

In line with President Marcos's reform movement, and its desire to restructure Philippine society, the goals at all levels of education are being reorientated to the needs of the New Society. Work-orientated objectives as well as a stress of self-sufficiency and self-help have been introduced to support national economic development goals. In particular, emphasis is being given to developing desirable work attitudes and skills in accordance with manpower development projections.

To help alleviate some of the social ills of the country, the scope of curricula has been broadened to include population education, prevention of drug addiction, inculcating moral and patriotic values, cooperative education and land reform. To assist in the successful implementation of these programs there has been a reemphasis on the concept of the community school system. The community school provides a
focal point for many community activities and allows the max­imum use of scarce skills, facilities and equipment. 15

Education is the biggest nationally administered enterprise in the Philippines, yet it still relies heavily on the private school sector which is financed by foundations, fees and other nongovernment funding.

Elementary Education

The community school concept is helping to popularize the need for vocational skills and eliminate the idea that to get one's hands dirty in manual labor is a sign of failure or inferiority. The community school makes formal learning more meaningful as urgent community problems can be integrated into the elementary curriculum. The textbook learning and memorization of the previous elementary system has been a source of disappointment to many Filipinos. This new emphasis on vocational and practical work orientated learning situations seems to be gaining widespread approval and support by the majority of Filipinos.

Elementary education consists of Grades 1 to 7 and the school entrance age is seven. Schools are either public or private, with the majority of denominational schools run by the Roman Catholic church or religious corporations. All public schools are coeducational and there are several special schools for the handicapped. 16
Secondary Education

Secondary schools are organized on a 2+2 plan. There is a common curriculum for two years with all students studying English, Tagalog, Social Science, Maths, Science, Health, Physical Education, and either a vocational or home economics subject. Students can then choose to follow a program of vocational or college preparation, in the last two years of secondary school.

Vocational trade schools, agricultural or fishery schools and the barrio high schools also offer alternatives to the general secondary school. 17

Tertiary Education

Private universities and colleges provide the majority of higher education. Unfortunately, many of the colleges have become little more than "diploma mills" which are concerned more with profits than with the quality of education. Although much has been done to control the quality and standards of such colleges and universities, it would seem most Filipinos still regard education as a consumer product, and the paper qualification which it provides is the most precious possession, not the acquisition of new attitudes, skills or knowledge. 18

The only regionally recognized university is the University of the Philippines which enjoys a high reputation for scholarship and innovative programs. With such a proliferation of tertiary educational institutions there is an oversupply
The Overall Education System

FIGURE 15

EDUCATION SYSTEM OF THE PHILIPPINES


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of graduates, but an undersupply of highly specialized and skilled personnel. The annual output of the 391 teacher-education institutions is around 50,000 graduates out of whom 90 percent come from private institutions and 10 percent from state supported schools. Of this number only around 12,000 to 15,000 can be employed.\(^{19}\)

A unique feature of the tertiary education system, in an otherwise centralized administrative system, is the degree of autonomy that is vested in their Board of Regents. All colleges are under the supervision of the Bureau of Higher Education, which formulates policy and standards, but generally speaking there is flexibility and autonomy.

**Major Problems Confronting the Educational Enterprise**

As the elementary school population multiplies at alarming rates, a disproportionate amount of the already inadequate educational budget must be channeled towards elementary education. Yet, despite this increased outlay for elementary education, expenditure per pupil is only P.82, while Malaysia spends P.182 per pupil.\(^{23}\)

The sheer impact of enrolment increase will, under present patterns, necessitate an average expansion in expenditures of no less than ten percent annually, a rate higher than the projected growth in gross national product.\(^{24}\)

With only 2.5 percent of the GNP allocated to education, the future does not seem promising.\(^{25}\) To compound the problem, 95 percent of all expenditure on public schools
goes in administrative, personnel and teachers' salaries. Thus other resources such as classrooms, equipment and materials are grossly underfunded. To improve the situation the central government has allowed local authorities to develop new revenue sources for schools.

These problems are further magnified by the inadequate publication and distribution of textbooks. The textbook-pupil ratio is around 1:5 and by the time texts arrive after lengthy review and slow distribution they are almost obsolete. It would seem the highly centralized and bureaucratic procedures for procuring materials and texts is the major roadblock in the distribution process.

Finding more money for secondary or higher education does not seem to meet with the approval from most Filipinos, who view elementary education for their children as an almost inalienable right. Thus, all other levels of education are ill-financed. Private schools and colleges are strained beyond capacity by an education-hungry youth, and there is a constant battle to control college standards and fees.

Lastly, any innovations or even minor improvements to the educational system are severely limited unless the availability of qualified teachers is ensured. Many of the Philippines's less educated and less secure teachers seem to have had the attitude of paying lip service to many new curriculum changes. It would seem that the quality rather than the quantity of teachers is of prime concern at the moment and
there is a need to utilize improved methods in preservice or inservice courses.

ADULT EDUCATION AND THE INSTITUTIONS INVOLVED

Official Roles, Philosophies and Goals for Adult Education

With insufficient funds to adequately finance the formal education system, adult education has been the poor relation in the educational enterprise. Adult education is the responsibility of elementary and secondary schools. Consistent with the concept of the community school, teachers are expected to teach both children and adults. Most classes are directed towards promoting functional literacy among adults. Greater attention is being given to minority groups and areas that have a high incidence of illiteracy. Private agencies also undertake literacy education as well as nearly all other aspects of continuing education. 27

Under Presidential Decree No. 1, in September 1972, a complete restructuring of government departments was ordered. The Department of Local Government and Community Development was created. It was composed of three agencies: the Bureau of Cooperative Development, the Bureau of Local Government, and the Bureau of Community Development. The purpose of this new department was to implement an integrated approach to effect changes in the lives of the rural villagers.

Community Development shall be pursued with greater momentum and depth to develop a new sense of values and to further strengthen our social, economic and
political base in an atmosphere of participation and mass involvement. . . .28

Community Development shall be the new basis or foundation of the new program of my administration. . . .29

In line with the above statements of President Marcos, the Bureau of Community Development's declared policy is to provide the clientele with capabilities and proficiencies to plan and implement their own local development programs. It is believed that these developmental goals can only be achieved through a viable and dynamic people-government partnership.

The guiding philosophy of this nonformal approach to adult education contains elements common to all the community development programs in the Southeast Asian region:

The concept of self help;  
The initiative comes from the people themselves and not imposed from outside;  
The process of stimulation by a change agent - the community development worker;  
The employment of trained personnel; and  
The utilization of techniques and approaches to get cooperative support from all sectors.30

The inter-bureau and inter-agency strategy is to proceed from creating an awareness of possibilities, then arousing interest to develop initiative and active participation of the rural and urban people to solve their own problems. The goal of this strategy is the creation of the "New Society" and its ideals are best summarized in the Community Development Workers' Creed that appears in their official handbook:
I BELIEVE. . . .

. . . In Democracy as a suitable atmosphere for national betterment.

. . . In the inherent capacity of men to attain a richer life through concerted efforts.

. . . In the ability of our people to harness their material and human resources towards a happier and more abundant life.

. . . In the coordination of welfare agencies to bring about conditions of social improvements.

. . . That humility and prudence, friendliness and devotion; are my basic attributes as a Community Worker.

. . . That I should seek no better reward than to see the happiness of my people and the progress of my country.31

The private sector, foreign aid supported programs and joint action programs also play extremely important roles in helping communities to help themselves.

The Scope and Nature of Adult Education

Basic literacy and further education for adults and youths who have left school are organized by principals of elementary and secondary schools at weekends or after school. During six weeks of the holidays, Philippine Folk Schools are conducted in public schools to provide general education for grade 6 school leavers who have been unable to enroll for secondary school.32
All programs are based on current national goals, and are financed by either national, local or private agencies. The scope of the programs is limited by the availability of scarce finances and the time that can be spared by already over-committed elementary or secondary teachers.

The scope of the Bureau of Community Development is defined in Presidential Decree No.'s 1, 1-B, 38, and in Executive Orders No.'s 1, 7, 38, and 156. In short, it has an almost limitless mandate and flexibility of providing "assistance to local government authorities in formulating, implementing and evaluating local development plans and programs aimed at accelerating social and economic development of local communities and the nation."34

At the present time, the Bureau of Community Development's programs include rural and urban development through support programs for planning and training, joint action programs, special overseas and privately funded projects, and grants-in-aid programs. The Bureau has some link or coordinating function with the following programs:

1. JOINT ACTION PROGRAMS:

A. With the Government Sector -
1. Department of Education: community education and school needs
2. Department of Health: training and projects for improved health and sanitation
3. Department of National Defence: civic action programs.
4. Department of Public Works and Communications: construction of infrastructure
5. National Food and Agriculture Council: infrastructure for food production
6. National Electrification Administration: rural electrification with emphasis on self-help
7. National Irrigation Administration: large-scale irrigation
8. Irrigation service: irrigation pumps
10. Population Commission: family planning information drive
11. Green Revolution: increase food production campaign
12. National Beautification and Cleanliness Campaign: community beautification
13. Save-A-Life in Every bario
14. Manpower development: Manpower training
15. Land reform: agrarian reform education
16. Urban Development and Squatter Relocation: urban renewal
17. Philippine National Volunteer Service Committee: volunteerism
18. NEDA: Integrated rural development projects
19. Schistosomiasis Control Commission: Control of schistosomiasis

B. With Private Sector -
1. Philippine Rural Reconstruction Movement (PRRM)
2. Family Planning of the Philippines (FPOP)
3. ASIA FOUNDATION: Lanao CD Experimental Projects
4. CARE: schools, artesian wells, seeds, sport kits
5. National Social Action and Economic Development Committee
6. Archdioceses of Sorsogon: low-cost housing projects
7. Institute of Social Order: training in CD and cooperatives
8. St. Xavier University (SEAROLIN): training in CD
10. Philippine Youth Welfare Coordinating Council (PYWCC)
11. Narcotics Foundation of the Philippines (NLP)

II. SPECIAL PROGRAMS/PROJECTS -

A. With Foreign Aids/Support -
1. Japanese Overseas Corp Volunteers (JOCV)
2. Peace Corp Volunteers (PCV)
3. Netherlands Volunteers Organization (NVO)
4. South-East Asia Treaty Organization (SEATO)
   a. Greater Manila Childcare Program
   b. Rice-corn Mills
   c. Multi-purpose centers
   d. Model Village of the Year
   e. Small-Scale Development Scheme

B. With Local Aids/Support -
   1. Help our Pre-schools Everywhere (HOPE)
   2. Volunteers for Improvements of the Philippines

Professionalization and Organization of the Field

Within the scope of the community schools' function to promote literacy and provide basic education for adults, elementary and secondary school teachers are supervised by divisional superintendents and the Bureau of Public Schools. No teachers are engaged exclusively to teach adult classes and nonprofessionals are sometimes called upon to assist with instruction. A small number of teachers have attended preservice or inservice training for adult education. In the classroom no special methods or techniques are used for the adult learner, although groups are separated by age. There are some limited materials available which are suited to the interests of different age groups. Despite these difficulties it was noted that in the smaller rural villages there was a genuine concern for extending literacy to the adults of the community. There also seemed a close cooperation between various sections of the community to utilize the community schools for adult informal or nonformal learning activities.
Within the three bureaus in the Department of Local Government and Community Development there seemed a predominance of women in executive positions. Except for the Bureau of Cooperatives, all Bureau heads and most senior officers were women. In the field, however, there was a more even balance of the male and female ratio. Most community developer administrators held a degree and many of the senior officers had traveled overseas for additional training.

A feature of the Department's desire to upgrade its own officers is the emphasis it places on inservice courses. Apart from constant internal on-the-job and small group refresher courses, longer inservice courses are conducted at the Philippine Rural Reconstruction Movement's headquarters for nonformal education, and the Community Training Center on the University of the Philippines campus at Los Banos.

Like other Southeast Asian countries, the Philippines is faced with the problem of high personnel turnover. The initial enthusiastic vigor of the fieldworker soon dissipates as his idealism is constantly put to the test by the isolation and hardships of the rural barrio. If the fieldworker is married there is pressure from the spouse to move closer to urban areas where better facilities and services can be provided for the family's children. Also the more promising workers are promoted up or recruited by private industry or other government departments who are in a position to offer a higher salary.
Evolving and Developing Patterns

It seems that within the broad terms of reference of the President's decrees, the Department of Local Government and Community Development is fast becoming the coordinating body for the socioeconomic development of the Philippines. Its infrastructure is well organized and extensive which allows it to monitor and sometimes even modify the activities of other departments.

This department is no poor relation in the bureaucratic structure, as it has its own voice in cabinet, thus a direct link to the ear of the President. Although its role and scope is ambiguous, it is in a powerful position to gain prestige from being associated with extension work carried out by other departments, as well as its own direct activities. Its role in the future seems to be one of planning and coordinating developmental activities, a messenger between other government departments and agencies and the villager, and the major source for extension training and data.

Nonformal strategies are being utilized more and more to reach the grass roots level of Philippine society, the barrio farmer. In theory and on paper this integrated and multi-departmental approach to providing the population with a range of skills and knowledge appropriate to their basic needs for survival and realistic material betterment is an exciting concept. It is hoped that through this strategy of nonformal education more positive attitudes will enable
rural and urban have-nots to improve their own physical, economic, social, and political conditions.

Unfortunately, there seems two main constraints to this idealistic and ambitious program. Firstly, the Philippines is caught up in a vicious zero-sum game of economics. Any small economic victory is swallowed in one gulp by a population second only in size to India, and increasing at the fastest rate in Southeast Asia. Unless the aims of the programs are kept small and unambitious the peoples' faith and expectations of this form of education will rapidly diminish.

Secondly, there seems a top heaviness of administration, located mainly in urban areas: inaccessible and isolated from the rural barrio it serves. The key to the whole operation is the community development fieldworker, the link between the government and the people, "the man who bears as a mission the happiness of his people and welfare of his country, and the bridge to a New Society." It would seem that this vital link is the weak link in this exciting experiment in adult nonformal education.

MAJOR INNOVATIONS OR CASE STUDIES

In an attempt to increase the effectiveness of fieldworkers associated with nonformal community-based education, a number of innovative training programs are attempting to promote nonformal adult education methods appropriate to the Philippine development process.
The first such program is conducted by the Nonformal Education Institute of the Philippine Rural Reconstruction Movement (PRRM) located in Barrio Nieves, San Leonardo, Nueva Ecija. Nondegree training for professional and nonprofessional leaders in out-of-school education is conducted jointly with community, national and international agencies and organizations.

The professional staff is extremely well qualified, most have extensive experience in overseas developing countries and have graduate degrees obtained in respective areas of specialization. All have had their "apprenticeship" of over six months in one of the 130 barrios scattered among 20 provinces in the country that are areas of responsibility for the Movement. This staff is perhaps the most expert of all the training institutions that offer nonformal education programs in the Southeast Asian area.

The nonformal community-based education programs that have had encouraging achievements are:

- functional literacy for family planning
- cooperative education for extended rural development
- development of participatory learning delivery systems
- training of community-level manpower systems for nonformal education
- training of indigenous paraprofessional facilitators (Barangay Technicians) for:
  - vocational education, specifically in tailoring and dressmaking
  - agricultural education, specifically in crop protection and backyard technology
  - livestock protection
  - mushroom culture
- health education
- food and nutrition
- cooperative education
- functional literacy
- cultural arts and sports.

The current projects being undertaken with international assistance are the training of Barangay technicians and community leaders for nonformal education as well as a media support system for nonformal educational activities. The Nonformal Education Institute tries to meet, head-on, the fundamental problems of a poor developing nation: ignorance, poverty, disease and apathy. Its programs stress that the problems of the rural villager cannot be solved by a piecemeal approach. Instead, through bettering the villagers' livelihood, health, education, and ability to make his own decisions will the constraints that have deprived him of room to breath and develop will be diminished. It is not surprising that almost all overseas volunteers, including the Peace Corp, attend PRRM for their basic familiarization program before being sent to their assigned tasks.

To facilitate the planned social changes demanded by the "New Society" policy, the Bureau of Community Development is running a pilot program for a Community Trainer-Organizer Volunteer Corps called Tanglaw ng Barangay. The corps will conduct intensive and continuous programs of education, information and training at the community level. Personnel will be selected from civic-minded residents who wish to give their services without remuneration.

The criteria for selection of an adult and youth
community trainer-organizer from twenty baranagays in each of the two pilot municipalities are:

1. Ability to communicate;
2. Leadership potentialities;
3. Socially acceptable;
4. Educational attainment preferably at least high school graduate;
5. Ability to transfer his learning; must be a multiplier effect;
6. Deep understanding of the life ways and problems of the barangay; and
7. Sense of public service and social consciousness.  

Initially, there will be several ten- to eighteen-day inservice courses for the instructors of the course. Then these instructors will conduct a twelve-day Barangay Trainer Development Course emphasizing the concept of self-help. A specialized Agricultural and Occupational Skills Training Course will then follow at the municipal level.

Immediately after their training, they are assigned to a Barrio Development Worker who shows them how to conduct simple education courses on training and how to collect data about their community through the use of studies and simple surveys. The Tanglaw Ng Barangay is then expected to become the government's continuing channel of communication and information for development.

Incentives are not monetary, but one year's service in the Tanglaw Program is equivalent to one year of government service and volunteers will be given preference for vacant government positions. Courses will be given transfer status and accreditation at similar education levels.
Volunteers at the end of one year's duty will receive a P2,000.00 scholarship grant that can be transferable to any family member.41

Three shortcomings of this program are obvious. Firstly, it may be difficult to find personnel with all the desired qualities and then expect them to work for one year without direct payment. Secondly, the training period is so short that it seems doubtful if all the objectives of the courses could be achieved. Thirdly, the villagers if they have no voice in the selection process and organization of the training may view this new Community Trainer-Organizer as another government method of ensuring that any voices of dissonance are quickly pinpointed, and perhaps dealt with. The success of the program will stem from how much confidence the rural barrio people have in President Marcos's one-man role.

A third type of program to train community developers is conducted at the Los Banos Education and Training Center. Potential fieldworkers for the three bureaus of the Department of Local Government and Community Development attend the Center. Its goals are threefold:

1. To provide the prospective fieldworker with adequate knowledge relative to his job;
2. To develop the proper attitude of the worker towards his job; and
3. To equip the worker with certain skills for the three broad programs of the Department: local government, community development and cooperative development.42
Training is conducted in a huge building that had been financed by the United Nations in postwar years. Now it is just a shadow of what used to be, and many of the dormitories and classrooms are not used. The training itself is divided into three phases. The first phase is an adjustment period during which time the students are put through some difficult and trying physical conditions and tasks which soon weed out those students who are not prepared mentally or physically for the type of lifestyle they will meet in the isolated rural villages. From discussion with faculty it would seem the heavy manual tasks allotted to each potential trainee, followed by quite a heavy academic load, soon discourages those trainees who felt that this was an easy way to join the government service.

After two weeks, the trainee is given a theoretical and practical exposure to an understanding of community life. During this time the trainee is assigned to observe a barrio, under the guidance of a community development officer. The fieldworker and the faculty of the Center evaluate the trainee's attitude and performance and if unfavorable the trainee is dismissed.

The third phase is intended to provide the trainee with some of the knowledge, skills and attitudes that will be relevant to his future work. The program is made up of nine units:
Units of General Application

Unit 1 - Group Development and Human Relations
Unit 2 - Philippine Society in the Process of Change
Unit 3 - Community Training
Unit 4 - DLGCD: Its Objectives, Structure, Functions and Programs
Unit 5 - Research and Evaluation
Unit 6 - Development Planning

Units of Special Application

Unit 7 - Local Government
Unit 8 - Community Development
Unit 9 - Cooperative Development

The Handbook on Community Training is the basic text prepared by the Center themselves. It is one of the most comprehensive and easily understandable training manuals I observed during my comparative study tour.
ENDNOTES


6 Miller, Education in South East Asia.


8 Miller, Education in South East Asia, pp. 189-192.


11 Miller, Education in South East Asia.

12 Thompson, Other Lands, Other Peoples.

13 Miller, Education in South East Asia, p. 195.


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17 UNESCO, Teacher Education in Asia (Bangkok: UNESCO Regional Office for Education in Asia, 1972), pp. 225-234.
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22 Bureau of Local Government, "Innovation, Change and Development" (Quezon City, Philippines: Bureau of Local Government, 1977), handout.

23 Minda C. Sutaria, "Primary Education in the Philippines."


26 Minda C. Sutaria, "Primary Education in the Philippines."


29 Ibid.


31 Ibid., p. 67.

32 Hamori and Dottrens, *Literacy and Education for Adults*.


34 Ibid., p. 3.
36 Hamori and Dottrens, Literacy and Education for Adults.
40 Bureau of Community Development, "Program Tanglaw Ng Barangay" (Quezon City, Philippines: Bureau of Community Development, 1977), program proposal.
41 Ibid.
43 Ibid., p. 3.
Chapter X

CONCLUSION

By using a standardized conceptual framework for comparison, descriptive studies of the adult and nonformal educational activities of Singapore, Malaysia, Thailand, Hong Kong, and the Philippines have been reported and discussed. In each separate study adult and nonformal education programs and policies, along with the institutions involved have been examined as part of the total educational enterprise, and placed within the context of the country's culture and national background. When the parts are placed together, there forms a holistic regional perspective—in this case an overview of adult and nonformal education in the Southeast Asian Region.

In the region, all five countries conduct adult and nonformal education at all levels. From pre-literacy education to post-professional training, methods that are used vary from informal peer group education to modern mass media education.

All five countries in the region have recognized that a prerequisite to rapid social, economic or political development is the eradication of illiteracy. It is especially clear that there is a significant correlation between illiteracy and
economic development. The region's main hope to stem the tide of Communist influence is through the benefits of industrialization and modernization of agriculture. Without the skills of basic or functional literacy, it is inconceivable that economic progress can be accelerated.

Thailand, Malaysia and the Philippines are predominantly agrarian economies. The process of learning more efficient agricultural techniques through extension programs is undermined by the farmers' inability to read and understand directions which would help in the use of simple machinery, fertilizers, insecticides, or irrigation. In Singapore and Hong Kong, two small but highly industrialized island states, it is essential that there is a pool of skilled and specialized labor available to different levels of industry and commerce. Highly coordinated functional literacy, vocational, technical, and commercial training and retraining programs are constantly needed to update or quickly adapt workers to the rapid pace of technological change. Workers cannot be given such training unless they have first acquired the functional literacy in that vocational area. A lack of adaptability by illiterates or basic literates in the workforce means that industry and commerce has no chance of operating effectively and competing on the international market.

The present emphasis on basic and functional literacy programs seems inconsistent with varying regional educational statistics which claim quite high relative increases and
numbers of literate people. It would seem that in many cases there are inconsistencies in how, when and where such figures are compiled. Considering that the success of literacy programs and judging on the number of people who pass a test, the relative prestige that a country enjoys if there is an increase in literacy and from on-the-spot personal observation, it would appear that many of the statistical claims are somewhat inflated.

The Philippines and Thailand have the most innovative programs of adult literacy. These countries are moving away from mass basic literacy campaigns to smaller scale functional literacy programs. Using an integrated approach, functional literacy is taught by community developers or as part of extension education to help people learn language skills as well as vocational skills useful and applicable to their rural or urban environments. To avoid extinction of newly acquired skills, both countries are beginning to provide extensive backup programs. Thailand is using village reading centers, floating libraries, mobile vocational and interest schools and information teams to reach the isolated rural villagers. The Philippines is concentrating on the community school concept, with elementary and secondary schools being made the basic community resource center to allow villagers access to reading materials. Malaysia is following the Thai example, but with all five countries in the region a lack of finance is the major obstacle to success.
At the secondary level all five countries provide some type of educational opportunity for adults to join or rejoin the formal education system. The traditional night school function in Malaysia and the Philippines is administered through the regular education system using elementary or secondary teachers to conduct classes. In Singapore, Hong Kong and Thailand there is a similar staffing arrangement but classes are administered through an Adult Education Division. Most classes are only conducted in urban areas using teachers and methods appropriate for children.

Except for the Philippines and Malaysia, examinations bar many adults from entrance into secondary education. In the Philippines, where secondary schools are predominantly privately run, high fees and the distance to urban centers deny many adults further educational opportunities.

All five countries are increasing their emphasis on vocational education. There is a need to produce more middle-level technicians for industrialization and diversification of traditional agricultural activities. Current investment in vocational and technical education at all levels is increasing. Yet, except for Singapore's pragmatic and successful retraining program for adults and out-of-school youths, the other four countries still seem to be investing only moderately in vocational and technical programs.

In fairness it must be emphasized that any redirection of resources to vocation or technical programs would mean some
Other section of the educational system would be deprived of funds. With the general feeling that vocational or technical training is an inferior alternative; suitable only for elementary dropouts or secondary rejects, a negative attitude towards vocational and technical education is difficult to overcome. It also must be considered that facilities and equipment for vocational centers are more expensive to establish than regular schools. Scarce technicians are needed to train new teachers, and this is an expensive undertaking. Thus expansion is slow, for competing demands for the education dollar and the lack of support from the general public makes vocational and technical low on the political priority list.

However, despite these limitations, vocational and technical education is gaining increasingly more emphasis in the national development goals of the region. It would seem that the task of coordinating and integrating such national policy decisions is fast becoming a major role of the institutes of adult and nonformal education. With a web of contacts spreading to all levels of education, along with joint ventures with other government departments and international agencies, adult education divisions have the present infrastructure to successfully achieve some degree of coordination and planning.

At the tertiary levels of education it is more difficult to make general comparison. In each of the five countries there is a diversity of functions and standards from
the diploma mills of the Philippines to the prestigious degrees of the University of Singapore.

The tertiary system of the region is basically elitist in nature and continues to follow the inherited laissez-faire European traditions. At present there is little government intervention in determining manpower policies or direction or emphasis of curricula. Yet since World War II there has been a rapid expansion of tertiary institutions and an equally rapid increase in the number of unemployable graduates, especially in Thailand and the Philippines. The over-production of university graduates in Singapore, Malaysia and Hong Kong is less of a problem, but there is a problem of underproduction of competent graduates in the applied sciences and technological areas.

In particular references to adult education, there is a scarcity of tertiary programs that can provide teaching and administrative personnel with the range of skills, theory and research facilities necessary for a more professional understanding of the adult education enterprise. In all five countries, postgraduate training in adult education is usually carried out in overseas universities. In the region there is a very small nucleus of highly trained and dedicated administrators of adult education programs. But for the majority of adult education practitioners whose commitment to bringing education to the people, are employed in the more isolated rural areas where no further education facilities are available.
Thus the nature of the profession automatically denies adult education workers, particularly program supervisors, any real chance of professional renewal or academic advancement.

The only Southeast Asian country that seems to be seriously attempting to come to terms with this dilemma is the Philippines. Through extensive internal preservice and inservice programs carried out in their own training colleges or the Philippine Rural Reconstruction Movement's Nonformal Education Institute the professionalization of the adult education practitioner is greatly improved.

Perhaps the most important facet of continuing education at the college and university level is concerned with the upgrading of teachers. In the past few decades a great deal of responsibilities have been placed on the teacher. In all five countries the dramatic increase in school populations has surpassed the region's ability to supply the quantity or the quality of teachers to meet such demands. Yet poorly trained teachers are expected to be the major link in bringing about fundamental changes for the fulfillment of many of the governments' development goals.

With the exception of Singapore and Hong Kong, over 60 percent of the people in the Southeast Asian region live in rural areas. The expectations of the rural villager on the teacher is high. The government and the community demands that the teacher undertake a multiplicity of educational and community roles, including the teaching of children and adults.
Unfortunately, most teachers have been subjected to an academically orientated type of training and find themselves very insecure in carrying out their new roles or adapting to more vocationally orientated curricula. The priority given to the continuing professional education of teachers is not misdirected at any level of the education system.

Lastly, there appears to be a definite regional trend for adult and nonformal education to be emerging from its previous marginal position as an appendage to the traditional formal system of education. In fact, adult and nonformal education seems to be taking an almost central role in the provision of educational services to the rural majority, as well as the urban disadvantaged. In Singapore the Adult Education Board has a significant voice in coordinating and planning manpower policies. In the Philippines the Bureau of Community Development is the major planning, training and coordinating body for the implementation of President Marcos's "New Society" plan for the more equitable redistribution of opportunity and services. The Malaysian Community Development Division is the main authority for organizing adult and community education in rural areas. At present this new division is beginning to engage in departmental in-fighting to establish itself as the main arm of development policymaker and coordination of extension services. In Thailand the Adult Education Division is under the control of the Central Education Department but on the ground, as far as the rural
villagers are concerned it is the major agency that conducts adult nonformal education programs.

In the past, adult education, like most education services, has been largely a middle- or upper-class phenomenon. The rural illiterates, the unskilled, the semi-skilled, the ethnic and linguistic minorities, and women have had little or no access to further education. In the postwar years after centuries of a colonial education system, there was a tremendous investment in education. In all five countries education facilities proliferated, but mainly in the urban areas. The disparities between the rural and urban dweller were magnified.

The urban citizen of the Southeast Asian Region with better access to government-provided services, especially education, received the pieces of paper that allowed progress in the new examination orientated indigenous public service. The educational advantaged of the urban centers have become the new elite of the Southeast Asian Region.

Although the national goals of the present governments of Thailand, Malaysia and the Philippines are committed to upgrading the educational services to the urban and rural disadvantaged, nothing seems to have radically changed as yet. When traveling in any of the Southeast Asian capital cities, one is confronted with congested traffic jams, air conditioning, excellent restaurants, prestigious public buildings, and a host of other services found in any of the capitals of the
world. But to travel into the rural areas is like traveling into a different culture: of oxen and plough, rice paddy and small hamlets and villages made of traditional bush materials.

The attitude of the urban dweller to his rural brother is very like a contemporary reproduction of a bygone colonial era. The new colonialist is the educated urban elite who looks paternalistically down upon the unsophisticated rural villager.

Into this contemporary context, the adult education practitioner of the Southeast Asian region has been thrust. Through a variety of nonformal educational strategies his most difficult role will be to bring decent educational services to the young and the old of the rural majority. The adult educators' tasks are crucial. Yet with a totally inadequate budget, lack of trained staff and few research facilities, he is expected to rapidly diminish the imbalances in services between the rural and urban community.

If the ghastly events in Cambodia can be taken as an example, with the wrath of the underprivileged and long neglected rural community on the country's former urban communities, the very future and stability of the whole Southeast Asian region may well rest in the success of the adult and nonformal programs of today.
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